


Los Angeles County
Metropolitan Transportation Authority

Development Guidelines for Expo/Crenshaw Station Joint Development Opportunity

JUNE 2016



Metro®



Wanderers, 2012
WILLIE MIDDLEBROOK, Artist
Commissioned by Metro Art, Expo/Crenshaw Station

Middlebrook's mosaic panels portray diverse populations, interspersed with imagery of the earth to remind viewers of our shared planet. The artworks are integrated into the platform gateway entrances and seating modules.

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- A. Community Outreach Process Summary A1

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I. Overview

1. HOW TO USE THE DEVELOPMENT GUIDELINES

The Los Angeles County Metropolitan Transportation Authority (“Metro”), with extensive community input, has developed these guidelines to affirmatively shape the program and design responses to the Request for Proposals (RFP) for the Expo/Crenshaw Joint Development Opportunity Sites (“the Opportunity Site{s}”).

Developers and their teams should carefully review, and to the extent feasible, adhere to these guidelines as they develop their project development parameters, program(s), and design for the Opportunity Sites. Adherence to these guidelines will be among the factors considered as potential projects, and project teams, are evaluated.

2. THE OPPORTUNITY SITES

The opportunity defined as a whole provides for the development of two parcels totaling approximately 3.5 acres that anchor the northern terminus of the under-construction Crenshaw/LAX Transit Project (see Figure 1). Site A on the southwest corner of Exposition and Crenshaw Boulevards and is the present location for the County of Los Angeles Probation Department that will be relocated by the County. This parcel is located immediately south of the existing eastbound Expo Line, Expo/Crenshaw station platform and is proximate to a knock-out panel for the under-construction Crenshaw/LAX Transit Project, allowing for direct connection from this site to the new below-grade light-rail station.

Site B is located on the southeast corner of Exposition and Crenshaw Boulevards and to the south of the westbound Expo Line station platform. This site will include a transit plaza with escalators, stairs, and elevator access to the below-grade Expo/Crenshaw Station.

The Crenshaw/LAX Transit Project is anticipated to be completed in 2019 and when completed, this location will serve Metro patrons using the existing Expo Line light-rail that runs from Downtown Los Angeles to Downtown Santa Monica as well as the new line which will run south from this location to LAX and the South Bay.



Figure 1
Expo/Crenshaw Station and the Opportunity Sites

3. METRO JOINT DEVELOPMENT PROCESS

Metro owns, maintains and operates properties throughout Los Angeles County for its current and future transportation operations. As part of Metro's Joint Development Program, staff evaluates these properties for potential Joint Development uses. Metro does not develop private uses on its properties and rights-of-way on its own but engages in Joint Development with private developers who design, finance, build, and operate these uses typically through long-term ground leases and development agreements with Metro.

The first step in the Joint Development process is engaging the community to help shape the vision for the opportunity that is reflected in site-specific development guidelines. Upon Metro Board of Directors (Board) approval of the Development Guidelines, Metro issues an RFP to solicit development proposals for Joint Development sites, evaluates the proposals received, and the Metro Board then, as appropriate, authorizes an Exclusive Negotiation Agreement (ENA) with the recommended developer(s).

With an approved ENA, a project is refined by the developer and further shaped based upon input from the community and Metro staff. Upon completion of entitlements and California Environmental Quality Act requirements and negotiation of final terms, a Joint Development Agreement and Ground Lease are typically completed and approved by the Metro Board. Once these steps are completed, implementation, permitting, and construction of the project proceeds.

Occasionally, Metro partners with other public entities to support the development of publicly-owned land adjacent to the Metro system utilizing Metro's Joint Development Program, as is the case with County-owned property at the Expo/Crenshaw Station. References to Metro's Joint Development process should generally be interpreted as applying to the County-owned property though County procedures and approvals may vary from the typical Metro Joint Development process as more specifically described in the RFP.

4. COMMUNITY OUTREACH

Metro has undertaken an extensive community outreach process, attending more than two dozen meetings to inform the surrounding community and stakeholders about Metro's Joint Development Program and to solicit ideas and feedback to help shape potential development opportunities at this site as well as other sites along the under-construction 8.5-mile Crenshaw/LAX Transit Project.

