

# CENTRAL CITY

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# *Community Plan*

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# CENTRAL CITY

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## *Community Plan*

### Chapter I

### INTRODUCTION

#### **PURPOSE OF THE PLAN**

The Central City Plan is the official guide to future development within the Central City Community plan area. It is to be utilized by all those concerned with the community including the City Council, the Mayor, the City Planning Commission, other concerned government agencies, residents, property owners, business owners, investors, as well as other nonprofit and private agencies. This Plan is subject to periodic reviews and amendments to reflect changes in circumstances and opportunities.

The Central City Plan promotes an arrangement of land use, infrastructure, and services intended to enhance the economic, social, and physical health, safety, welfare, and convenience of the people who live, work and invest in the community. By serving to guide development, the Plan encourages progress and change within the community to meet anticipated needs and circumstances, promotes balanced growth, builds on economic strengths and opportunities while protecting the physical, economic, and social investments in the community to the extent reasonable and feasible.

The land use map, a component of this Central City Plan, exhibits the approximate locations and dimensions of planned land use within the area. This land use map is not an official zone map. It is only a guide and does not imply a right to a particular zone nor to the land use permitted therein.

#### **COMMUNITY PARTICIPATION**

The State of California requires citizen participation in the preparation of the General Plan. Government Code Section 65351 reads "During the preparation or amendment of the general plan, the planning agency shall provide opportunities for involvement of citizens, public agencies, public utility companies, and civic, education and other community groups, through public hearings and any other means the city or county deems appropriate."

Drafting of the community plan involved members of the community who helped to identify and define the needs, desires, resources, and the unique nature of the community. Subsequent changes in the plan have served to broaden the community participation that took place with the formation of the original plan. Continued involvement and input of community members assists planners in keeping abreast of physical, economic, and social developments.

## Organization of Central City Plan

This Central City Community Plan encompasses six chapters. Chapter 1 lays out the historical, physical, economic, and social patterns of the Community, and documents land use issues and opportunities. Chapter 2 outlines the functions of a community plan and statutory requirements. Chapter 3 puts forth specific land use policies and programs that address the issues and opportunities raised in earlier chapters. Chapter 4 focuses on transportation and circulation issues. Chapter 5 focuses on urban design and the final section, Chapter 6 points out opportunities during implementation for coordination among public agencies.

## PLAN AREA PROFILE

The Central City Community Plan area is located south of Sunset Boulevard/Cesar Chavez Avenue, north of the Santa Monica Freeway (Interstate 10), east of the Harbor Freeway (Interstate 110) and west of Alameda Street. It is bordered by the communities of Central City North, Silver Lake-Echo Park, Westlake, Southeast and South Central Los Angeles.

Central City is the second smallest community plan area representing less than one percent of the land in the City of Los Angeles (approximately 2,161 acres or 3.38 square miles). Since this area is the governmental, financial, and the industrial hub of Los Angeles, land is primarily dedicated to these uses. Consequently this area has a smaller residential population in comparison with the rest of the city, though dwelling units and resident population are growing as people find a renewed interest in urban living and existing vacant and often historic commercial and industrial buildings are being converted to residential uses.

According to the 2000 U.S. Census, Central City had an estimated population of 25,208, less than 7% of the total population of Los Angeles. The plan area has a housing stock characterized by a high ratio of multiple family residential dwelling units, (98% of total units). Households on average are small comprising only 1.54 persons per household (does not include group quarters population) while the average household size citywide is 2.83. The residential population is ethnically and racially diverse with 34% identified as Hispanic, 23% as Black/African American, 17% as White Non Hispanic, 23% as Asian/Pacific Islander, and only .7% Native American. The average household income in 1999 was \$44,758, nearly 25% lower than the citywide average but 50% higher than the average income a decade earlier.

Central City contains a substantial amount of commercial development. Existing planned commercial land use is 827 acres. Commercial uses exist to some degree throughout the plan area, but the primary concentration is located in the financial core (bounded by Fifth Street, Eighth Street, Hill Street, and the Harbor Freeway), and retail on Broadway from Second Street to approximately Ninth Street, and west along Seventh Street in the vicinity of Hill Street and the Harbor Freeway. Commercial office buildings also dominate the Bunker Hill area bounded by Hill Street, Fifth Street, the Harbor Freeway, and First Street. Much of Bunker Hill was developed in the 1980's giving rise to new skyscrapers developed in park like plazas.

Existing planned industrial land use is 874 acres. The industrial section of the Plan area is located generally east of Main Street/San Pedro Street to Alameda Street, from 2nd Street south to the Santa Monica Freeway. The area is characterized by a variety of industrial uses including garment wholesaling; produce; toy; electronic; flower wholesaling; food processing; and other wholesaling uses.

Residentially designated land is found in Central City East and South Park and encompasses a relatively small percentage of planned land uses in the plan area, with 108 acres or 5% of the plan area's acreage. Some residentially zoned properties can also be found in Bunker Hill and Little Tokyo. Residential uses are permitted within commercially designated lands, however, and an increasing number of residential units are being developed downtown as a result of a growing demand for housing and the recently adopted Adaptive Reuse Ordinance (ARO) which facilitates the conversion of commercial buildings to residential uses. A recent survey projects that nearly 6,000 new dwelling units are either planned or proposed for the downtown area, many of them resulting from adaptive reuse projects.

The Central City Plan area is composed of nine districts: Civic Center, Bunker Hill, Financial Core, Convention Center/Arena, South Park, Center City/Historic Core, Little Tokyo, Central City East and South Markets (see Figure 1). The neighborhoods and districts were originally defined with specific boundaries as identified in the Downtown Strategic Plan, but overtime the boundaries have blurred as land uses changed and overlapped with adjoining uses. For this reason the neighborhoods and districts are used only to define in very general terms the areas of Central City. Only the Convention Center/Arena due to its singularly dominant use, Bunker Hill due to its CRA defined boundaries as well as its physical separation from the rest of Central City, and Little Tokyo because of its ethnic identity and CRA boundaries, have distinct street line boundaries.

The "Ten-Minute Diamond" (Figure 1) is part of the Los Angeles Civic Center Shared Facilities and Enhancement Plan and is defined by the distance an average pedestrian can walk in ten-minutes, encompassing an area within which visitors can easily access facilities and services. A ten-minute walk from a central location requires a zig-zag path due to the street grid of Downtown Los Angeles thus creating a diamond-shaped zone.

In addition to the Bunker Hill Redevelopment area and the Little Tokyo Redevelopment area, the Central City community contains the Amended Central Business District Redevelopment area, and the City Center Redevelopment area (see Figure 2).

## **HISTORICAL EVOLUTION**

Central City was the birthplace of Los Angeles in 1761, centered around the Plaza now known as El Pueblo Historic Park, which includes Olvera Street. The small pueblo community experienced large scale growth in the late 1800's with the coming of the transcontinental railroads and the Central City area became the focal point of the region. The turn of the century brought an increasingly growing population giving impetus to the manufacturing, industrial, and commercial expansion within the City up to the early 1930's.

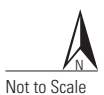
The Great Depression and World War II slowed growth. Broadway was the

# Central City Community

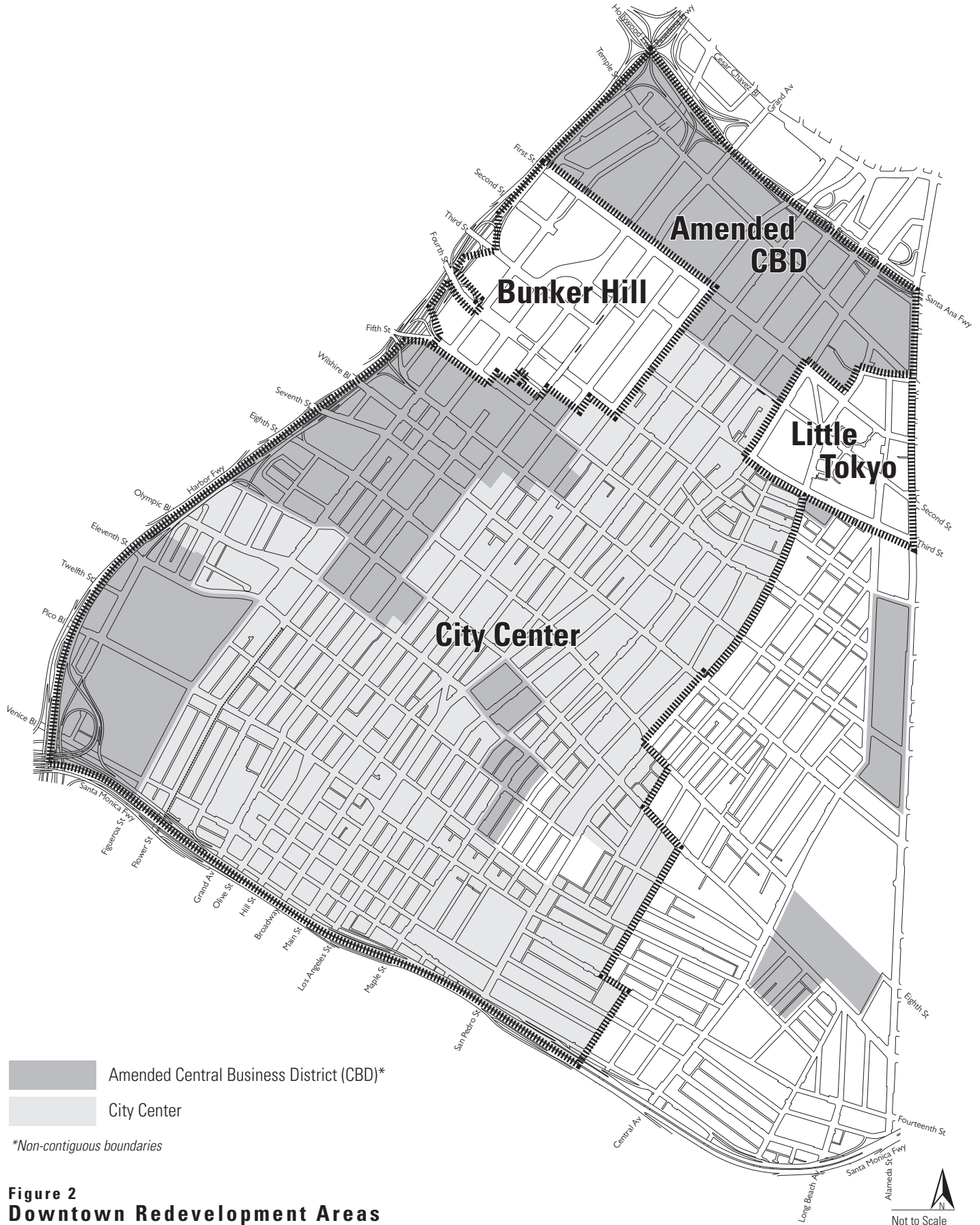


10 Minute Diamond as shown in the Los Angeles Shared Facilities and Enhancement Plan

**Figure 1**  
**Downtown Neighborhoods & Districts**



# Central City Community



**Figure 2**  
**Downtown Redevelopment Areas**

premier commercial district from the late 1800's until the suburban expansion in the 1950's and 1960's. The removal of the height limit in 1957, combined with postwar economic expansion and the redevelopment of Bunker Hill 10 years later, gave rise to the prominent high-rise skyline of downtown.

Today, the Central City area is the historic, political, social, governmental and economic center of the City of Los Angeles. Major rail networks and six major freeways converge and interconnect in this plan area.

Central City also contains some of the most architecturally significant buildings in Southern California, including two nationally recognized districts, the Broadway Historic Theater District, the former Spring Street Financial District, and many other historic resources central to three main ethnic groups that are integral to the development of the city. Little Tokyo, Chinatown, and Olvera Street all have historic structures which are regionally significant cultural landmarks. The Broadway Historical Theater District has some of the most architecturally significant buildings in California. The Bradbury Building and the Oviatt Building are two examples of historic structures that have been rehabilitated. City Hall, the Herald Examiner Building, and the Mayan Theater represent other significant historical and cultural landmarks.

In the past fifteen years, a number of public spaces, which include public art, have been built. Public art has become a major focal point of development activity in the financial district and other locations. City policy related to public art was the catalyst for this era of creative interactive public spaces. Coinciding with this development, an artist's loft colony evolved in the industrial corridor east of Alameda Street adjacent to Central City.

## **CENTRAL CITY NEIGHBORHOODS AND DISTRICTS**

### **Civic Center**

The Civic Center straddles the City's original settlement and area of first expansion and extends from a former riverbed to hillside topographies. Federal, State, County and local government offices are situated in the Civic Center District. Civic Center has the second largest concentration of civic buildings in the country, located primarily along the Civic Center Mall north of First Street, and generally from the Harbor Freeway to Alameda Street and dominated by the historic City Hall. The Hollywood Freeway to the north of the Civic Center, forms a strong edge to the district and forms a barrier between El Pueblo Historic Park and the Civic Center area. There are a number of facilities designed for all types of performance, cultural, and artistic uses. The Civic Center contains the Music Center at its western edge which contains three performance venues.

Also located in the Civic Center is the Cathedral of Our Lady of the Angels on Temple Street across from the County Hall of Administration. The construction of the Cathedral of Our Lady of the Angels has introduced an important institutional use and landmark building to the Civic Center Complex. Designed by renowned architects, a new headquarters for the state Department of Transportation (CalTrans) District 7 and a U.S. Federal Courthouse will add civic and architectural landmarks to the downtown

skyline.

### **Bunker Hill**

Bunker Hill is downtown's first redevelopment area. The area was at one time filled with stylish residences, many of which had deteriorated by the time redevelopment was proposed. Adopted in 1959, the Bunker Hill Redevelopment Project was conceived as a new mixed use development, including office, residential, hotel, retail, commercial, museums and cultural uses. Bunker Hill is the site of the Museum of Contemporary Art (MOCA). Adjacent to MOCA is the Colburn School of Performing Arts. The Frank Gehry designed Disney Concert Hall will rise across First Street and the Music Center. Bunker Hill has over 3,200 housing units mostly located at its northwestern end and is generally in mid-or high-rise buildings.

The Bunker Hill development attempted to create glittering towers in lush garden-like settings, and avoid a "street wall" or block pattern typical of many older downtown high-rise developments. Pedestrian circulation routes are largely separated from vehicle circulation and a series of plazas provide a variety of public spaces. Major developments in Bunker Hill include Arco Center, Wells Fargo Center, and California Plaza. Each development is arranged to maximize light, air and open space. The Bunker Hill Steps at Hope and Fifth Streets link Bunker Hill with the Financial Core to the south through a series of stairs and landscaped terraces. The Angels Flight funicular built in 1901 and restored in 1996 connects Bunker Hill with the Historic Core to the east. Pedestrian skyway bridges connect the upper hill area to the lower hill areas to the west.

### **Financial Core**

Contemporary high rise office buildings dominate the landscape in the Financial Core District. Among the most prominent are Library Tower, Citicorp Center, the Gas Company Tower, the AT&T Building and the twin towers of Arco Plaza. This area also encompasses a few of the many historically significant buildings from the early part of this century including the 818 Building, Engine Company 28, and the Giannini Building.

The streets of the Financial Core have varying character, from Figueroa Street's broad tower-lined boulevard to Hope Street's axial focus on the Central Library. Seventh Street had been the upscale shopping district of downtown from the early part of this century. Over the past twenty years, however, due to the construction of a large number of suburban shopping centers, the change in the demographics of the population shopping in downtown Los Angeles, and the extensive amount of office construction within downtown, the role of Seventh Street has changed. To compete with new retail marketing needs, Seventh Market Place at Seventh and Figueroa was completed in 1985, and Macy's Plaza (formerly Broadway Plaza) was developed in 1973. However, the landmark Robinson's Department Store closed in the early 1990's and many of the retail shops east of Hope Street have closed.

The Central Library has been a focal point of the area since its construction in 1926. Following two devastating fires, it has been restored and expanded

and now crowns the axis of Hope Street. North of the library is downtown's tallest building, the 73-story Library Tower, a new downtown landmark visible for miles. The Bunker Hill Steps encircle the building and connect the Financial Core with Bunker Hill.

### **South Park**

The South Park area (generally bounded by Eighth Street, Main Street, the Santa Monica Freeway, and the Harbor Freeway) houses a mix of residential, medical, commercial, and retail uses. Warehouse space in one-story unreinforced masonry buildings is scattered throughout the district.

Grand Hope Park, the center of the new South Park community is located on Hope Street between Ninth Street and Olympic Boulevard. The park, designed by landscape architect Lawrence Halprin, is surrounded by the Fashion Institute of Design and Merchandising, housing including the Skyline condominiums, Metropolitan apartments, Renaissance Tower apartments, and other residential projects. Hope Street Promenade, a pedestrian street featuring landscape design by Halprin, will connect the residential community of South Park with the Financial Core and the Central Library.

South Park is recognized to be a mixed-use community with a significant concentration of housing. This thriving residential community includes the proximate siting of auxiliary support services such as retail and commercial developments that provide employment opportunities for area residents. Towards that end, and in the interest of creating a linkage between jobs and housing, the development of substantial, community benefitting commercial projects will be encouraged.

Along the western edge of the South Park area, new retail stores, hotels, restaurants and entertainment venues are expected to emerge in the north-south Figueroa-Flower-Hope Street corridors as a result of increasing attendance at the Convention Center and new attendees for sports and other events at the Staples Center. The Los Angeles Sports and Entertainment District (LASED) Specific Plan, adopted by City Council on September 4, 2001, approved a maximum of 3.75 million square feet of entertainment/mixed-use development that requires a minimum of 500 dwelling units and 1,400 hotel rooms and includes a variety of uses including hotel, retail, entertainment residential, live theater movie theater, office, medical clinic/sports medicine center, tourism and related uses. The LASED which governs those properties generally bounded by Olympic Boulevard on the north, Flower Street on the east, Pico Boulevard on the south and 110 freeway on the west, supports the goals for the South Park community by providing expanded development of this area as a major entertainment/mixed-use development. The southern area of South Park, anchored by California Hospital Medical Center, will continue to attract increasing healthcare and education related employment, and new service businesses. Commercial and mixed-use expansion between the Convention Center and Staples Center areas to the west, and Transamerica Center to the east, is also expected to occur on the east-west streets including Olympic and Pico Boulevards, and north and south along the Grand Avenue-Olive Street-Hill Street corridors. In the north central portion of South Park,

new residential projects will join existing residential properties to provide homes for increasing numbers of downtown workers, and stimulate increased utilization of some existing buildings that can be converted to appropriate live/work uses. The anticipated job growth in South Park over the next few years is also expected to attract large commercial projects that will combine commercial and residential development and take advantage of the benefits of this unique downtown location.

### **Convention Center/Arena**

The expanded Convention and Exhibition Center is situated on 63 acres close to the downtown hotel community and the Financial Core. Strategically, it is located at the hub of the Interstate Freeway System, the developing Metro and Light Rail System, and in relatively close proximity to the Los Angeles International Airport. The complex offers 685,000 square feet of exhibit space, 64 meeting rooms, including a 26,300 square foot special events hall, spacious lobbies, restaurant/food courts, 5,880 parking spaces, and shuttle-bus and taxi drop-off areas.

The Staples Arena is located adjacent to the Convention Center. This sports and entertainment complex houses a 20,000 seat arena as well as other entertainment and retail uses. The recently adopted LASED Specific Plan is located immediately east and north of the Staples Arena (see Figure 3). This adopted Specific Plan, which envisions a 3.75 million square foot mixed-use/entertainment development, takes advantage of the investment made in the area and its potential to evolve into an economically and physically prominent area based on the cumulative impact of existing assets such as the Convention Center and the Staples Arena.

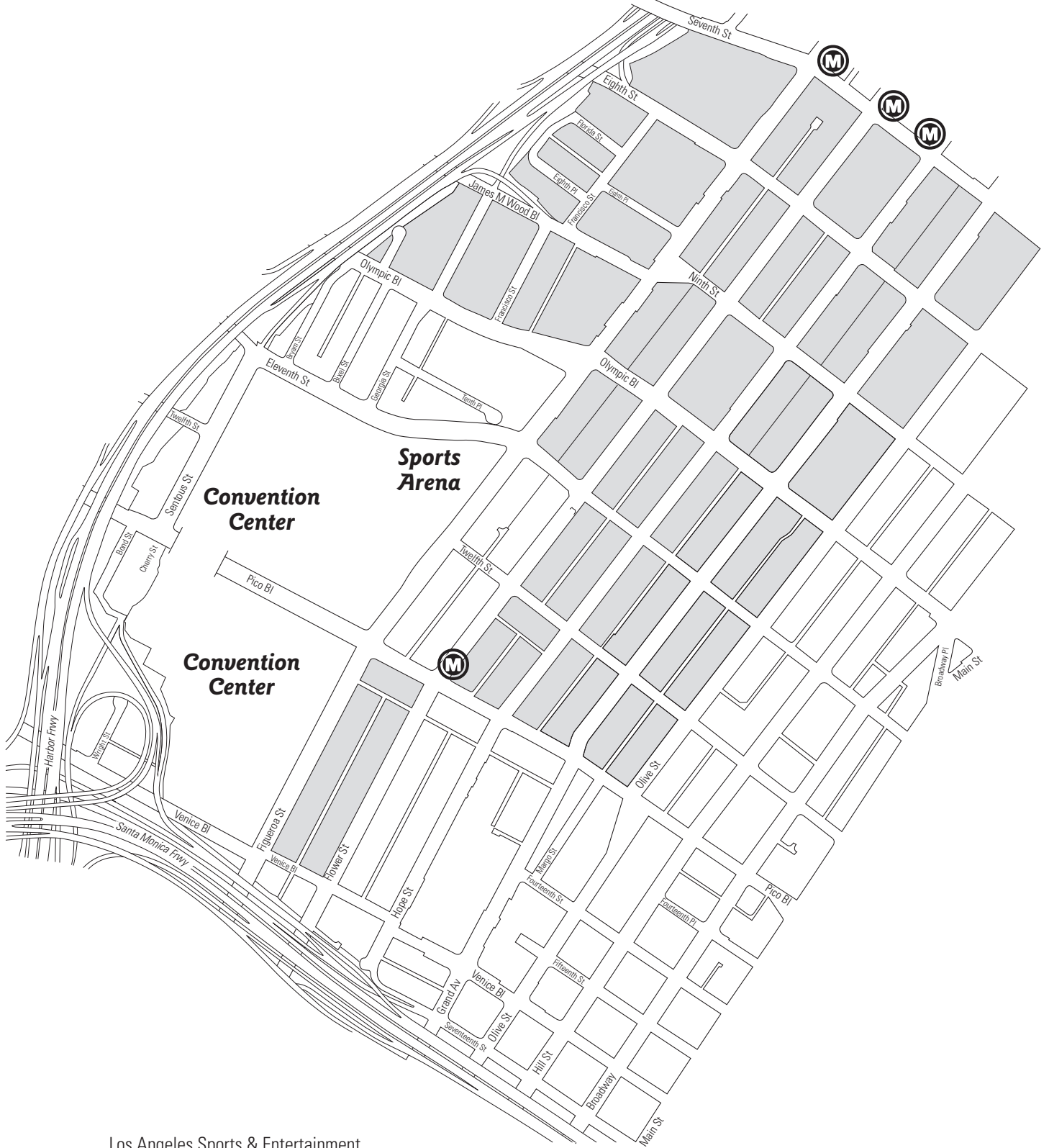
Due to the adjacency of the LASED Specific Plan Area to the Convention Center and Arena, development of these properties should focus on hotels and event and entertainment-related uses. With the implementation of the LASED Specific Plan, the area will be developed with uses that will support the Convention Center and the Arena.

The area identified as the Convention Center/Arena Sphere of Influence (Figure 3), includes portions of the Financial Core and South Park. Most of this area is already developed with commercial office, and retail uses but secondary impacts could occur due to the growth of commercial activities in the LASED Specific Plan Area and other adjacent properties.

The proximity of the Seventh Street/Metro Center station at Seventh and Figueroa will encourage visitors and residents who do not want to drive to downtown the option of taking the subway and walking south along Figueroa Street to the Convention Center or Arena and increase the pedestrian activity along the streets. South Park will also be impacted by the Convention Center and Arena by offering residents and workers a nearby location for their entertainment, shopping, and dining needs as well as a place to go and spend leisure time.

Additional studies and reviews and/or modifications of the City's planning and policy documents may be needed as the LASED Specific Plan is implemented and Convention Center activities and tourism create demand

# Central City Community



Los Angeles Sports & Entertainment  
District Specific Plan

 Convention Center/Arena Sphere of Influence

**Figure 3**  
**Convention Center/Arena Sphere of Influence**

for related businesses.

### **Center City/Historic Core**

The Historic Core, extending from First Street to approximately Eleventh Street between Los Angeles and Hill Street grew out of the expansion of the "pueblo" of Los Angeles in the 1800's. In recognition of the history of the district and the large concentration of historic buildings remaining in the area, there are two National Register Historic Districts in the Historic Core/Central City -- the Spring Street Financial District between 4th and 7th Streets and the Broadway Theater District between 3rd and 9th Streets.

The Historic Core forms the spine of Central City. It links together the Central City districts to the west that contain downtown's mix of business, finance, cultural and sports/entertainment activities to the "Markets" districts to the east that represent the large and vital array of manufacturing, distribution, wholesale, industry-related retail, social service activities; the Civic Center/Little Tokyo to the north; and South Park to the south.

The Historic Core has evolved into three distinct subareas: a) the northern portion with its concentration of government related uses, b) the middle portion encompassing largely vacant, historic theaters and a dynamic retail shopping district along Broadway. and c) the southern portion which is emerging as an extension of the Fashion District and the South Park residential neighborhood.

The Historic Core/Center City contains a concentration of some of the most architecturally significant buildings in Southern California including a number of nationally recognized historic theater buildings. The area is also the center for wholesale and retail jewelry manufacturing and sales in the region with retail on Broadway.

Expanding the downtown residential community is viewed as a major component of efforts to revitalize Downtown. Consequently, many vacant and underused commercial and office buildings in the Historic Core, especially in the Old Bank District, are being converted to residential uses. Ground-floor commercial uses are providing neighborhood-supporting retail, services and amenities for a growing residential community.

Additionally, proposals to rehabilitate Broadway's historic theaters and revitalize the corridor as a night-time, entertainment district, with night clubs, bars and restaurants, contribute to the vision of a vibrant, 24-hour downtown. Spring Street houses the core of historic buildings. Built as financial palaces in the 1920's in the Beaux Arts style, most are now used as retail at the ground level and abandoned on the upper floors. There are a number of older hotels in the area as well. Several existing commercial buildings along Spring Street have been renovated by the City and used as offices for City agencies, extending governmental uses into the Historic Core and contributing to downtown revitalization.

The southern portion of the Historic Core district relates heavily to the garment district which lies in the South Markets subarea of Central City. It incorporates garment manufacturing, wholesaling and retailing. Many multi-story loft buildings with large windows and elaborately ornamented Beaux

Art facades were built in the early part of this century for garment manufacturing. Street-level uses are generally retail. Upper floors are used for show-rooms, offices and garment manufacturing. Rehabilitation and reuse of existing historically and architecturally significant structures is also taking place in the Fashion District, such as the Santee Court project which is a multi-phase, mixed-use, adaptive reuse project that will provide nearly 600 new residential units.

The California Mart, on Main Street, between Ninth Street and Olympic Boulevard, is a three-million-square-foot complex serving the garment industry.

### **Central City East**

Central City East is generally composed of one, two, and three-story buildings. However, there are several taller buildings, including hotels from the early part of the century such as the King Edward and Baltimore at Fifth and Los Angeles Streets, and the El Rey (now the Weingart Center) at Sixth and San Pedro Streets. Much of the building stock in the area is of unreinforced masonry construction from the early part of the century.

The Central City East area is characterized by wholesale and warehousing uses including produce, fish and food processing, the Flower Market, an emerging toy import-export industry and a mixture of other commercial activities. The area provides jobs for nearly 20,000 people.

Additionally, approximately 6,500 single room occupancy (SRO) hotel units are located in Central City East and are the primary source of housing for the area. In an effort to foster the development of a residential neighborhood, Central City East has been targeted as a priority intervention area for the rehabilitation of the area's SRO hotels.

The area is a center of social services including alcohol treatment programs and mental health services. The area also includes job training programs, transitional housing, homeless outreach, family and children's services, and aging programs, including various government agencies such as the State Employment Development Department, Department of Public Social Services and the Veteran's Administration.

### **South Markets**

The South Markets District is the hub for garment sales and retailing and manufacturing, the produce industry, the flower wholesale industry, toy industry, and serves as a staging area and major distribution point for the region. The Fashion District is increasingly attracting buyers from all over world not only for clothing but also gifts and housewares. Other uses in the district include wholesale and warehousing, and a variety of other manufacturing and industrial uses. There is some commercial activity in the area as well. It is

Much of the area is characterized by low-rise buildings constructed at the turn of the century. Taller buildings are more evident in and around Los

Angeles Street, and near the produce market district. This district has close ties with, and is an extension of, the Central City East district.

### **Little Tokyo**

Little Tokyo is the spiritual, cultural and symbolic center of the largest Japanese-American community in the continental United States. The Little Tokyo Historic District on First Street, between San Pedro Street and Central Avenue, is a physical reminder of the early days of this community which date back to 1885. Its two and three-story masonry buildings and shop fronts create a lively shopping district, which attracts both office workers in the area and tourists from all over the world. The district's buildings vary from low-rise commercial vernacular buildings of the early 1900's to modern multi-story structures, such as the New Otani Hotel and Sumitomo Bank. References to Japanese culture exist throughout the district in the form of decorative roofs, signs, garden design, materials and various other Japanese architectural and cultural elements. Traditional design is often employed for religious buildings such as the Higashi Hongwanji Buddhist Temple. Little Tokyo is the location of the Japanese American National Museum, the Union Center of the Arts, the Japan America Theater, and the Geffen Museum of Contemporary Art.

Little Tokyo is a mixed-use neighborhood with a residential community of 850 people, retail, hotel, office and commercial uses. Housing projects in the area include both new development and rehabilitation. Among these are Little Tokyo Towers (301 units), Miyako Gardens (100 units), Tokyo Villas (167 units) and Casa Heiwa (100 units).

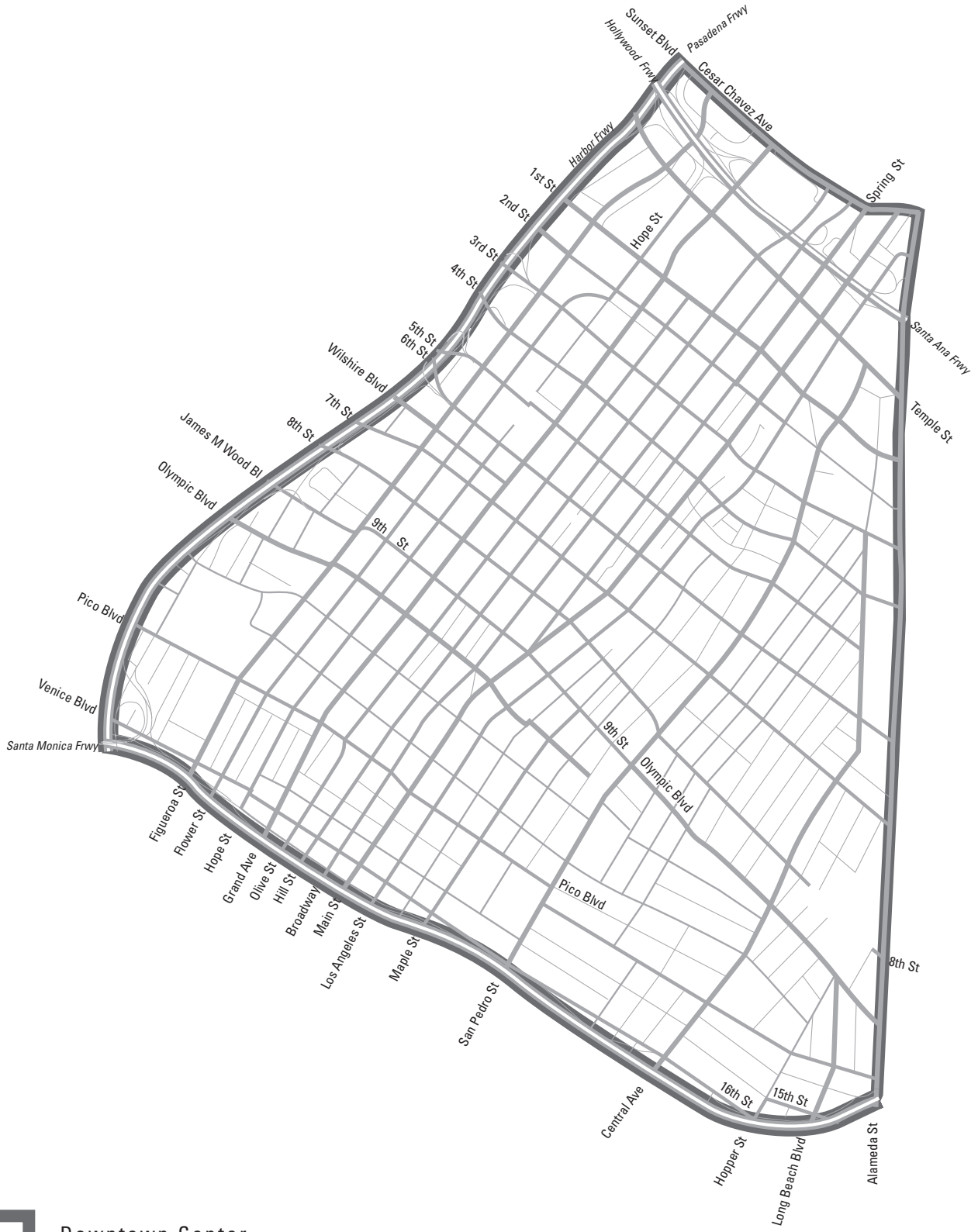
## **OTHER PLANS**

Since Central City is the symbolic, civic, financial, governmental heart of Los Angeles, it is of primary importance and is the subject of various marketing, revitalization, and enhancement policies and strategies. The Citywide General Plan Framework, an Element of the General Plan, designates the entire Central City Community Plan area as a Downtown Center (see Figure 4). Recent efforts produced two complementary visions: The Downtown Strategic Plan, adopted as the guiding vision, direction and framework for the future of Downtown (Central City) and the Los Angeles Civic Center Shared Facilities and Enhancement Plan (Ten-Minute Diamond), which focuses specifically on the enhancement of civic functions. The Metropolitan Transit Authority has also developed a pedestrian master plan known as Angels Walk. The City Council additionally adopted the Los Angeles Sports and Entertainment District (LASED) Specific Plan to guide development north and east of the Staples Center to make the area a sports and entertainment destination as well as a downtown residential community supporting the goals for the South Park area.