Metro also hosted a series of meetings specifically addressing the Joint

Development opportunities at the Expo/Crenshaw Station including:

- ▶ May 13, 2015 Crenshaw/LAX Transit Project Community Leadership Council (CLC) Meeting
- ▶ November 5, 2015 Crenshaw/LAX Transit Project CLC Economic Development Work Group Meeting
- ▶ March 3, 2016 Crenshaw/LAX Transit Project CLC Economic Development Work Group Meeting
- ▶ March 5, 2016 Expo/Crenshaw Stakeholder Roundtable #1
- ▶ March 8, 2016 Expo/Crenshaw Stakeholder Roundtable #2
- ▶ March 11, 2016 Crenshaw/LAX Corridor Business Roundtable
- ▶ March 19, 2016 Expo/Crenshaw Community Workshop #1
- ▶ April 16, 2016 Expo/Crenshaw Community Workshop #2

At these meetings, community members reviewed the parameters of the Joint Development Program, described community issues and aspirations associated with the Opportunity Sites, suggested preferred programs and amenities, and noted examples of projects that they liked (see Figures 2 and 3). Hundreds of comments were written down and collated, and development themes emerged. Community members also noted an abiding commitment to stay involved throughout the Joint Development process, a commitment that Metro will honor with continued public input opportunities throughout the development of the project.

The community input received has directly shaped these Development Guidelines. Additionally, a more detailed summary of the outreach process and comments received is included as Appendix A of this document.



Figure 2
Expo/Crenshaw Workshop 1 Use Board Voting



Figure 3
Expo/Crenshaw Workshop 1 Small Group Discussions

II. The Joint Development Opportunity

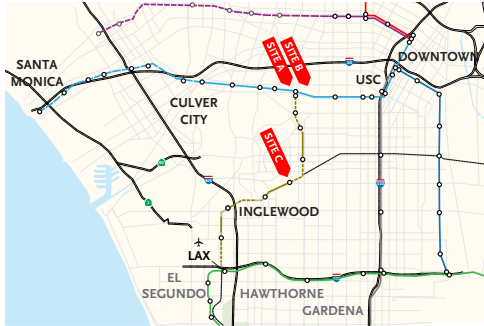


Figure 4
Regional context



Figure 5
Crenshaw/LAX Transit Project

1. THE GREATER CONTEXT

The Opportunity Sites are located at the intersection of Metro's under-construction north to south 8.5-mile light-rail Crenshaw/LAX Transit Project and the in-service east to west Expo Line. Combined, these two light-rail corridors provide the greater Crenshaw community with superior access to Culver City and Santa Monica to the west, USC, Downtown Los Angeles, and Union Station to the east, and Downtown Inglewood, Los Angeles International Airport (LAX) and South Bay cities to the south (see Figure 4). Site C is the subject of a separate RFP.

The Crenshaw/LAX Transit Project's Expo/Crenshaw Station is the northernmost of eight new stations along the light-rail corridor. The Opportunity Sites associated with this station (see Figure 5, Site A and Site B) are ideally situated to build upon the significant investment in transit infrastructure being undertaken by Metro and to support and grow transit use and ridership. A distinctive project that builds upon the strong cultural assets of the area and community aspirations can catalyze local investment with a mix and range of high-quality and architecturally compelling residential, retail, and jobs-producing uses.

Opportunity Sites A and B are immediately adjacent to the new underground Expo/Crenshaw Station sitting, respectively, to the southwest and southeast of Crenshaw Boulevard's intersection with West Exposition Boulevard. The Opportunity Sites will be supported by a combined estimated ridership on the two lines of over 45,000 persons a day. An additional approximate 65,000 vehicle trips a day traverse the main streets passing by the sites, Crenshaw Boulevard and Rodeo Road. Located at the northern terminus of the Crenshaw/LAX Transit Project, the Opportunity Sites are centered on and provide quick access to hundreds of thousands of jobs in Downtown Los Angeles, Culver City, Santa Monica, LAX, and points south.