### **The Downtown Strategic Plan**

Approved by the City Council on August 2, 1994, was prepared by an Advisory Committee comprised of over 60 representatives of Downtown businesses, industry, residents, developers, social service providers, housing activists, and the Community Redevelopment Agency.

# Central City Community



 Downtown Center

**Figure 4**  
**General Plan Framework**  
**Land Use Diagram**

The Strategic Plan proposes a set of initiatives appropriate to downtown Los Angeles and designed to create a more prosperous and equitable future. The Downtown Strategic Plan builds upon the financial, social and cultural investments which already form a significant foundation for downtown. The Strategic Plan recognizes the need to maintain the distinct neighborhoods that create diversity in downtown Los Angeles but also calls for linkages between the areas so that greater economic potential can be utilized. The Downtown Strategic Plan also recognizes the need to significantly increase the residential presence in the Central City community.

### **Los Angeles Civic Center Shared Facilities and Enhancement Plan**

This Los Angeles Civic Center Shared Facilities and Enhancement Plan (also known as the Civic Center Master Plan) was prepared by the Los Angeles Civic Center Authority with the support of the Central City Association. It is driven by the need to coordinate and capitalize on the considerable investment activity in the Civic Center and the need to review potentially detrimental policies which serve to undermine the economic vitality of the civic center. More specifically, the Shared Facilities Plan incorporates the following elements:

- A Land Use Plan which addresses current plans and development activity in Downtown Los Angeles and anticipated public and private facility needs.
- A Shared Facilities Plan which analyzes existing inventories of facilities and the potential for sharing facilities between levels of government.
- Streetscape and Development Standards which can be used to enhance the physical environment of the Civic Center.
- An Implementation Plan which identifies a cooperative process among levels of government which can be used to implement the plan.

Implementation of the Civic Center Master Plan will induce both economic and environmental benefits. By sharing facilities, the different levels of government can save money which can then be re-invested in the public environment. Improved business will result in a higher tax base with

appreciating property values. Increased business activity will also create a safer environment which will attract more visitors to the Civic Center.

A prominent feature of the Los Angeles Civic Center Shared Facilities and Enhancement Plan is the "Ten Minute Diamond" - which proposes to redefine the boundaries of civic center based on the distance an average person can walk in ten minutes. Thus, using the rotunda of City Hall as the center, a ten minute walk captures the majority of existing government offices and cultural institutions within a diamond shaped perimeter. A walking distance which can be reached in ten minutes encourages movement of people on foot and is a reasonable distance for providing services at the various agencies and departments within the Civic Center.

In order to implement the Civic Center Shared Facilities and Enhancement Plan, a Joint Powers Authority (JPA) must be created. A JPA is enabled by State law and permits different levels of government to create a special purpose entity to pursue a specific mission. As members of the JPA, each level of government would still maintain ultimate control over its own rules and regulations and could still maintain control over its own properties. If specific actions or decisions by the JPA require legislative approval from a member government's legislative body, this process can be incorporated into the JPA bylaws or operating procedures. Currently in downtown Los Angeles there are three JPAs operating, these are the State Building Authority (State and City), the Convention Center Authority (the City and County), and the First and Broadway JPA (the City, the County, and the State).

### **Angel's Walk**

Angel's Walk is a plan to link the transit and pedestrian districts of historic downtown Los Angeles. It ties the public investment in bus and rail transit to urban design improvements which make the city more attractive to pedestrians, (see Figure 5).

The Angel's Walk Pedestrian Master Plan separates the Central City area into five pedestrian districts. These five districts are: El Pueblo/Union Station; Chinatown (the first two are in the Central City North Community Plan boundary); Music Center/Civic Center; Little Tokyo/Loft District; and Bunker Hill/Historic Core.

Los Angeles Sports and Entertainment District Specific Plan With the September 4, 2001 adoption of the Specific Plan, the City Council approved a 3.75-million-square-foot, mixed-use project for development north and east of the Convention Center and the Staples Center. The mixed-use entertainment district is envisioned to consist of a variety of uses including retail, restaurants and a 7,000-seat performing arts theater. A 1,400-room convention center hotel is one of the public benefits of the overall project expected to increase convention and conference business in the City of Los Angeles and draw tourists. The development will also encompass a minimum of 500 dwelling units, making the district not only a sports and entertainment destination for City residents and tourists accessible by mass transit, but also a residential community. Encouraging residential development will give downtown workers a proximate place to live and contribute to widespread and complementary efforts to make downtown a 24-hour community where people both live and work, supporting current development trends and capitalizing on private and public investment in the area.

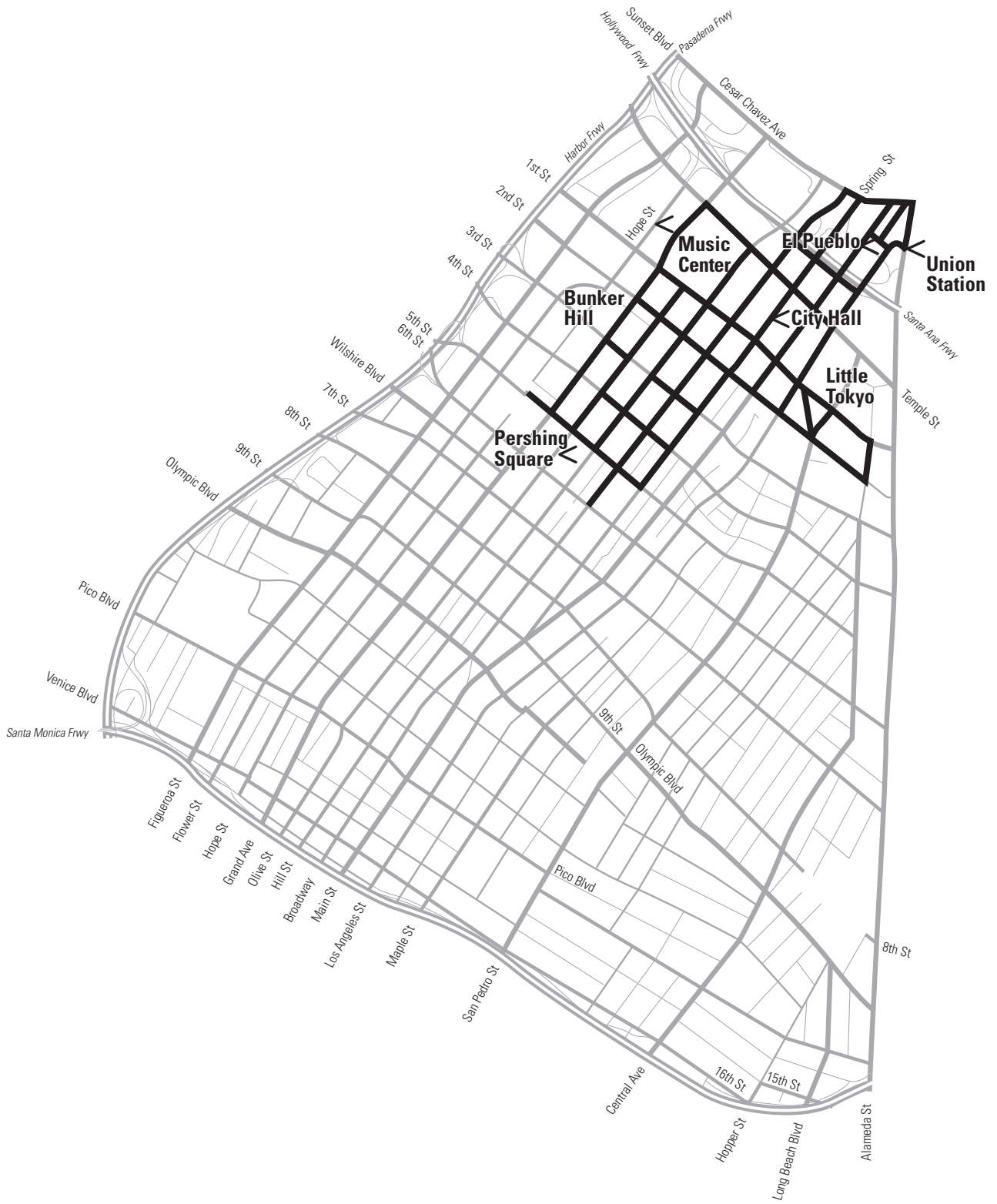
## **COMMUNITY ISSUES AND OPPORTUNITIES**

### **RESIDENTIAL**

The following summarizes the most significant land use issues and opportunities in the Central City Community Plan area.

#### **Issues**

# Central City Community



— Angels' Walk

## Angels' Walk Pedestrian Plan



- Create a significant increase in housing for all incomes, particularly of middle income households.
- Lack of sufficient housing investment to achieve a "critical mass" in some underserved areas like South Park.
- Lack of neighborhood-oriented businesses to support residential areas
- Lack of affordable housing for workers in the industrial sector thus aggravating the jobs-housing imbalance.
- Lack of a strong sense of neighborhood identity.
- Inconsistent policy and implementation measures.

#### **Opportunities**

- Ample supply of residentially zoned land.
- New construction of CRA-financed low and moderate income housing in South Park.
- Recent construction of new middle income housing towers.
- The implementation of the Adaptive Reuse Ordinance to facilitate the conversion of vacant and underused commercial and industrial buildings to housing and live/work space.

## **COMMERCIAL**

#### **Issues**

- Perceived lack of safety and cleanliness.
- Lack of design continuity and cohesiveness along commercial frontages.
- High vacancy rates in older office buildings.
- Lack of a positive downtown image.
- Aging infrastructure.
- Lack of neighborhood-oriented businesses to support residential areas.
- Lack of the necessary mix of retail to attract a variety of users to the downtown area in the evenings and on weekends.

#### **Opportunities**

- Available office and retail space.
- Historically and aesthetically significant spacious, vacant buildings appropriate for larger retail.

- Concentration of governmental and financial sectors provides a captured market with the demographics and purchasing power to support retail and business.

## **INDUSTRIAL**

### **Issues**

- Aging industrial facilities that are inadequate to meet the technological and space requirements of new and emerging industries.
- Lingering impacts of regional economic restructuring resulting in loss of existing industry and the lack of new industries
- Aging infrastructure.
- Misfit between older street standards and new truck designs further causing traffic dilemmas.
- Lack of large, contiguous parcels of industrially zoned land.
- Lack of loading facilities.
- Lack of adequate parking.

### **Opportunities**

- Completion of the Alameda Corridor Transportation Project ensuring convenient high speed direct rail connections to the Ports of Los Angeles and Long Beach.
- Indirect benefits resulting from the proposed \$3 billion investment in the downtown area.

## **TRANSPORTATION**

### **Issues**

- Inadequate and aging infrastructure.
- Significant congestion resulting from the concentration of governmental and financial services.
- Limited bus service on weekends thus impacting certain retail and business districts such as Broadway.
- Inadequate coordination of objectives, plans, and programs involving Central City.
- Inadequate connection between major downtown activity nodes and districts.

### **Opportunities**

- Network of rail, bus, and freeways providing multi-modal and comprehensive geographic access.
- Shared parking facilities enabled by the Los Angeles Civic Center Shared Facilities and Enhancement Plan.
- Improve bus and commuter/shuttle services and internal circulation.
- Institute a wayfinding signage program for parking, transit and pedestrian facilities.
- Conduct a study of parking needs and resources as surface lots are developed downtown.

### **ARTS, CULTURE, AND ARCHITECTURAL ASSETS**

#### **Issues**

The need to preserve and rehabilitate historic areas with sensitivity to their architectural integrity.

Decaying historic core with high vacancy rate in obsolete office buildings on Spring Street or Broadway.

#### **Opportunities**

- Historic buildings which, if rehabilitated, could be used for commercial, retail, office and residential uses. Support for efforts to preserve and rehabilitate historic structures.
- A rich and varied concentration of cultural and architectural assets including the Museum of Contemporary Art, the Music Center, the Japanese American National Museum, the Cathedral of Our Lady of the Angels, and the Disney Concert Hall.
- The Grand Avenue cultural corridor.

### **ECONOMIC DEVELOPMENT**

The viability of Downtown Los Angeles will depend to a large extent on the continued economic growth and development of the city as a whole. In order to accomplish this, both the public and private sectors must establish a strategy that will create a positive business climate, attract private investment, create and retain jobs, and provide a safe and attractive environment for everyone. Although land use planning in itself cannot accomplish the task of economic development, it can play a role in setting public policies and programs that create a positive physical environment.

There are several components to an effective economic development plan. Most are directly related to marketing, advocacy, the physical and economic revitalization of neighborhoods, and jobs creation which are the primary functions of such groups as the Convention and Visitors Bureau, the

Community Redevelopment Agency, and other Downtown groups and associations such as Business Improvement Districts (BID's). The community plan, which functions mainly as a land use plan, can act to establish goals and policies which effect the physical environment making it more inviting for tourists, workers, shoppers, and business investment. Downtown Los Angeles already has many advantages including the Convention Center, Staples Arena, the Music Center, the garment, jewelry, flower, toy and other unique retailing districts, transit, and a concentration of public and private employment centers. It is vital to aggressively campaign and market these attributes to attract regional, national, and international investment. Downtown Los Angeles also has a emerging residential population, especially in the Historic Core, South Park and Bunker Hill. The importance of a thriving residential community is vital to the success of Central City. Having residents live and work in the community will foster one of Central City's primary goal which is the establishment of an active 24-hour downtown,

Finally, the ultimate goal of the Central City Community Plan is to create an environment conducive to conducting business and actively promote Downtown Los Angeles as the economic center for the region and California. The plan also seeks to encourage the investment in Central City of all types of businesses including commercial office, retail, manufacturing, and tourism, which in turn expands job opportunities for all of the city's residents.

# Chapter II

## FUNCTION OF COMMUNITY PLAN

### STATUTORY REQUIREMENTS

California State Law (Government Code Section 65300) requires that each city prepare and adopt a comprehensive, long-term general plan for its development. It must contain seven mandatory elements including land use, circulation, housing, conservation, open space, noise and safety. In the City of Los Angeles, thirty-five Community Plans comprise the City's Land Use Element.

California State law requires that the Land Use Element be prepared as part of the City's General Plan, and that the Land Use Element be correlated with the Circulation Element.

The Land Use Element has the broadest scope of the General Plan elements required by the State. Since it regulates how land is to be utilized, many of the issues and policies contained in all other plan elements are impacted and/or impact this element.

Government Code Section 65302(a) requires the land use element which designates the proposed general distribution and general location and extent of uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation and enjoyment of scenic beauty, education, public buildings and grounds, solid waste disposal facilities, and other categories of public and private uses of land. The land use element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan.

The Central City Community Plan consists of this text and the accompanying map. The Community Plan text states the goals, objectives, policies and programs. The Community Plan map, footnotes and legend outline the arrangement and intensities of land uses, the street system, and the locations and characteristics of public service facilities.

### ROLE OF THE COMMUNITY PLAN

The General Plan is the fundamental policy document of the City of Los Angeles. It defines the framework by which the City's physical and economic resources are to be managed and utilized over time. Decisions by the City with regard to the use of its land; design and character of buildings and open spaces, conservation of existing and provision of new housing, provision of supporting infrastructure and public and human services, protection of environmental resources, protection of residents from natural and people-caused hazards, and allocation of fiscal resources are guided by the Plan.

The Community Plans are intended to promote an arrangement of land uses, streets and services which will encourage and contribute to the health, safety, welfare and convenience of the people who live and work in the Community. The plans are also intended to guide development in order to create a healthful and pleasant environment. The plans are intended to coordinate development among the various parts of the City of Los Angeles and adjacent municipalities in a fashion both beneficial and desirable to the residents of the community.

The General Plan and the Community Plans clarify and articulate the City's intentions with respect to the rights and expectations of the general public, property owners, and prospective investors and business interests. Through the Community Plan, the City can inform these groups of its goals, policies and development standards, thereby communicating what is expected of the City Government and private sector, to meet its objectives.

The Community Plan ensures that sufficient land is designated which provides for the housing, commercial, industrial, employment, educational, recreational, cultural, social and aesthetic needs of the residents of the Community. The Plan identifies and provides for the maintenance of any significant environmental resources within the community. The Plan seeks to enhance community identity and recognizes unique neighborhoods within the Community.

## **PURPOSE OF THE CENTRAL CITY COMMUNITY PLAN**

The last update of the Central City Community Plan was the AB283 Plan Consistency program completed in 1988. Since that time, considerable growth has occurred, new issues have emerged and new community objectives regarding the management of new development and community preservation have evolved. Consequently, it is necessary to update the Community Plan to not only reflect current conditions, but to accurately reflect the prevailing visions and objectives of the area's residents and property and business owners.

This Community Plan was developed in the context of promoting a vision of the Central City area as a community that:

- C Creates residential neighborhoods; while providing a variety of housing opportunities with compatible new housing.
- C Improves the function, design and economic vitality of the commercial districts.
- C Preserves and enhances the positive characteristics of existing uses which provide the foundation for community identity, such as scale, height, bulk, setbacks and appearance.
- C Maximizes the development opportunities of the future rail transit system while minimizing adverse impacts.
- C Plans the remaining commercial and industrial development opportunity

sites for needed job producing uses that improve the economic and physical condition of the Central City Community.

## ORGANIZATION AND CONTEXT OF THE CENTRAL CITY PLAN

This Plan sets forth goals, objectives, policies, and implementation programs that pertain to the Central City. Broader issues, goals, objectives and policies are provided by the Citywide General Plan Framework.

The Plan is organized and formatted to facilitate periodic updates. The State recommends that the entire plan be comprehensively reviewed every five years to reflect new conditions, local attitudes, and technological advances.

The principal method for the implementation of the Land Use Map is the Zoning Ordinance. The City's Zoning Map must be updated to remain consistent with the adopted Land Use Map. The Zoning Map identifies specific types of land use and development standards applicable to specific areas and parcels of land within the community.

## RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

The City of Los Angeles has the responsibility to revise and implement the City's General Plan. Since State law requires that the General Plan have internal consistency, the Central City Community Plan, which is a portion of the City's Land Use Element, must be consistent with the other Elements and components of the General Plan.

The Citywide General Plan Framework is the umbrella concept of the General Plan which will provide the overall guiding vision for Los Angeles into the 21st Century. It is based on a directed growth strategy which targets residential and commercial growth along boulevards and corridors and clustered around community centers and high activity centers. The directed growth strategy expands the Centers concept, which was adopted by the City Council in 1974 as the City's long-range development strategy.

The General Plan Framework provides the following projections to the year 2010 for the Central City Plan area:

<i>Population (2010) Projection</i>	<i>27,029 Persons</i>
<i>Housing (2010) Projection</i>	<i>16,457 households</i>
<i>Employment (2010) Projection</i>	<i>61,500 additional jobs</i>

The above population, employment and housing numbers are provided as reference during the Community Plan revision. It needs to be recognized, however, that these figures are only best estimates and are derived from regional data which are disaggregated to the City and the community level. Population, jobs and housing could grow more quickly, or slowly, than

anticipated depending on economic trends. Regional forecasts do not always reflect the adopted community plan land use capacity or buildout and is also an estimate based on specific assumptions about future density of development and household size. It should also be noted that the community plan capacity does not include housing in commercial districts nor the current residential vacancy rate.

In addition to the seven state mandated elements, the City's General Plan includes a service system element, a cultural element and a major public facilities area element. All the provisions and requirements of the General Plan elements apply to the Central City Community Plan.

Neighborhood Plans involve the preparation of specific plans which blend both policy and implementation functions for unique neighborhoods within a community or district plan area. In addition to these specific plans, overlay zones also combine policy and implementation functions to address issues peculiar to a specific neighborhood.

## **PLAN MONITORING**

The Plan has a land use capacity greater than the projected development likely to occur during the Plan period. During the life of the Plan, growth will be monitored and reported in the City's Annual report on Growth and Infrastructure, which will be submitted to the City Planning Commission, Mayor, and City Council. In the fifth year following the Plan adoption ( and every five years thereafter), the Director shall report to the Commission on the relationship between the population, employment and housing growth and plan capacities. If growth has occurred faster than projected, a revised environmental analysis will be prepared and appropriate changes recommended to the Community Plan and zoning. These Plan and zoning changes, and any related moratoria or interim control ordinances, shall be submitted to the Planning Commission, Mayor, and City Council as specified in the Los Angeles Municipal Code.

## **PLAN CONSISTENCY**

Each Plan category indicates the corresponding zones permitted by the Plan unless further restricted by the Plan text, footnotes, adopted Specific Plans or other specific limitations on discretionary approvals. The Plan recognizes that the residential densities and the commercial and industrial intensities depicted on the Plan map are theoretical and will not occur due to Plan zone regulations, economic limitations and design limitations.

For each plan category, the Plan permits all identified corresponding zones, as well as those zones which are more restrictive as referenced 12.23 of the Los Angeles Municipal Code (LAMC). Any subsequent action that modified the Plan or any monitoring review that results in changes to the Plan must make new Plan consistency findings at the time of that decision.

City actions on most discretionary projects require a finding that the action is consistent or in conformance with the General Plan. In addition to the required general finding, decision makers acting on certain projects in the Central City Community Plan area shall refer to each of the applicable additional findings that the Plan identifies as programs in Chapter III of the Plan which are underlined for ease of reference. To further substantiate the consistency findings, decision makers may cite other programs, policies or objectives which would be furthered by the proposed project. In addition, Chapter V of the Plan requires a decision maker to make a finding of conformance with applicable design standards for discretionary projects.

## Chapter III

### LAND USE POLICIES AND PROGRAMS

This chapter contains goals, objectives, policies and programs for all appropriate land use issues, including residential, commercial, and industrial, as well as public and institutional service system categories. The Planning Department has jurisdiction over the goals, objectives, policies of the plan although other agencies may be involved in its implementation. Priorities for short-term development actions are also emphasized along with their urban design and transportation implications.

#### PLAN POPULATION AND DWELLING UNIT CAPACITY

Residential Category	Net Acres	Dwelling Units/Acre	No. Of Dwelling Units	2010 Persons Per Dwelling Unit	2010 Reasonable Expected Population
High Medium	40	82 (55+-109)	3,280	1.89	6,199
High	68	163.5 (109+-218)	11,118	1.89	21,013
<b>TOTAL</b>	<b>108</b>		<b>14,398</b>		<b>27,212*</b>

\*This number does not include the number of dwelling units expected to be developed in commercial areas. When counting the number of dwelling units forecasted to be developed in commercial areas, the reasonable expected population is estimated to be 34,765.

### RESIDENTIAL

Central City is overwhelmingly a governmental, commercial and manufacturing center. Residentially zoned land accounts for less than 5% of the total land area. According to the 2000 census, there are 11,713 households in the area (dwelling units only). The majority live in the periphery, in mostly low income, over crowded neighborhoods. Three primary residentially zoned areas, zoned High Medium Density Residential and High Density Residential) are in South Park , Bunker Hill, and Central City East. Economic and demographic shifts in Central City as well as the Los Angeles region have played a part in a 18.6 % decline in Central City's population during the 1980s.

The continued economic and social viability of Central City depends on the contributions of a stable population and vibrant, cohesive neighborhoods. Therefore, a primary objective of the Central City Plan is to facilitate the expansion of housing choices in order to attract new and economically and ethnically diverse households.

To this end, the Community Redevelopment Agency plays an active role in addressing housing needs in Central City. Through several CRA assisted

programs, the supply of rehabilitated and new housing, including replacement housing for previously demolished housing, have increased. Half of all the Single Room Occupancy units have been rehabilitated in the 1980's including the Downtown Women's Center, Genesis Hotel, and the Pershing-Roma Hotel. Non-SRO projects have included Ballington Plaza, Hope Manor, Metropolitan, and the Van Nuys Building.

**Objective 1-1**

To promote development of residential units in South Park.

**Policies**

**1-1.1** Maintain zoning standards that clearly promote housing and limit ancillary commercial to that which meets the needs of neighborhood residents or is compatible with residential uses.

***Program:*** The Central City Community Plan designates much of South Park and Bunker Hill as High Density Residential with corresponding residential zoning.

***Program:*** Designate the Land Use for South Park for residential in all future redevelopment plans.

***Program:*** Implement the Los Angeles Sports and Entertainment District Specific Plan.

***Program:*** Implement new housing ordinances and policies as appropriate that encourage multiple family residential development and promote transit-oriented, mixed-income and mixed-use neighborhoods downtown, including the proposed Residential/Accessory Services Zone and the ordinances that would eliminate the habitable room requirements in calculating density.

**Objective 1-2**

To increase the range of housing choices available to Downtown employees and residents.

**Policies**

**1-2.1** Promote the development of neighborhood work/live housing.

***Program:*** Utilize all available funds to expand housing choices including the rehabilitation of historic buildings into live/work units.

***Program:*** The Adaptive Reuse Ordinance for Central City permits residential and commercial uses in older buildings.

**Objective 1-3**

To foster residential development which can accommodate a full range of incomes.

**Policies**

**1-3.1** Encourage a cluster neighborhood design comprised of housing and services.

**Program:** Cluster community facilities, such as elementary schools, day care centers, supermarkets, community police stations, meeting halls, and neighborhood parks to attract residents to Downtown and to create focal points for each neighborhood.

**Objective 1-4**

To facilitate the conversion of historic buildings in the Historic Core to housing, office, art, and cultural uses in order to attract new residents.

**Policies**

**1-4.1** Encourage the rehabilitation and adaptive reuse of historic buildings for housing, artist lofts and live-work units.

**Program:** implementation of the Adaptive Reuse Ordinance in Central City will facilitate the renovation of historic buildings.

**Objective 1-5**

To preserve the existing low-income housing stock, including single room occupancy (SRO) units.

**Policies**

**1-5.1** Monitor the supply of low-income housing stock to guard against loss of units through demolition, conversion, and deterioration of units.

**Program:** Utilize all available funds to rehabilitate and/or construct low income housing or subsidize rents.

**Objective 1-6**

To support additions to the housing stock in Little Tokyo.

**Policies**

**1-6.1** Encourage housing for all income levels in Little Tokyo.

**Program:** Utilize all available funds to expand housing choices including the rehabilitation of historic buildings.

**COMMERCIAL**

Downtown Los Angeles 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. Intense suburban and peripheral Downtown competition threatens the retention of current business by offering greater amenities.

Central City has a vibrant commercial sector. Due to the natural access and function of a downtown, a significant portion of commercially zoned land is zoned as regional center commercial. A fifth of total land area or 440 acres are dedicated to this use. Community commercial comprises another 5.3% of land area, the majority of which is utilized for ethnic markets and pedestrian-oriented garment, flower, jewelry, toy and consumer electronics markets.

Traditional retail is declining due to limited patronage by office workers and a very small resident population. The lack of well marketed and mixed retail and commercial services make it difficult to attract potential residents, consumers, and tourists.

Tourism and entertainment play a significant role in the commercial activity of Los Angeles and Central City. Downtown Los Angeles offers a variety of attractions for both residents and visitors alike. Arts and cultural institutions such as the Music Center with the addition of the Disney Concert Hall, the Cathedral of Our Lady of the Angels, the Museum of Contemporary Art, as well as historic ethnic neighborhoods and markets, and architecturally significant buildings both historic and modern can be found within the boundaries of Central City. The Convention Center and the Staples Arena add significantly to the draw of downtown for visitors. Several major hotels are located in Central City with more anticipated after the completion of the Staples Arena. The completion of the Staples Arena could dramatically impact the hotel and entertainment component in Downtown.

Grand Avenue between the Cathedral of Our Lady of the Angels at Temple Street, south to the Central Library on Fifth Street has become the "Cultural Corridor" of downtown Los Angeles. This section contains not only the Cathedral and the Central Library but also the Music Center with three performance venues, the Museum of Contemporary Art, the Colburn School of Performing Arts, and the future site of the Walt Disney Concert Hall. Future renovation of the Music Center and the expansion of the Colburn School will increase the role of Grand Avenue as the city's cultural center. The street however lacks a pedestrian friendly environment and the Community Redevelopment Agency will conduct future studies to make recommendations for the streetscape design of the Grand Avenue Cultural Corridor.

The Community Redevelopment Agency has prepared an economic development strategy for Figueroa Street known as the "Figueroa Corridor" which stretches along Figueroa Street from Fifth Street in downtown south to Vernon Avenue near Exposition Park in South Central Los Angeles. The Figueroa Corridor has been divided into six segments, two of which are located in Central City. The Financial District segment is located between Fifth Street and Ninth Street, and the Downtown Events Center segment is located between Ninth Street and the Santa Monica Freeway. The four mile section through downtown Los Angeles contains a number of important institutions and activity centers including hotels, office towers, Seventh Street Marketplace, Staples Arena, and the Convention Center. There is a significant number of employees, students, and visitors along this stretch with considerable spending power. The area however lacks consumer awareness, and there is a perception of a lack of security and crime in the

area. The objective of the economic development strategy for the Figueroa Corridor is to capture the strengths of the corridors resources and to raise the awareness of the corridor as a vital regional destination for business, education, culture, and entertainment.

## **Objective 2-1**

To improve Central City's competitiveness as a location for offices, business, retail, and industry.

### **Policies**

**2-1.1** To reinforce Bunker Hill and the Financial Core Districts as dominant centers for legal, financial and other corporate services for Southern California and the Pacific Rim.

***Program:*** Promote and actively market investment downtown Los Angeles through public offices such as the Mayor's Office and the Community Redevelopment Agency, or through private business associations and organizations.

**2-1.2** To maintain a safe, clean, attractive, and lively environment.

***Program:*** To continue the on-going efforts of the Business Improvement Districts (BID's) and the formation of new BID's that are funded by the local businesses.

***Program:*** 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.

## **Objective 2-2**

To retain the existing retail base in Central City.

### **Policies**

**2-2.1** Focus on attracting businesses and retail uses that build on existing strengths of the area in terms of both the labor force, and businesses.

***Program:*** Actively market Downtown's retail uses to a broad range of shoppers and encourage restaurants and cafes along the street to attract office workers and tourists.

***Program:*** Support efforts of local business groups to establish incubator facilities that provide space, funds, and technical help to small and start-up businesses.

***Program:*** Link together and unify the retail plazas on Bunker Hill to establish a retailing/services district that extends from California Plaza to Library Tower.

**2-2.2** To encourage pedestrian-oriented and visitor serving uses during the evening hours especially along the Grand Avenue cultural corridor

between the Hollywood Freeway (US 101) and Fifth Street, the Figueroa Street corridor between the Santa Monica Freeway (I-10) and Fifth Street and Broadway between Third Street and Ninth Street.

**Program:** Implement the recommendations of the Economic Development Strategy for the Figueroa Corridor and offer economic incentives that will stimulate development.

**Program:** Prepare and implement streetscape and urban design plans for the Grand Avenue Cultural Corridor that will encourage a more pedestrian friendly environment.

**Program:** Implement the Los Angeles Sports and Entertainment District Specific Plan and streetscape improvements planned for Figueroa Street from Seventh Street to Venice Boulevard.