The Opportunity Sites are one stop north of a regional shopping center, Baldwin Hills Crenshaw Plaza, whose owners have proposed a major mall renovation and two million square foot expansion. Upon completion, this regional shopping center will be complemented by new office space, a new hotel and both rental and for-sale housing. Additionally, Kaiser Permanente recently broke ground on a new 100,000 square foot medical office facility just to the west of Baldwin Hills Crenshaw Plaza and the Crenshaw/LAX Transit Project's Martin Luther King Jr. Station.

One stop to the south of the mall, the City of Los Angeles is spearheading the planning and revitalization of Leimert Park Village, an historic in-town suburban main street first developed in the late 1920s (see Figure 6). This district includes and hosts many cultural resources and events including art walks, Afro-centric stores, businesses, and the under-renovation Vision Theater. Two stops further south along the light-rail, Los Angeles County and Metro are teaming up to facilitate the development of a County-owned parcel adjacent to the Fairview Heights Station (see Figure 5, Site C). This parcel is the subject of a parallel Joint Development opportunity planning and implementation process.



Figure 6
Leimert Park Village Main Street

At the next stop to the southwest, the City of Inglewood is moving forward with a downtown project that includes approximately 250 market-rate workforce housing units and 50,000 square feet of retail and restaurant uses. Other major investments along the light-rail line include major improvements proposed for LAX. These improvements, including the proposed Automated People Mover, Intermodal Transportation Facility, and the Regional Rental Car Facility. These airport facilities will be directly connected by the people mover to the Crenshaw/LAX Line at a future 96th Street Station, providing easy access from the Crenshaw District and the Opportunity Sites to the airport and national and global destinations.

2. THE JOINT DEVELOPMENT OPPORTUNITY SITES

The Expo/Crenshaw Joint Development opportunity incorporates two parcels of land, one owned by Metro and the other by Los Angeles County. The west Opportunity Site, Site A, owned by Los Angeles County, is an approximate 1.66-acre “L” shaped parcel with approximately 150’ of frontage along Crenshaw Boulevard to the east; 300’ of frontage along West Exposition Boulevard to the north opposite the Expo Line light-rail platform; 300’ of frontage along residentially-oriented Victoria Avenue to the west; and 140’ of frontage along Rodeo Road to the south (see Figure 5, Site A). This site presently houses a Los Angeles County Probation Department facility, which operates out of a one-story building served by a surface parking lot (see Figure 7). This use is being relocated by Los Angeles County and Metro and Los Angeles County are working together to ensure the redevelopment of the site for high-quality transit-oriented development.



Figure 7
Joint Development Opportunity Site A

The east Opportunity Site, Site B, is controlled by Metro and is an approximate 1.77-acre and approximate 300’ by 250’ trapezoidal parcel surrounded by Exposition Place to the north, Bronson Avenue to the east, Rodeo Road to the south, and Crenshaw Boulevard to the west (see Figure 5, Site B). Currently used for construction staging, this parcel will include access to the underground station (stair, escalator,