**Program:** Develop a plan and otherwise facilitate the development of night-time entertainment uses, such as night clubs, bars, comedy clubs, dance clubs, restaurants and theaters in the vacant portions of the historic buildings on Broadway and in the Broadway National Register Historic District which will rehabilitate the structures, revitalize the district and foster a 24-hour downtown.

**Program:** Work with downtown stakeholders to institute a way finding signage program for parking, transit and pedestrian facilities that will improve mobility and pedestrian circulation among downtown neighborhoods.

**2-2.3** Support the growth of neighborhoods with small, local retail services.

**Program:** In the residential neighborhoods of South Park and Bunker Hill, the current zone permits certain restricted commercial uses in the residential zone.

**Objective 2-3**

To promote land uses in Central City that will address the needs of all the visitors to Downtown for business, conventions, trade shows, and tourism.

**Policies**

**2-3.1** Support the development of a hotel and entertainment district surrounding the Convention Center/Staples Arena with linkages to other areas of Central City and the Figueroa corridor.

**Program:** Implement the Los Angeles Sports and Entertainment District Specific Plan.

**Objective 2-4**

To encourage a mix of uses which create an active, 24-hour downtown environment for current residents and which would also foster increased tourism.

**Program:** Implement the Los Angeles Sports and Entertainment District Specific Plan to foster the development of entertainment, hotel, and residential land uses.

**Program:** Develop a plan and otherwise facilitate the development of the Broadway Theater Entertainment District which would include both the Broadway National Register Historic District and areas of Broadway to the north and south of the district.

### **Policies**

**2-4.1** Promote night life activity by encouraging restaurants, pubs, night clubs, small theaters, and other specialty uses to reinforce existing pockets of activity.

**Program:** Encourage adaptive reuse of historic buildings as restaurant and entertainment uses, museums, galleries, live/work, and premium quality housing. Promote the use of historic theaters as venues for entertainment and other related functions.

**Program:** Prepare a plan to develop Broadway as a night-time entertainment destination.

**Program:** Implement the Los Angeles Sports and Entertainment District Specific Plan and streetscape improvements planned for Figueroa Street from Seventh Street St. to Venice Boulevard.

## **Objective 2-5**

To increase specialty and ethnic markets in order to foster a diverse range of retail and commercial uses in Central City.

### **Policies**

**2-5.1** Make Downtown a tourist destination by combining its cultural and commercial offerings with those of the ethnic communities surrounding it.

**Program:** Implement the Metropolitan Transit Authority's Angel's Walk Master Plan which connects the different historic and ethnic neighborhoods through clearly identifiable pedestrian ways.

**Program:** Develop a marketing plan to promote the existing unique retail districts such as the Flower Mart, Produce Market, and the Garment District.

## **INDUSTRIAL**

Central City contains a large number of existing small and moderate-sized companies which make up Downtown's manufacturing, wholesale and distribution components of such industries as cold storage, apparel, produce, seafood, toys, flowers, small electronics and import/export businesses. These small and medium-sized individual businesses offer continued economic vitality and job growth opportunities despite an often

blighted and uninviting work environment, aging and inadequate buildings and infrastructure, insufficient parking as well as strong regional and international competition. Although the area is generally prospering, there is strong competition from other areas. To retain existing industry and attract new ones, Downtown must become more competitive with other localities and provide a safe and clean environment.

The economic vitality of the South Markets is essential to the revitalization and prosperity of the rest of Downtown. A central focus project could help anchor and bring identity to the concentration of unique regional markets associated with each of the wholesale industries of Downtown. The markets provide activity that can bring new life to Downtown and arrest the physical decay of Central City.

### **Objective 3-1**

To strengthen, retain and expand the existing industrial base as well as attract new industries to the Central City Area.

#### **Policies**

**3-1.1** Maintain and expand the toy, garment, small electronics, and other import/export wholesale industries.

***Program:*** Update existing, outdated industrial facilities and to improve access, loading and parking in the industrial area and support improvements that will implement the Alameda Corridor Project. Expand safe, convenient, and affordable parking for employees and customers.

**3-1.2** Encourage development and public improvements in the Fashion District and South Markets area that enhance the pedestrian environment, improves pedestrian circulation within the area and provides pedestrian linkages to other downtown activity centers, particularly the Broadway retail and theater district.

**3-1.3** Encourage the refurbishment of the old produce terminal for more efficient wholesale activities and office uses.

### **Objective 3-2**

To study the possibility of developing “artist-in-residence” districts, where appropriate and feasible, in industrial areas where the development of joint live/work units would continue to improve the jobs/housing ratio, respond to market demands, complement surrounding uses and maintain and enhance the viability of industrial lands as the space needs of manufacturers evolve.

## **GOVERNMENT AND PUBLIC FACILITIES**

### **CIVIC CENTER DISTRICT**

City Hall is located at the crossroads of the four distinct historic topographic appearances on the City’s first official map in 1848. These were 1) the clay slopes of Bunker Hill; 2) the vineyards and cornfields of the Los Angeles Riverbed; 3) the buildings and plazas of the original Pueblo de Los Angeles,

and; 4) the unbuilt flat-lands platted with blocks and lots of the New American Town. City Hall is also at the center of the concentration of government facilities most of which are within a 10-minute walk ("10 minute diamond"). The County government is located on the "Hill"; Federal government has predominately located along the "River bed"; and State government has concentrated along Spring Street and Fourth Street in the "Town"; and the City government is clustered near the "Pueblo", the site of the origin of the city.

Three fundamental concepts provide direction and focus for the Civic Center.

- Shared Facilities - The first concept is that an economic benefit can be realized by sharing facilities among levels of government. Benefits can be derived by sharing some existing facilities but an even greater opportunity exists for sharing facilities in the future. However, sharing future facilities will require coordinated planning, creative thinking and innovative management. The sharing of future facilities also provides an opportunity to plan facility location so that these facilities support the urban design goals of this Plan.
- C Mix of Uses - The second concept is that a "civic center" must be a mix of uses and include governmental offices and agencies as well as retail, cultural and residential uses to be a center of activity during business hours, evenings and weekends.
- C Pedestrian Orientation - The civic center should be a pedestrian-oriented district used by visitors, workers and residents. Enhancement within the public realm must be made including an open space network which links elements within the Civic Center as well as connecting the Civic Center to surrounding districts.

The existing Central City community plan is the only plan in the City that contains a Civic Center land use designation. The designation previously applied to all property from Sunset Boulevard on the north, First Street on the south, the Pasadena Freeway on the west and Alameda street on the east. The Civic Center designation includes government activities on publicly owned land, and activities and uses related to the governmental complex such as office space, retail stores, and restaurants on privately owned land. The properties designated with the Civic Center land use designation have been changed to a Public Facilities land use designation with the accompanying PF zone.

Whereas, the Public Facilities zone was primarily adopted in order to accommodate governmental buildings, structures, offices and service facilities, it also allows joint public and private development permitted in the most restrictive adjoining zones, if approved by the Director of Planning. The Civic Center is a unique land use situation since the entire Civic Center has been zoned and planned for Public Facilities. The Director of Planning is encouraged to give additional consideration to projects which may include retail, cultural, and residential uses that would promote the continued economic health of the downtown area.

The Civic Center Mall should be completed and transformed into a lush park-like setting to become the “Civic Gardens” extending from the Department of Water & Power down the hill to City Hall. The New Town Quarter, often referred to as the Center City/Historic Core, should evoke the graciousness of the original turn of the century urban form and to the east, in the “Riverbed Quarter”, the existing collection of parking lots, lawns, driveways should be redeveloped into a network of pedestrian passageways or “Paseos” linking existing Paseo with Little Tokyo and the Federal office building complex. The “Old Pueblo Quarter”, Main Street should become a continuous pedestrian promenade of storefronts and cafes from City Hall to Olvera Street and Union Station, beginning at the existing arcade, or “Portals”, of City Hall East through the Los Angeles Mall, over the Main Street bridge past Pico House, through the old Plaza and into Union Station.

## **OPEN SPACE AND RECREATION**

Downtown Los Angeles has the least 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 the strengthening of community identity and focus.

Central City contains a civic square, Pershing Square, and several neighborhood parks or centers, Sixth and Gladys St. Park, City Hall South Lawn Park, Grand Hope Park, Maguire Gardens at the Central Library, and Evergreen Recreation Center. Many of the large office and corporate buildings built in the last 20 years have also contributed open space by creating public plazas and landscaped gardens.

Streets or public rights-of-way improved with planting, paving, lighting, signage, and furnishings act as pedestrian friendly, open space corridors.

### **Objective 4-1**

To encourage the expansion and additions of open spaces as opportunities arise.

#### **Policies**

**4-1.1** Review existing open space standards in order to expand the range of potential open space resources at the neighborhood and community levels.

***Program:*** Create or maintain public open space to serve as focal point in each of Downtown’s neighborhoods and districts.

***Program:*** Implement the Los Angeles Sports and Entertainment District Specific Plan. Encourage use of the project’s public plaza as an identifiable focal point and gathering place for downtown residents and visitors.

### **Objective 4-2**

To maximize the use of the City’s existing and envisioned open space network and recreation facilities by providing connections to the open space

system.

**Policies**

**4-2.1** To foster physical and visual links between a variety of open spaces and public spaces Downtown.

**Program:** Implement the Civic Center Shared Facilities and Enhancement Plan.

**Program:** Implement the Metropolitan Transit Authority’s Angel’s Walk Pedestrian Master Plan.

**Objective 4-3**

To encourage increased use of existing park and recreational spaces.

**Policies**

**4-3.1** Review existing park and recreational space usage in order to determine factors impacting low use of certain facilities.

**Program:** Conduct site analysis of existing and future spaces and determine any physical, social, or marketing modifications necessary to increase and maximize use of space.

**Objective 4-4**

To encourage traditional and non-traditional sources of open space by recognizing and capitalizing on linkages with transit, parking, historic resources, cultural facilities, and social services programs.

**Policies**

**4-4.1** Improve Downtown’s pedestrian environment in recognition of its important role in the efficiency of Downtown’s transportation and circulation systems and in the quality of life for its residents, workers, and visitors.

**Program:** Develop and adopt “non-standard” alternatives to City requirements related to placement of street lights, street trees, sidewalk and other paving material, street furniture, bus shelters, and other features that enhance the pedestrian environment as their primary standard.

**Program:** Develop a coordinated team approach to assist property owners and assessment districts develop ongoing activities for necessary care of pedestrian/open space projects.

**POLICE PROTECTION**

Police protection services are provided by the Los Angeles Police Department (LAPD). Parker Center located at 150 North Los Angeles Street is the headquarters for the Los Angeles Police Department. The Central Bureau Station at 251 East Sixth Street is also located in Central City.

## Objective 5-1

To provide adequate police facilities and personnel to correspond with population and service demands in order to provide adequate police protection.

### Policies

**5-1.1** Consult with the Police Department as part of the review of significant development projects and General Plan amendments affecting land use to determine the impact on law enforcement service demands.

**Program:** Require the decision-maker to include a finding which considers the impact on police service demands of the proposed project or land use plan change. Currently, the Police Department is consulted with regard to impacts of Plan amendment review process of the General Plan Advisory Board of which the Police Department is a member.

**5-1.2** Promote the establishment of Police facilities and programs which provide police protection at a neighborhood level.

**Program:** Coordinate with Business Improvement District security patrols. Continue and expand bike patrols, neighborhood beats, or other community-based policing appropriate to the District.

## Objective 5-2

To inform developers, design professionals, and the public of the possible reduction of criminal opportunities when crime prevention principles are developed during the initial planning stages of a development.

### Policies

**5-2.1** Promote the safety and security of personal property through proper design and effective use of the built environment which can lead to a reduction in the incidence and fear of crime, reduction in calls for police service, and to an increase in the quality of life.

**Program:** Incorporate whenever possible the design guidelines contained in the City's Crime Prevention Through Environmental Design "Design Out Crime" Guidelines and published by the City Planning Department.

## FIRE PROTECTION

Fire protection services are provided by the Los Angeles Fire Department. There are three fire stations located within Central City Plan area. Station No. 3 is located at 108 North Fremont Street, Station No. 9 is located at 430 East Seventh Street, and Station No. 10 is located at 1335 South Olive Street. The Fire Protection and Prevention Plan of the City of Los Angeles provides an official guide to City departments, other governmental agencies, developers, and interested citizens for the construction, maintenance, and operation of fire facilities. It is intended to minimize loss of life through fire prevention programs.

**Objective 6.1**

To ensure that fire facilities and protective services are sufficient for the existing and future population and land uses of Central City.

**Policies**

**6.1.1** Coordinate with the Fire Department as part of the review of significant development projects and General Plan Amendments affecting land use to determine the impact on service demands.

**Program:** Require the decision-maker to include a finding as to the impact on fire service demands of the proposed project or land use plan change. Currently, the Fire Department is consulted with respect to impacts of fire and life safety needs resulting from proposed subdivision of land or airspace. In addition, Plan amendments are also evaluated through the review process of the General plan Advisory Board of which the Fire Department is a member.

**SCHOOLS/EDUCATION**

Central City contains only one elementary school, the Ninth Street Elementary School. Residents of Central City are also served by Belmont High School in Westlake, and the planned Belmont Learning Center in Central City West, Castelar Elementary School in Chinatown, and Hollenbeck Junior High School in Boyle Heights. Other educational institutions located in Central City include the UCLA extension school at the World Trade Center, the Fashion Institute of Design Merchandising (FIDM) located in South Park, Los Angeles Trade and Technical School, and the Abraham Freidman Occupational Center.

Downtown also has a number of adult, technical, and trade school facilities and ample opportunities to capitalize on its wide array of industries to expand the concept of education. In recognition of this opportunity, the Downtown Strategic Plan recommended that a number of magnet, community college, or trade school facilities related to Downtown industries should be pursued, including:

- Apparel Technology Institute related to Downtown’s role as a garment manufacturing center and to complement the Fashion Institute of Design and Merchandising.
- Performing Arts Magnet School related to Downtown’s art and artist resources and to take advantage of the historic theater buildings along Broadway.
- Business and Finance School related to Downtown’s role as a primary center for business and finance.

**Objective 7-1**

To site schools in locations complementary to existing land uses, recreational facilities, and community identity and as a re-use of historic structures.

## **Policies**

**7-1.1** Encourage compatibility in school locations, site layout, and architectural design with adjacent land uses and community character and, as appropriate, use schools to create a logical buffer between different land uses.

**Program:** Require that the decision-maker involved in a discretionary review for a proposed school, adopt a finding which supports the application of this objective.

**Program:** The Los Angeles Unified School District and the City's Department of Recreation and Parks should develop programs for shared use of school sites for recreation and park sites for education.

**7-1.2** Pursue planning and building code changes allowing the reuse of existing buildings for educational purposes.

## **LIBRARIES**

Central City is served by two libraries, the Central Library and the Little Tokyo Branch Library. The Central Library, in the Financial District on Fifth Street, is a 540,000 square-foot facility containing approximately 2.2 million books and other materials. The Little Tokyo Branch Library is located at Alameda and Third Street. This 2,500 square-foot library contains books and materials in both English and Japanese.

## **Objective 8-1**

To assist the City Library Department in providing adequate library service which responds to the needs of the community.

## **Policies**

**8-1.1** Encourage flexibility in siting libraries in mixed use projects, pedestrian oriented areas, transit oriented districts, and similarly accessible facilities.

**Program:** The Plan supports sites for new libraries as dictated by population demands and recommends that this policy be considered when the Library Department and decision-makers review potential sites for new libraries.

**Program:** Floor Area utilized for a library, within projects in pedestrian-oriented areas or in transit-oriented districts, should be exempt from the calculation of total floor area permitted.

## **SOCIAL SERVICES**

Downtown offers the largest concentration of social services in the region and has the largest concentration of homeless people. This population is attracted by these social services and the affordable housing resources available Downtown.

A large number of Single Room Occupancy buildings are situated in the Central City East District which is a center for social services including alcohol programs, mental health services, job training programs, transitional housing, homeless outreach, family and children's services, missions and aging programs.

**Objective 9.1**

To address the problems of the homeless population by creating a mix of policies, services and facilities that better serve their needs.

**Policies**

**9-1.1** Preserve the existing affordable housing stock through rehabilitation and develop new affordable housing options.

**Program:** Retain and develop new supported housing opportunities for homeless people.

**Program:** Continue the rehabilitation of existing housing under non-profit ownership and management. 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.

**Objective 9.2**

To provide the requisite services, housing opportunities, and community environments to allow the homeless to rejoin the workforce and lead more productive lives.

**Policies**

**9-2.1** 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.

**Program:** Establish programs to promote residential stabilization of homeless people and provide them with job training and other services necessary to return them to productive role in society.

**9-2.2** 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.

**9-2.3** Provide free, secure, well-monitored, permanently plumbed toilets near residential and commercial areas throughout Downtown.

**9-2.4** Establish a shuttle system which can connect people with services both inside and outside the neighborhood.

**9-2.5** Coordinate among law enforcement, public agencies and social service providers to establish homeless services and programs that

harmonize the provision of such services with the safety, cleanliness and quality-of-life concerns of the growing downtown residential community, visitor and tourism industry and myriad commercial and manufacturing businesses.

- 9-2.6** Establish a town center or "common" that provides an open space, retail and other neighborhood services.

## **ARTS, CULTURE, AND ARCHITECTURAL HISTORY**

Downtown has a significant stock of historic buildings and places. Deterioration of these resources 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 can be accomplished with increased private- and public-sector commitment to creating regulatory and financial incentives for investment. Los Angeles and Central City is home to some of the most prominent cultural institutions in the nation. These institutions include the Music Center with the Dorothy Chandler Pavilion, Mark Taper Forum and the Ahmanson Theater; the proposed Disney Concert Hall; the Museum of Contemporary Art; the Colburn School of Performing Art; the Japanese American National Museum; the Japan America Theater; the Fashion Institute of Design and Merchandising; the Museum of Neon Art; the numerous historic theaters along Broadway; and the public art sculptures, water fountains, and "places" that adorn the plazas and courtyards of recent office buildings. Downtown Los Angeles also has three districts listed on the National Register of Historic Districts: Broadway, Little Tokyo, and Spring Street.

The arts have been a strong economic force and an integral component in downtown's revitalization and will greatly influence the overall image of Los Angeles to the world in years to come. Downtown's historic assets represent irreplaceable financial and cultural investments and are an important inventory of space in the center of the region.

### **Objective 10-1**

To ensure that the arts, culture, and architecturally significant buildings remain central to the further development of downtown and that it remains clearly discernable and accessible to all citizens in and visitors to Los Angeles.

#### **Policies**

- 10-1.2** Promote the development of a "Cultural Corridor" along Grand Avenue and the First Street/Broadway "Arts T" as well as other complimentary visitor serving uses.
- 10-1.3** Promote the development of the night-time entertainment uses in the historic Broadway theater district.
- 10-1.4** Ensure that the Downtown circulation system serves the existing arts and cultural facilities with ease of accessibility and

connections.

## Objective 10-2

To maintain and reuse one of the largest and most distinguished sets of under used historic buildings in the United States.

**Program:** Create a Historic Building Advocacy office to revitalize Downtown's history districts and other historic structures at and above street level.

### Policies

**10-2.1** 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.

**Program:** Continue the 25% density bonus offered to historic buildings under the current TFAR program.

**10-2.2** Adopt building, safety and zoning ordinances to respond to existing building conditions and to ensure predictability in the code's applications.

**Program:** Implement the city's Adaptive Reuse Ordinance that permits uses in older buildings that may not be permitted in other areas of the city.

**Program:** Use, as appropriate, the State Historical Building Code, the federal "Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings or the voluntary *Historic Downtown Los Angeles Design Guidelines* to ensure architectural and historic integrity in the rehabilitation and re-use of historic structures.

**10-2.3** Establish district-specific preservation policies and programs consistent with the goals of each area. Encourage a mix of uses in developing adaptive reuse projects.

**10-2.4** 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.

**10-2.5** Encourage the transformation of Broadway Downtown to include the adaptive reuse of historic buildings for arts, cultural, entertainment, restaurant and retail uses as well as infrastructure improvements such as sidewalk rebuilding and streetscape and landscape improvements in conjunction with major public transit expenditures.

**Program:** Performing Arts College: Encourage the development of a performing arts community college and related facilities in suitable historic structure in the Center City/Historic Core that also provide for artist lofts and related uses.

**Program:** Broadway Theater Entertainment District: Establish a non-profit Downtown Entertainment Foundation to restore, operate, and program a major Broadway theater. In addition to being an entertainment venue, the theater should serve as the flagship and center for a coalition of Downtown entertainment committee of theater owners, merchants, representatives of the entertainment industry, and others who should develop a strategy and marketing plan to coordinate entertainment programming for all the Broadway theaters. This coalition should 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. The foundation should also devise and facilitate funding for the renovation of the important theaters in the Broadway Entertainment District.

**Program:** Support and reinforce ongoing public and private initiatives to preserve and attract active and viable uses to the historic Broadway Theater District and the surrounding Historic Core, from Third Street to Ninth Street, through ordinance, specific plan and/or other regulatory tools.

- 10-2.6** Encourage the reuse of historic buildings as live/work offices, housing, retail, and educational facilities.

**Program:** Implement the city's Adaptive Reuse Ordinance that offers incentives for developers to rehabilitate older buildings.

**Program:** Use, as appropriate, the State Historical Building Code, the federal "Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings or the voluntary *Historic Downtown Los Angeles Design Guidelines* to ensure architectural and historic integrity in the rehabilitation and re-use of historic structures.

- 10-2.7** Utilize historic buildings to accommodate office space within the Civic Center boundaries.

**Program:** Continue to provide an increase in density on sites where historic buildings are restored or adaptively reused.

- 10-2.8** Encourage the location of new government uses in historic buildings within the Civic Center boundaries.

- 10-2.9** Encourage an historic building advocacy office whose goal is to revitalize Downtown's historic districts and other historic structures at and above street level.

- 10-2.10** Provide one-stop technical assistance to property owners tenants, developers and designers to expedite approvals and negotiate code compliance.

## TRANSFER OF FLOOR AREA RATIO (TFAR)

The Community Redevelopment Agency and the City Planning Commission have established standards and approval procedures for the transfer of floor area in the Central Business District Redevelopment Project Area (Los Angeles Municipal Code Section 14.5.1, added by Ordinance No. 163,617).

The TFAR allows the transfer of the unused allowable floor area of a lot from a donor site to a receiving site. Such a transfer can result in a project which exceeds the maximum floor area ratios and applicable height districts for receiving sites permitted by the zoning provided that the City Planning Commission can make the required findings.

The transfer of floor area between and among sites is an important tool for Downtown to direct growth to areas that can best accommodate increased density and from sites that contain special uses worth preserving or encouraging.

Donor sites include:

- c Historic preservation buildings
- c Residential developments
- c Private open space available for public use.
- c Public Facilities
- c Public transportation sites
- Other projects or facilities that benefit the public

The City Council, acting on recommendations of the City Planning Commission and the Redevelopment Agency Board, have the authority to grant transfers of floor area in excess of 50,000 square feet.

# Chapter IV

## TRANSPORTATION AND CIRCULATION

Central City is bordered by a "freeway ring" formed by the Harbor Freeway (Interstate 110) to the west, the Hollywood Freeway (US 101) to the north, the Santa Ana Freeway (Interstate 5) to the east, and the Santa Monica Freeway (Interstate 10) to the south. In addition to the freeway ring, five other freeway corridors provide regional access to the downtown area: the Golden State Freeway (Interstate 5), the Glendale Freeway (State Route 2), the Pasadena Freeway (State Route 110), the San Bernardino Freeway (Interstate 10) and the Pomona Freeway (State Route 60).

The Downtown roadway system is basically a grid network of streets which has remained unchanged for decades. The majority of the changes that have occurred on these streets have been to convert some segments into one-way operation. Several streets also serve a regional function by providing access to the adjacent freeway system. These include Hope Street, Grand Avenue, Broadway, and Spring Street in the north-south direction and Third Street, Fourth Street, Fifth Street, Sixth Street, Eighth Street, and Ninth Street in the east west direction.

Significant congestion occurs on the regional transportation network due to the combined impacts of trip demands within Central City as well as regional trips that pass through Central City. In fact, more than half of downtown freeway traffic is through traffic.

Pedestrian circulation in downtown Los Angeles takes place for the most part during the weekday business hours with the heaviest volumes during the lunch hours. Most of the pedestrian movement occurs between Bunker Hill, the Financial Core, and the Historic Core where daytime employment centers are located. The areas bounded by Broadway on the east, Figueroa Street on the west, Fourth Street on the north and Seventh Street to the south are the most active at this time. To a lesser degree some pedestrian movement occurs between the Civic Center and Little Tokyo along Temple Street, First Street, and Second Street. Broadway between Second Street and Seventh Street is lively all day due to its popularity with the local Hispanic community and the location of the Jewelry district along its southern end. The South Market areas are busy with shoppers in the Garment District. Broadway and the South Markets are also popular with shoppers during the weekends. Seventh Street between Seventh Market Place and Macy's Plaza is also popular with shoppers and pedestrians and guests at the Omni Hotel and the Hyatt Regency. An elevated pedway system on Bunker Hill connects many of the large hotels and office buildings including the World Trade Center, Arco Center, Arco Plaza, Union Bank Plaza, the Marriott Hotel, and the Westin Bonaventure Hotel.

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).

The Final Transportation Report prepared for the Downtown Strategic Plan establishes a program of specific measures which are recommended to be undertaken during the life of the community plan.

**PUBLIC  
TRANSPORTATION -  
REGIONAL ACCESS**

Central City is the hub of the public transportation systems in Southern California. The Los Angeles County Metropolitan Transit Authority (MTA) the largest of the public transit bus systems operates an extensive system of bus lines to and from downtown Los Angeles to other areas of Southern California. Other major public transit agencies that offer bus service include Orange County Transit, Foothill Transit, and Santa Monica Municipal Transit.

In addition to buses, the MTA operates the Red Line subway from Union Station through Central City to the neighboring communities of Westlake, Mid-Wilshire, Hollywood and eventually terminating in North Hollywood. The MTA also operates the Blue Line light rail trains between Los Angeles and Long Beach and the intercepting Green Line between El Segundo and Norwalk, with stops in many communities in between. Metrolink operates several light rail trains from northern Los Angeles County, Orange County, and Riverside County into downtown Los Angeles at Union Station.

**Objective 11-1**

To keep downtown as the focal point of the regional mobility system accommodating internal access and mobility needs as well.

**Policies**

**11-1.1** Encourage rail connections and High Occupancy Vehicle (HOV) lanes that will serve the downtown traveler.

**Programs**

Expedite the continued development and implementation of the regional rail transit system components serving Downtown. This includes the MTA light rail Blue Line, Metrolink, and the Redline Subway system.

Support development of connection between the El Monte Busway and the Harbor Freeway Transitway to serve both HOV's and buses with on-line stations and appropriate connections to Downtown.

**Objective 11-2**

To Improve freeway movement and capacity adjacent to the Downtown area in a manner consistent with the Mobility Plan

**Policies**

**11-2.1** Provide a regional bypass ("through-way") facility for through traffic around the congested sections of the freeway system, especially the Harbor Freeway Corridor through Downtown.

- 11-2.2** Evaluate the freeway system around Downtown and develop a program of improvements to eliminate choke points that cause traffic congestion.
- 11-2.3** Segregate Downtown and regional through traffic by providing access-egress routes from outside of the freeway-to-freeway interchanges to a system of collector-distributor roads serving local Downtown ramps.
- 11-2.4** Improve freeway ramps and access corridors to Downtown, particularly from the east (Golden State and Santa Ana Freeways) and the south (Santa Monica Freeway), in order to better distribute access to Downtown from the freeway ring and relieve the Harbor and Hollywood Freeways.
- 11-2.5** Improve arterial connections to Downtown from the east, to provide for improved access to the CBD from the Santa Ana, Pomona and Golden State Freeway corridors.
- 11-2.6** Develop a plan for reducing truck traffic on the freeways in the Downtown area during peak periods. This should include physical measures such as providing newly constructed and dedicated truck route facilities, as well as temporary measures such as optimizing delivery times.
- 11-2.7** Continue to monitor the capability and feasibility of new traffic control technologies to enhance the efficiency of traffic operations.
- 11-2.8** Continue to monitor and evaluate automated highway technology and intelligent highway and vehicle systems development and evaluate the feasibility and applicability of this technology to the freeway, arterial truck, and transit systems.
- 11-2.9** Improve traffic flow on arterial street systems by:
- Designating key arterial routes into Downtown.
  - Connecting critical gaps that currently exist on key arterials at certain locations.
  - Improving arterial connections to Downtown from the east, to provide for improved access to the CBD from the Santa Ana, Pomona, and Golden State Freeways.
  - Improving north-south arterial routes to improve access connections to the Santa Monica Freeway.
  - Continuing implementation of traffic operations and control procedures to help manage traffic flows effectively.
- 11-2.10** Extend light rail transit northerly from the existing Seventh Street Metrocenter terminal to serve Bunker Hill and Little Tokyo connecting to Union Station.

- 11-2.11** Develop Seventh Street Corridor along Seventh Street from the East Los Angeles Interchange to the Harbor Freeway for shuttle, local and express buses.
- 11-2.12** Encourage use of the existing and planned bus and rail service within downtown from internal circulation through a uniform, reduced or free fare system.
- 11-2.13** Reinforce the integration and accessibility of the neighborhoods surrounding Downtown with the Downtown core through enhanced levels of service ("shortline," additional trains, buses, etc.).

### **Programs**

Freeway capacity improvements include the following:

- Add one lane in each direction on the Pasadena Freeway between Sunset Boulevard and Bernard Street.
- Improve the transition between the Golden State Freeway and Pasadena Freeway.
- Widen and restripe the Pasadena Freeway for one additional lane southbound from the Golden State Freeway to the Hollywood Freeway.
- Add capacity to the Hollywood Freeway (one-lane in each direction) between the Harbor Freeway and Vermont Avenue.
- Add capacity to the Harbor Freeway (one southbound lane) between Seventh Street and Pico Boulevard and to the southbound Harbor Freeway connector (one southbound lane) from Eighth Street to the Santa Monica Freeway.

Freeway ramp and access improvements for the Downtown transportation system include:

- Braid the northbound 101 and southbound 101 connectors to the southbound 110 and the Second Street southbound off-ramp from the SR-110, at the four-level interchange.
- Add a frontage road on the US-101 eastbound connector between Alameda Street and Mission Road, continue the Aliso Street frontage road to provide access for the Mission Road on-ramps to the US-101 and I-10; and reconfigure the Alameda Street, Vignes Street and Mission Road eastbound ramps.
- Realign the 101 Freeway between Alameda Street and Vignes/Center Street through acquisition of property on south side of freeway.
- When the 101 Freeway is realigned, and the El Monte Busway is extended to SR-110, develop modified ramp connections from the I-10

westbound and US-101 northbound to the westbound frontage road as to connect west of Mission Road to Arcadia Street, while retaining HOV/bus access to Union Station.

- Add direct ramp connections from the I-5/SR-110 interchange to North Spring Street and the Alameda Corridor (Alameda Bypass Connector).
- Develop an east-west corridor employing First and Fourth Streets for direct access to the I-5, I-10 and US-101 from the CBD, and improve First and Fourth Street ramps.
- Develop collector-distributor road system on the I-10 between the East L.A. Interchange and Alameda Street, and reconfigure ramp connections to Santa Fe/Mateo Street, Olympic Boulevard, and Alameda Street. Provide linkages south to Alameda Consolidated Transportation Corridor.
- Improve the I-10 ramps at San Pedro Street to provide westbound on-ramp and eastbound off-ramp, instead of ramps to Maple Street.
- Improve existing CBD access/egress signing from/to the freeway system, particularly from corridors to the east and southeast.
- Add new access/egress signing from/to the freeway system for alternate routes between the freeways and the CBD.
- Utilize SMART Corridor technology to improve the efficiency of ramp access/egress system between the freeway system and the CBD, and facilitate CBD access. Develop interface between the City of Los Angeles' ATSAC system and the Caltrans TOC.

Key Arterial Corridor Improvements, in a manner consistent with the Mobility Plan 2035 include:

- Improve Alameda Street to Avenue I standards (100-foot right-of-way) between Washington Boulevard and the I-5/State Route 110 interchange. This is intended for local circulation/access to and within Downtown, and not as an extension to/from the Alameda Consolidated Transportation Corridor (ACTC) to the south.
- Improve Olympic Boulevard to Boulevard II and Avenue I standards, as designated, and conduct a study to improve Olympic Boulevard as an arterial to the east to intercept traffic from the East Los Angeles interchange.
- Improve capacity of key arterial streets between the Hollywood Freeway and the Santa Monica Freeway, with compatible traffic management techniques.

Arterial connection projects for the Downtown transportation system include:

- Eliminate Olympic Boulevard jog at San Pedro Street by providing direct east-west connection between Wall street and San Pedro Street and creating a major east-west link between downtown and East Los Angeles.