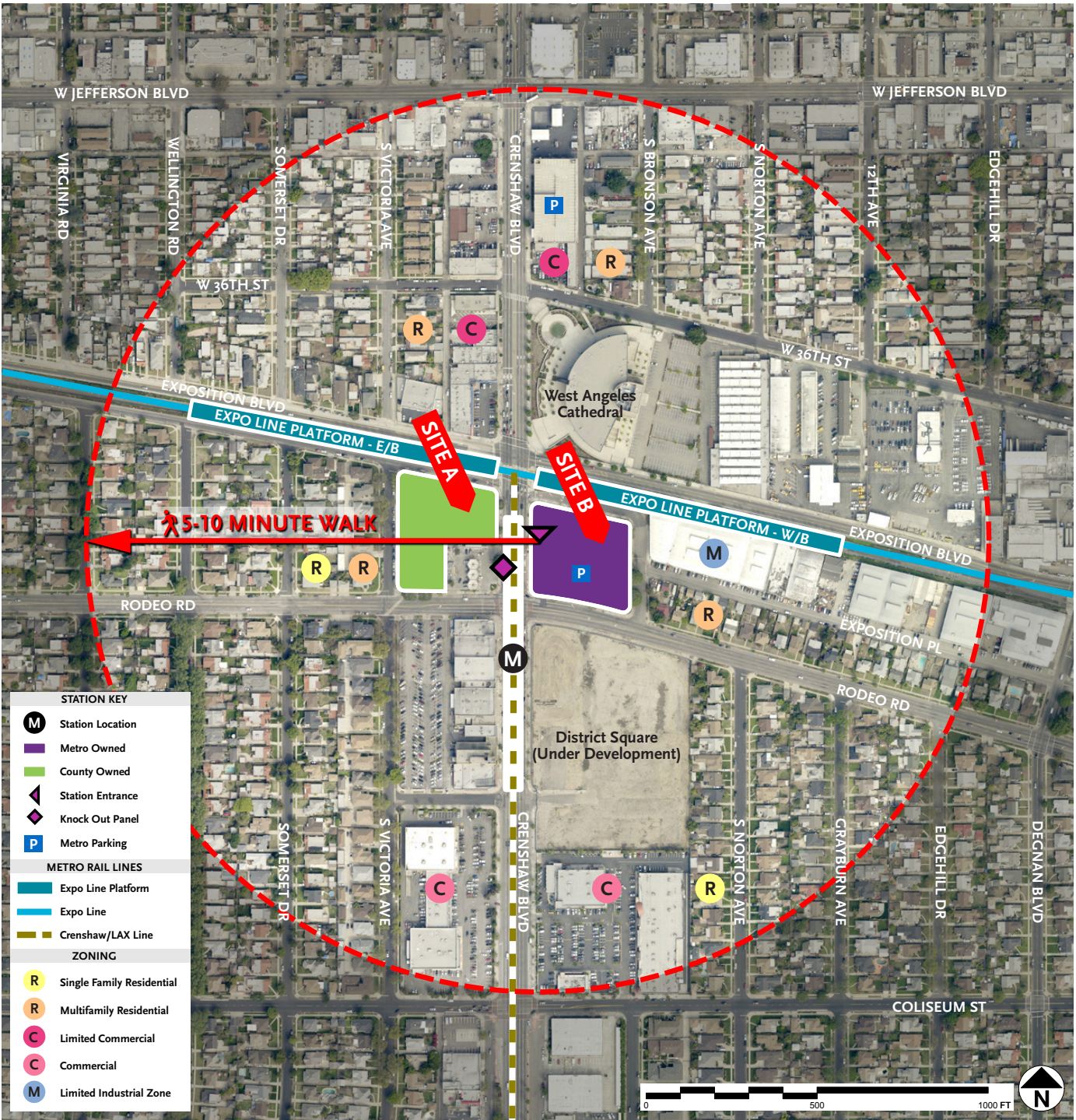


Figure 8
The Opportunity Site Context

and elevators), and was initially planned to include a 110-space surface parking lot serving Metro commuters and patrons (see Figure 9). Metro is examining options to relocate and/or incorporate this parking off-site to facilitate the highest-quality development project on this site. Upon completion of the Metro construction, Bronson Avenue will dead-end approximately 150 feet north of Rodeo Road where a cul-de-sac is proposed. Just to the north of the cul-de-sac, the Los Angeles Department of Water and Power will be providing an at-grade facility that serves Metro’s utility needs.

As further discussed in Section V.I, potential street vacations may present opportunities to expand the limits of Site A and Site B.

3. THE MARKET OPPORTUNITY

Located at the intersection of two light-rail lines, the Opportunity Sites are directly linked to three of the Los Angeles basin’s major job centers: Downtown Los Angeles (297,000 jobs), Santa Monica (83,000 jobs) and the LAX area (100,000 jobs). These connections and the Opportunity Sites’ visibility on a major arterial suggest strong opportunities for both residential and commercial uses.

There are approximately 7,100 people currently living in 2,700 households located within a half-mile of the station area. These households reside in a mix of owner-occupied homes (47% of total households) and rentals (53% of households). The rate of owner-occupied homes is substantially higher in the station area than the percentage in the City of Los Angeles as a whole (38% of owner-occupied units), pointing to the stability of the immediate surrounding area.