Traffic operations improvements include the following:

- Implement electronically controlled reversible lanes on First and Fourth Streets between Alameda Street and the I-5.
- Implement transportation management measures such as parking restrictions and spot-widening to improve traffic flow on Third and Fourth Streets between Olive Street and Alameda Street.
- Improve access from the East L.A. interchange to the CBD by implementing traffic operations improvements on Soto Street, Olympic Boulevard, Whittier Boulevard/Sixth Street and Fourth Street corridors.
- Add HOV lanes on arterial access corridors to the CBD and on arterials within the CBD. Potential candidates include Eight/Ninth Streets, Spring/Main Streets, and Olive Street/Grand Avenue.
- Extend ATSAC from the CBD east and north to the Golden State Freeway to provide for improved access corridors to Downtown and traffic flow management in the Central City East area and through Chinatown.

**INTERNAL  
CIRCULATION SYSTEM**

The Los Angeles City Department of Transportation (LADOT) operates six shuttle lines within the Central City area. The system known as DASH serves as a transit mode between the many neighborhoods in Central City and is extremely popular with downtown workers, visitors, and shoppers. For a nominal fee, riders can travel to such diverse areas as Chinatown, Little Tokyo, Civic Center, Music Center, Bunker Hill, the Garment District, the Convention Center, and Exposition Park. The buses run continuously between 6:00 a.m. to 6:00 p.m. during the weekdays, and operate on a restricted schedule on the weekends. In addition to the DASH buses, many of the private downtown office buildings operate shuttle services for the tenants of their buildings to off-site parking lots, Union Station, Metrolink/subway stations and to various other locations. These are free shuttles that operate during business hours.

**Objective 11-3**

To provide an internal circulation system with a focus of connecting specific pairs of activity centers to a system that provides greater geographic coverage of Downtown, thus giving the Downtown traveler more choices and more flexibility.

**Objective 11-4**

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.

**Objective 11-5**

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

## **Policies**

- Provide additional bus routes to link businesses and housing districts with existing and planned cultural/entertainment districts. Coordinate additional routes with extended hours of operation.
- Provide for the efficient circulation into and within Downtown.
- Develop and implement programs to reduce auto demand through comprehensive transportation demand management programs.
- Develop the regional rail system to also provide for efficient internal circulation within Downtown.
- Increase pedestrian orientation in the district. Re-detail arterial-standard streets, retrofit existing buildings with pedestrian oriented uses along the sidewalks and continue to develop Grand Avenue as a major cultural/commercial corridor.
- 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.
- Provide a low-cost local fare zone for taxis in the Central Business District.
- Provide improved information and signage for passengers.

## **Programs**

- The Central City Plan recommends two specific light rail transit alignments which also aid internal circulation - one through Bunker Hill on the Flower Street alignment and the other on the San Pedro Street Corridor.
- 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.
- Connect Bunker Hill, The Center City, the 4th Street Metro Rail station and the Bixel transit way along 4th and 5th Streets, and
- Traverse 7th Street linking the Seventh Market Place and the Omni Hotel area to the Financial Core and the Markets.
- 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.
- Improve pedestrian and shuttle connections within the Fashion District and between the district and other downtown activity centers such as the Broadway retail and theater district.

- Taxis in Downtown Los Angeles can also be an important part of the internal circulation system. A zone system of taxi fares 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.
- Build 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. Construct additional "Angel Flights" at Second Street between Olive and Hill and at Third Street between Hope and Flower.
- Support plans for a downtown circulator or trolley that connects downtown districts and activity centers, improving internal circulation and enhancing the character and identity of the downtown by harkening to the hallmarks of the City's mass transit history, such as the "Red Car".

## **PEDESTRIAN CIRCULATION**

Central City has a distinct urban character that is unique when compared to the rest of Los Angeles and Southern California. Historically streets such as Broadway, Spring Street, and Hill Street were teeming with pedestrian activity at the turn of the century. Trolley cars also ran down many of the Downtown streets adding to the variety of pedestrian, train and automobile traffic. The sheer density of buildings and the variety of uses developed on relatively small blocks along a grid pattern encourage a mix of pedestrians and vehicles. During the weekday business hours, the street and sidewalks are shared by the many people who work, live, and visit Downtown. An extensive, well maintained, and attractively designed pedestrian network is essential to the success of Central City. The proper combination of Transportation policies and open space can make for a more memorable and understandable Downtown experience. Public streets and sidewalks contribute to a unique sense of space and history in the communities of Central City. Figueroa Street, Grand Avenue, or Hope Street give an entirely different urban experience compared to the Hispanic influence of Broadway, or the Japanese American influence along First Street in Little Tokyo. Streets improved with pedestrian-priority plantings, paving, lighting, signage, and furnishings can create a memorable pedestrian environment that connects the different neighborhoods that form Central City.

### **Objective 11-6**

To accommodate pedestrian open space and usage in Central City.

#### **Policies**

- 11-6.1** Preserve and enhance Central City's primary pedestrian-oriented streets and sidewalks and create a framework for the provision of additional pedestrian friendly streets and sidewalks which complement the unique qualities and character of the communities in Central City.

- 11-6.2.** Enhance the street scape and provide pedestrian amenities within the Fashion District as a means to foster and cultivate the heavy pedestrian traffic in the area and its function as a worldwide center for buyers purchasing clothing, gifts and housewares in the district's showrooms.

### **Programs**

- Implement the Metropolitan Transportation Agency's Angel's Walk
- Pedestrian Master Plan for Downtown Los Angeles.
- Implement the recommendations of the Downtown Strategic Plan.
- Implement the Civic Center Shared Facilities Enhancement Plan.
- Implement the Los Angeles Sports and Entertainment District Specific Plan and Streetscape Plan, with recommended streetscape improvements on Figueroa Street from Seventh Street to Venice Boulevard.
- Re-designate Grand Avenue from Temple Street to Fifth Street from a Major Highway to a Modified Boulevard II. Grand Avenue should at all times provide at minimum two full-time travel lanes in each direction and separate left and right turn lanes at signalized intersections along this reconfigured segment.
- Implement the Grand Avenue Cultural Corridor consisting of streetscape improvements and pedestrian amenities along Grand Avenue from Temple Street to Fifth Street, including an improved and expanded Performing Arts Campus public plaza.

### **PARKING/ TRANSPORTATION DEMAND MANAGEMENT**

Current Central City parking and Transportation Demand Management (TDM) policies were designed to provide sufficient parking for shoppers and visitors to Downtown while encouraging those who work and regularly commute to Downtown to use alternate modes of transit or remote parking. They also generally promote conservation of land for more active and productive uses. However, with recent development trends in the Downtown, particularly a growing residential community as a result of adaptive reuse projects which requires additional convenient parking, Downtown is experiencing a general intensification of land uses that may require a reassessment and restudy of current parking and TDM policies. Furthermore, new Downtown destinations, with newly built and planned cultural institutions and entertainment venues, and the prospective development of many surface parking lots with other uses necessitate an analysis and evaluation of parking and TDM policies that reflect these changing conditions.

### **Objective 11-7**

To provide sufficient parking to satisfy short-term retail/business users and visitors but still find ways to encourage long-term office commuters to use alternate modes of access.

## **Policies**

- 11-7.1** Encourage transportation strategies that include parking and TDM policies and actions that increase ridesharing and give priority to visitor/shopper parking.
- 11-7.2** Limit parking to 0.60 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.
- 11-7.3** Advocate the routing of a light rail transit connection link through the Bunker Hill District.
- 11-7.4** Encourage remote parking at outlying transit stations.
- 11-7.5** Recognize the role played by parking pricing policy in the support of TDM programs, and given the mix of public/private parking within Downtown, develop a unified pricing policy.
- 11-7.6** Integrate the existing peripheral parking program into a more broadly-based regional park-and-ride/intercept parking program.
- 11-7.7** Assess the feasibility of utilizing Downtown developer funds or changes in the parking code to implement off-site parking facilities.
- 11-7.8** Develop a comprehensive parking policy for Downtown that is closely coordinated with other elements of the transportation strategy. It should constrain on-site supply in the CBD, and provide a balanced program of peripheral, intercept, and park-and-ride facilities in transit corridors. This policy should focus increasing emphasis on intercepting automobile travel further and further from the CBD through peripheral and intercept parking strategies and through park-ride facilities in the communities where travel is originating.
- 11-7.9** Peripheral parking, park-and-ride and intercept parking supplies should be located in areas that can optimize the use of connections to shuttles, rail and/or HOV facilities.
- 11-7.10** Employers should be encouraged or mandated to participate in transit/rides share programs that match or exceed their automobile subsidies.
- 11-7.11** Transit system capacity must be increased to match increases in future demand for transit usage.
- 11-7.12** Encourage development of downtown transportation management associations and transportation management organizations; Encourage active participation and financial support.
- 11-7.13** The specific roles of both employers and developers in terms of ongoing support for TDM should be clearly specified.

- 11-7.14** Innovative strategies and policies in combination with appropriate legislation should be used to encourage existing businesses and buildings to participate in transportation demand management.

### **Programs**

On-site parking in new office construction of over 100,000 leasable square feet should be limited to a maximum of 0.6 spaces per 1,000 square feet of built space within the Downtown Traffic Impact Zone, and 0.4 parking spaces per 1,000 square feet to be located at remote or intercept locations. The 0.4 spaces may be eliminated through alternative and effective Transportation Demand Management (TDM) proposals acceptable to the City. However, a mechanism would be set up through the Department of Transportation that with adequate TDM proposals, will allow .6 parking spaces per 1,000 square feet. In addition, only parking buildings that incorporate other uses, particularly active ground floor uses, will be permitted west of Hill Street.

Encourage the establishment of a TDM Program that would provide:

- 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.
- The provision of information resources for the Downtown traveler.
- Assessment of effectiveness and adjustment as necessary.

Use strategies related to parking that can be used to encourage transit use and a variety of issues to address such strategies such as:

- Parking subsidies
- Travel allowances
- Regulation of parking rates

Although each employer/tenant will be allowed to develop and implement its own TDM program for its employees, several potential options have been identified for consideration in the Downtown area:

- Parking cash out program in which the employer provides a cash allowance to its employees equivalent to the parking subsidy the employer would otherwise provide with encouragement to use the payment of transit fares.
- Implementation of alternative work schedules.
- A guaranteed-ride-home program for ridesharers that would provide taxi rides home in cases of emergencies during the day and when the

ridesharer needs to work late.

- Provision of transit information and discounted bus and rail passes as an encouragement to employees to use transit.

One or more secure 24-hour truck staging sites should be developed, where truckers can temporarily park their vehicles while waiting to deliver their goods. The sites would service drivers and their vehicles with a dispatch center, shower and toilet facilities, refueling station, restaurant, and small general supplies store, and could provide a secure container or trailer break-down area for smaller businesses within the industrial area that are not able to accommodate larger trucks on their own site.

Develop improved connections for trucks to the I-5 Freeway east of Downtown, and to the north end of the Alameda Consolidated Corridor at Washington Boulevard.

These should connect the north end of the Alameda Consolidated Transportation Corridor to the I-5 with connections to key truck destinations such as the rail container yards east of Downtown.

Develop a truck staging area in Central City East to enhance truck flow into/out of Downtown and provide a secure waiting area and convenient facilities for trucks.

Define a network of streets for truck routes in Downtown and particularly in Central City East, to improve access for trucks and minimize conflicts with other transportation modes.

Where at all possible, preserve freight-railroad rights-of-way, situate rail lines out of the street travel lanes and configure lines to allow for future grade separations. Evaluate and preserve where necessary the existing rail freight connections/facilities in the Alameda Street Corridor.

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.

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

#### **Objective 11-8**

To evaluate, study and monitor current parking policies to assess parking demand as a result of changes in development trends, the growing downtown residential community and the general intensification of land use in the Central City area as surface parking lots become developed with other uses.

#### **Policies**

**11-8.1** The Department of City Planning, working with DOT, the CRA and other community stakeholders, will initiate a study to reassess parking requirements for the Central City area, including: parking ratios; parking space caps and their affect on new commercial development and adaptive reuse projects; and visitor parking needs as a result of new cultural institutions.

***Program:*** Update the Central City Community Plan based on the findings of the study.

***Program:*** Review and update Central City parking policies and ordinances.

## Chapter V

### URBAN DESIGN

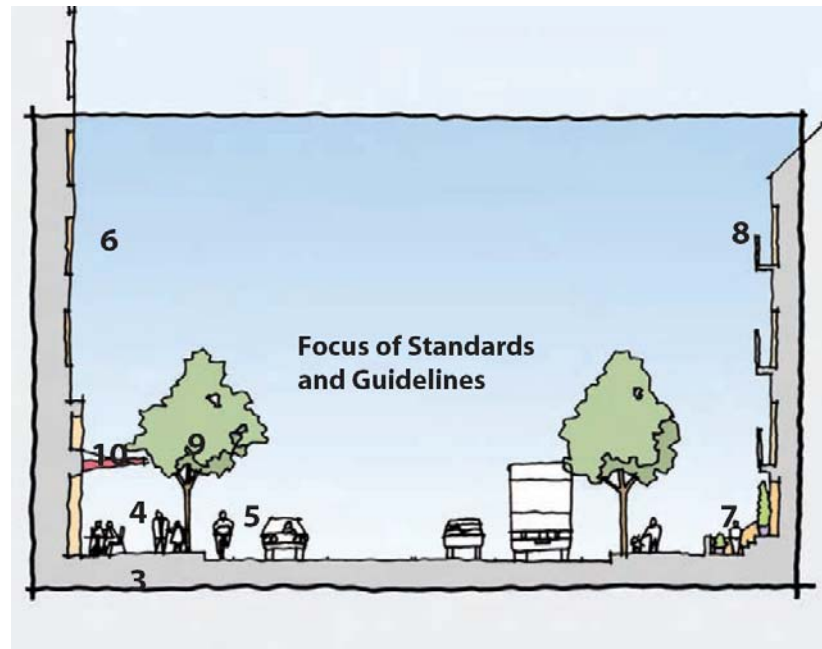
For the last half century the design of buildings in Downtown Los Angeles as in most American urban centers, has been mostly at odds with the process of forming the kinds of streets, squares and parks that are the armature of the pedestrian friendly city. Buildings have been more oriented to their own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

*Downtown Design Guide: Design for A Livable Downtown* integrates urban design standards and guidelines with new street and sidewalk standards for Downtown. It supports citywide Urban Design Principles: Usable and Accessible Transit; Walkability and Well Being; Bridge the Past and the Future; Accentuate Visual Interest; Nurture Neighborhood Character; Develop Street Furnishings; Emphasize Implementation and Maintenance; Stimulate Sustainability and Innovation; Improve Equity and Opportunity; Generate Public Open Space and Support Navigation, Connection and Flow.

Tailored for Downtown, *Downtown Design Guide: Design for A Livable Downtown* will focus on Housing and Transportation Choice, Shops and Services with Walking Distance, Safe, Shared Streets, Gathering Places and Active Recreation Areas. It fulfills the following objectives:

- Creates Pedestrian Orientation for street types, unique to Downtown.
- Implements streetscape and landscape criteria that reinforce the pedestrian quality of Downtown's streets and public open spaces that takes advantage of the great local climate; and that promotes the use and enjoyment of the outdoors.
- Defines criteria for building massing, street wall, ground floor treatment, parking and access, on-site open space, architectural detail and signage.
- Implements parking design criteria, whether applied to garages, open air lots or integrally within other buildings, that create places that provide safety, comfort and convenience for the pedestrian.
- Encourages, through design, the Parking District concept (spaces within individual projects are accessible and shared within a District during off-peak user hours and managed within these fluctuating parking demand periods) to maximize parking and minimize the amount of land devoted to parking.
- Respects existing and planned development guidelines for the Historic Core.
- Promotes green streets and green alleys.

Diagram below shows the zone of development on which the standards and guidelines focus. Numbers correspond to the sections of *Design for a Livable Downtown* in which each topic is addressed:



3. Sidewalks and Setbacks
4. Ground Floor Treatment
5. Parking and Access
6. Massing and Street Wall
7. On-Site Open Space
8. Architectural Detail
9. Streetscape Improvements
10. Signage

### **BUNKER HILL**

- Maintain the highest standards of design and quality of material.
- Maintain existing open, lushly landscaped development and encourage new development to continue the landscape treatment.
- Increase pedestrian friendly streetscapes.
- 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.

### **LITTLE TOKYO**

- Maintain the integrity of Little Tokyo a Japanese-American cultural and residential-commercial community.

- Maintain existing and improve overall pedestrian linkage, including Azusa Street as a Pedestrian Walk, within Little Tokyo, as well as with neighboring districts (e.g., Arts District, industrial areas, Civic Center).
- Complete the development of the Central Art Park.
- Increase pedestrian-friendly streetscapes, using Japanese-themed plant materials, street furniture and other streetscape elements, wherever practicable.
- Implement the adopted Little Tokyo Planning and Design Guidelines (adopted by the CRA/LA Board in April 2006), and any subsequent amendments.
- Complete the Little Tokyo Community Design Overlay Zone and integrate the Planning and Design Guidelines.

#### **SOUTH PARK**

- Provide a major open space focus for this residential neighborhood and established network of well-landscape streets, mini-parks and mid-block paseos in order to create a garden city environment.
- 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.

#### **CONVENTION CENTER/ARENA**

- Fully develop all streets and parks to accommodate outdoor activities and to provide pedestrian linkages between this district and other Downtown neighborhoods and districts.
- Implement the Los Angeles Sports and Entertainment District (LASED) Streetscape Plan.

#### **HISTORIC CORE/CENTER CITY**

- Establish urban design guidelines and set up preservation priorities that strike a balance between historic preservation and new development.
- Use as a resource the Historic Downtown Los Angeles Design Guidelines to guide rehabilitation and public improvements that maintain and complement the area's historic character.
- 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.

- Support and implement the Bringing Back Broadway Initiative to revitalize Broadway as a vibrant entertainment and cultural destination for businesses, pedestrians, transit users, shoppers, visitors, residents:
- Develop and adopt a Community Design Overlay Zone.
- Complete a Streetscape Plan to reinforce connections and linkages for businesses/pedestrians/transit users.
- Support implementation of a Streetcar system to serve and connect Broadway, the Historic Core with Downtown destinations.
- Provide incentives for visual vibrancy, commercial re-use/re-activation opportunities, shared/municipal parking opportunities.
- Link east-west mid-block paseo and galleries into a network that provides easy pedestrian access through the area, activated by retail and institutional uses. Use alleys for service and parking access and make them secure at all times.

## **SOUTH MARKETS**

- Develop a set of architecturally distinctive indoor and outdoor markets for the flower, produce and garment industries.
- Establish development standards that promote pedestrian-oriented facilities and small-scale buildings that reinforce the character of the district.
- Develop innovative alley standards to promote retail paseos.
- Create design guidelines for the area including storefront and signage design. Develop new mini-parks and undertake streetscape improvements including trees, signage and street furniture.
- Create a street-oriented retail component of the Flower Market including flower shops, restaurants and shops. Create a street identity for the Flower Market on both Seventh and Eight Streets. Establish streetscaping and façade improvement programs making more areas inviting for retail customers.

## **OPEN SPACE**

### **Civic Open Space**

Because so little dedicated public open space exists in 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. Pershing Square is the first and oldest civic square of Downtown's "new town" expansion designated as a public square in 1868. Three more spaces of similar scale should be developed and distributed equally and in a memorable pattern throughout Downtown, to give clarity to the urban form that is the heart of the Los Angeles metropolis.

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. They should be accessible, although hours of use may be controlled. They should be designed for the flexible use of space, accommodating sizeable numbers of people, providing a forum for organized public events as well as for every day casual use. These civic open spaces represent Downtown and the City; therefore, they should boast fine, durable materials, public art, and symbolic information conveying a sense of place. Simply put, these spaces help people know where they are in Downtown and to feel comfortable being there.

### **Civic Center Park Proposal**



### **Park 101 Freeway Park Concept**



Opportunities to adaptively re-use publicly-owned land downtown to create significant urban open space should be pursued. The Grand Avenue Civic Park, at 16 acres, affords an opportunity to implement civic open space among the Court, County and City Buildings. The Park 101 Freeway Park, at more than 100 acres, could be placed on a “lid” built over the 101 Freeway, affording new connections to neighborhoods in and near Downtown, Chinatown, Little Tokyo and the urban core.

To unify Downtown and also give focus to its various neighborhood and districts, South Park Square and Market Square should each be designed and programmed with individual character and functions that would be capable of generating activity of both local and regional interest, such as markets, cultural affairs, entertainment and recreational events. Although a full city block park, “San Julian Commons” is also designated as civic open space.

### **Neighborhood Parks**

In addition to the civic-scale open spaces, a network of small and well-distributed public and semi-public open space are 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 should 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 city life unfolds, and districts and their occupants change, it is quite common and proper for parks to be “recreated” at intervals to accommodate new needs.

## **STREET HIERARCHY/STANDARDS**

### **Objectives**

To develop a street hierarchy to serve transit, traffic, pedestrian, open space and truck access needs in a coordinated manner.

### **Policies**

- Provide the essential connections and interchanges necessary for a comprehensive transportation system.
- Provide a street hierarchy that would prioritize streets as follows: (1) Retail, Residential and Other Streets as identified in *Downtown Design Guide: Design for a Livable Downtown*; (2) Transit Priority Streets (3) Truck Route Street; (4) Local Truck Street.
- Transit Priority Streets: Figueroa Street, Flower Street, Broadway, Olympic Boulevard and Pico Boulevard.
- Modify Street Standards to permit wider sidewalks, parkways and stormwater infiltration, more on-street parking, bike lanes and curb extensions and medians where feasible.

- Seek funding for implementation of two north-south (Figueroa and Flower Streets) and 3 east-west (2<sup>nd</sup> and 7<sup>th</sup> Streets and Venice Boulevard) bicycle lanes accommodated in revised improvement standards for these streets.
- Seek funding to enable implementation of wider sidewalks for whole block faces.

### **Programs**

- The central core of Downtown would receive transit priority while such streets as Figueroa and Flower Streets; Olympic and Pico Boulevards would be retained as key automobile streets serving Downtown.
- Los Angeles, 3<sup>rd</sup>, 4<sup>th</sup>, 5<sup>th</sup> and 6<sup>th</sup> make freeway ramp connections for automobiles, but also serve as links between neighborhoods.
- In Central City east and the South Market area, a number of streets have been designated as truck routes to facilitate the movement of goods into and out of the industrial areas.

## **PEDESTRIAN LINKAGES**

### **Objectives**

- To provide an extensive, well-formed and well-maintained pedestrian network.
- To link transit and pedestrian districts of historic Downtown Los Angeles.

### **Policies**

- Create an extensive pedestrian network that helps merge the transportation and open space elements of the City.
- Implementation of Angels Walk as it relates to the Central City Community Plan.

## **THE AVENIDAS**

The project would create public open space, which encourage pedestrian activity, interaction and community identity emphasizing the continuity of Downtown as one place rather than a series of isolated and unconnected islands of activity.

- Develop pedestrian oriented streets that connect the Civic Mall, squares and open spaces. This project could create bus lanes, reduce auto lanes, widen sidewalks along one side of each street and add streetscape, trees, furniture and other pedestrian amenities.

## ANGELS WALK

- Little Tokyo: Make 2<sup>nd</sup> Street from Alameda to the west side of Little Tokyo pedestrian-oriented and a link to other portions of the Angels Walk network.

Provide for sidewalk widening, enhancement of streetscape and establishment of public open spaces.

- Bunker Hill and Music Center/Civic Center District: Improve the pedestrian linkages at each of the five Downtown Metrorail portals.

A special focus on the portals at Fourth and Hill Streets. Angel Flight Grand Central Square, Historic Broadway and Spring Street are on the verge of merging into a continuous pedestrian sequence.

Continuous streetscape improvements for pedestrians along the Hill Street corridor itself.

Integration of the proposed regional consolidation of the State of California offices along Fourth Street.

Connections to more distant pedestrian destinations such as Disney Hall, the Museum of Contemporary Art, the Cathedral of Our Lady of the Angels, Chinatown, Union Station and Little Tokyo.

- El Pueblo (Union Station Connection): Provide a pedestrian bridge that would span the 101 Freeway connecting El Pueblo with Union Station (a landmark gateway) and the Children's Museum and the Historic Core/Center City.

- Street Types: To further enhance the Downtown pedestrian experience, a hierarchy of improved streets should be created.

Boulevards extending throughout Downtown and leading along important corridors and to important destinations (Broadway, Grand, 1<sup>st</sup>, 7<sup>th</sup>, Alameda and Figueroa).

"Paseo" passages that cut through midblocks of the very large-scale City grid to overlay a plaid of more intimately scaled walkways.

Non-through streets of all sizes which discourage vehicular use and there provide special opportunities for local, pedestrian-friendly treatment.

The design criteria should be developed for each of these types of corridors and should focus on the creation of a network of attractive, useable streets designed to emphasize the visual and functional needs to 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 width of sidewalks so that they readily accommodate pedestrian activities.

- Grand Avenue Cultural Corridor

Implement street improvement between the Cathedral of Our Lady of the Angels at the Hollywood Freeway and the Central Library at Fifth Street that promotes pedestrian use and provides a unique and striking environment that links together the important civic, cultural, and institutional uses and facilities concentrated there.

# Chapter VI

## COORDINATION OPPORTUNITIES FOR PUBLIC AGENCIES

Central City'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 Central City as well. Among all of these organizations, however, no one group is charged with leadership in coordinating development or responding to local concerns and resources.

However, to most effectively carry out the recommendations of the Plan, the actions of all of these Central City organizations must be coordinated by a single entity.

Transportation improvements and other development initiatives serving Central City are under the jurisdiction of numerous public and quasi-public agencies. The improvements recommended by the Plan could be implemented through a myriad of public and private funding sources.

Central City 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.

### **Objectives**

To establish communication and interaction between the numerous government jurisdictions and the private sector to jointly implement this Plan.

### **Policies**

Encourage the continued coordination among various public-sector regulatory agencies to promote multi-purpose planning.

Through public and private partnerships, identify and prioritize actions needed to implement the strategies of the Plan, advocate Downtown's interest for funding opportunities and public works projects, organize and sponsor Downtown marketing, promotional events, festivals and programs, and provide for information necessary for the reformation of existing regulatory processes.

Promote the periodic review of development-related regulations to assess their cumulative consequences and revise, update, or amend if these become a hindrance to responsible development Downtown.

Foster a system of representation and assessment based on neighborhood and district associations.

Ensure the delivery of municipal services to all parts of Central City.

Seek opportunities to create additional funding sources through local, state and federal appropriations and legislation.

Advocate and educate the appropriate decision-makers regarding the benefits and needs of Downtown improvements.

#### Civic Center

- Implementation of the Civic Center Shared Facilities and Enhancement Plan will provide economic benefits as well as environmental benefits. By sharing facilities, the different levels of government can save money which could be re-invested in the public environment. Public and private employees who work in a pleasant environment will be more productive, thereby increasing efficiency and production. Improved business results in a higher tax base with increased property values. Additionally increased business activity will create a safer environment which will attract more visitors and tourists to the Civic Center.

#### **Programs**

Establish an ombudsman office to help Downtown interests gain access to an effective and responsive government.

Establish active Business Retention and Expansion groups for all Downtown industries

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

Encourage an Open Space and Pedestrian Fund for the purpose to gain control of key parcels that should be part of the open space.

Develop an Open Space Management and Programming team as an adjunct to the Open Space Pedestrian Fund which should assist property owners and should help assessment districts develop on-going activities and necessary care of improved and unimproved pedestrian and open space projects.

Create and coordinate an Adopt-a-Sidewalk program for adjacent businesses and property owners which encourages the planting and maintenance of trees, shrubs and flowers.

A school needs study should be timed and conducted as residential development entitlement occurs.

Support the temporary use of long-term underutilized land for parks and community gardens.

### **Civic Center Shared Facilities and Enhancement Plan**

includes several components which should be implemented:

A Land Use Plan which addresses current plans and development activity in Downtown Los Angeles and anticipated public and private facility needs.

A Shared Facilities Plan which analyzes existing inventories of facilities and the potential for sharing facilities between levels of government.

Streetscape and Development Standards which can be used to enhance the physical environment of the Civic Center.

An Implementation Plan which identifies a cooperative process among levels of government which can be used to implement this Plan.

### **South Park**

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

### **Convention Center/Arena**

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

### **Central City East**

- Improve safety and sanitation services.
- 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.

### **South Markets**

- Encourage establishment of a fund for small business loans to allow these industries to update their plants and equipment to remain economically viable.
- Improve safety and sanitation services.
- 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.
- 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.

#### **Grand Avenue Cultural Corridor**

- Prepare a streetscape plan that enhances and promotes the unique qualities of the cultural corridor.
- Establish a Business Improvement District or local organization that will maintain the streets and sidewalks for the benefit of both property owners and visitors.

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April 21, 2005

All Interested Parties:

**RAS INTERPRETATION TO COMMUNITY PLAN FOOTNOTES  
DIRECTOR'S INTERPRETATION**

Attached is a copy of the Department of City Planning's interpretation of Ordinance 174,999, effective January 15, 2003, which established the RAS Zones. This published interpretation becomes final and effective 20-days from the date of this communication unless an appeal to the City Planning Commission is filed within this time period. Appeals shall be filed in duplicate on forms provided at any of the following public offices of the Department of City Planning, along with the required filing fee:

Planning Department – Public Counter  
201 North Figueroa Street, 3<sup>rd</sup> Floor  
Los Angeles, CA 90012  
Phone: (213) 482-7077

San Fernando Valley Office  
6262 Van Nuys Boulevard  
Van Nuys, CA 91401  
Phone: (818) 374-5050

If you have any questions regarding this case, please contact Jane Blumenfeld at (213) 978-1372 of myself at (213) 978-1274.

Sincerely,

CON HOWE  
Director of Planning

ROBERT H. SUTTON  
Deputy Director

CH/RHS:hkt

Attachment

cc: Council Planning Deputies  
Ray Chan, Building and Safety Department  
David Kabashima, Department of City Planning  
Jane Blumenfeld, Department of City Planning



April 21, 2005

**RAS RELATIONSHIP TO COMMUNITY PLAN FOOTNOTES  
DIRECTOR'S INTERPRETATION**

**All Interested Parties:**

**SUBJECT:**

Inquiries have been made regarding potential conflicts between Footnotes on the Community Plans and the RAS 3 and RAS 4 (hereafter referred to as RAS) Zones.

**BACKGROUND:**

The Residential/Accessory Services Zones (RAS) allow a greater floor area than commercial zones and greater height than otherwise allowed in height district 1VL.

“An example is:

Where a traditional C2-1VL with a Commercial plan designation is limited to a 1.5:1 FAR and a 45 height limit, the RAS 3-1VL and RAS 4-1VL shall not exceed a 3:1 FAR and 50 feet in height in accordance with the LAMC 12.10.5, 12.11.5 and 12.21.1.”

The Community Plans as recommend by the City Planning Commission and adopted by City Council are a general guide to development for the community and city as a whole. Rarely do the Community Plans specify special planning rights or restrictions for particular parcels.

Some community plan maps contain footnotes regarding height and floor area. Footnotes appear on the map legend next to the commercial land use categories or in some cases on specific properties or areas. The footnotes that are attached to the commercial land use categories generally relate in a broad-brushed manner to all areas of the plan designated for that particular use. Typically such footnotes are not site specific, and as such, do not relate to specific locations, blocks, or parcels within the community plan area.

“An example of such a footnote which appears in most Community Plans reads:

Footnote 1: ‘Height District 1VL’

This means all properties within the commercial land use category that have this footnote are limited to an FAR of 1.5:1 with a 45-foot height limit.”

**DISCUSSION:**

When the City Council adopted the RAS Zones in 2002, their purpose was to promote mixed use development in the city's commercial zones, particularly in the commercial corridors which provide the greatest access to transit. In their adoption of the RAS Zones, the City Council recognized that

the additional floor area and height allowed by the RAS zones are necessary to make such primarily residential projects viable. However to protect the integrity of the Community Plans, the Council limited the residential density permitted in the RAS 3 and RAS 4 Zones to correspond to the residential densities permitted in the R3 and R4 Zones, respectively. Thus, they permitted RAS 3 and RAS 4 Zones in Plans that permit R4 and higher zoning but only permitted the RAS 3 Zone (and not RAS 4) in Plans that previously had R3 as the highest zoning category.

In one particular plan, the Plan Footnote on a Neighborhood Commercial area states:

“Floor Area Ratio 1:1.”

In this specific situation it cannot be the intent of Council to allow a 3:1 FAR since they knowingly restricted the property to a 1:1 FAR.

#### **INTERPRETATION:**

It is hereby interpreted that the RAS Zones can exceed a Community Plan Footnote when that footnote is general in nature and generally refers to all parcels under that plan category. Where there is a specific footnote that refers to (a) specific parcel(s) that is more restrictive, the RAS Zone would not be permitted without a corresponding Plan Amendment.