The primary market area (shown in Figure 10) has largely recovered from the 2008 – 2011 recession. Recent single-family home prices within the primary market area are close to 2007 levels and apartments in more recently constructed buildings yield higher than average area rents. Recently the community has seen major investment in new retail uses, including Capri Development’s announcement to renovate and expand the mix of uses at the Baldwin Hills Crenshaw Plaza, one mile to the south of the Expo/Crenshaw Station (see Figure 11).

A market demand study completed in advance of the writing of these guidelines indicates that there is strong demand for a number of retail uses in the station area. The demand study also indicates strong support for new market rate residential uses.

While no new office buildings have been built within the station area in over 10 years, to the west of the station area, adjacent to the Expo Line



Figure 9
Joint Opportunity Site B



Figure 10
Expo/Crenshaw Station area development will draw from a larger primary market area, shown above.



Figure 11
Baldwin Hills Crenshaw Plaza

Photo by Primestor



Figure 12
EOM Samitaur Tower

La Cienega/Jefferson and Culver City Stations, architecturally innovative campus-style office buildings with large, flexible floorplates have attracted technology, new media, and creative users (see Figure 12). These types of businesses are likely to continue to move eastward and populate buildings along the Expo Line as long as there is access to supporting amenities for employees. Outreach to the community as part of Metro’s Joint Development process indicated that there would be significant community support for the development of new higher-quality office space, and consequent jobs, at the Opportunity Sites.

The combination of retail and housing demand, coupled with strong community support for office uses, suggests that a mixed use project at the Opportunity Sites would be well received both by the community and the market.

4. THE IMMEDIATE CONTEXT



Figure 13
View south along Victoria Avenue

A low-scale generally single-family home neighborhood lies to the west of Site A with two-story garden apartments surrounded by generously landscaped front and side yard setbacks immediately across Victoria Avenue adjacent to Site A (see Figure 13).

A combination of light industrial uses along the Expo Line corridor surrounded by single- and multi-family residential uses lie to the east of Site B. Immediately to the south along Crenshaw Boulevard are sidewalk-oriented retail and office buildings as well as a large development site, the approximate 6.5-acre District Square project. While specific plans and the program for this project are still being reformulated, the developer of this project has most recently proposed large retail uses along with residential rental units.



Figure 14
View east along West Exposition Boulevard towards Crenshaw Boulevard; this portion of the street could be vacated and an open space amenity fronting the west opportunity site realized.

To the immediate north of the Opportunity Sites are the split platforms of the existing Expo Line light-rail (Downtown-bound platform on the west side of Crenshaw Boulevard and Santa Monica-bound platform on the east side). A portion of Exposition Boulevard/Exposition Place separates these two train platforms from the Opportunity Sites. The stretch adjacent to Site B is in the process of being vacated by Metro; the approximately 300’ long stretch of street adjacent to Site A could also be vacated as part of a development proposal. These vacated streets could establish an open space amenity between the east-west light-rail right-of-way and the north frontages of the Opportunity Sites creating an enhanced pedestrian connection between the Expo Line and the future Crenshaw/LAX Line (see Figure 14).

Crenshaw Boulevard to the north of the Opportunity Sites is typically lined with small street-facing businesses in one-story structures (see Figure 15). By contrast, the landmark 5,000-seat West Angeles

DEVELOPMENT GUIDELINES - EXPO/CRENSHAW STATION

Cathedral, completed in 1999, anchors the northeast intersection of the Expo Line with Crenshaw Boulevard, attracting large and vibrant crowds on Sundays and holidays (see Figure 16). The northern campus of this church is two blocks north along Crenshaw Boulevard. Between these two church sites, on the east side of Crenshaw Boulevard, is the Cathedral's 500-space parking structure (see Figure 17). During the week, and when the church is not active, this garage, a short four to five-minute walk from the Metro Stations, doubles as a commuter parking resource for light-rail patrons.



Figure 15
View north along Crenshaw Boulevard



Figure 16
West Angeles Cathedral



Figure 17
West Angeles Cathedral parking structure

III. Vision for Joint Development

1. GENERAL STATION AREA POLICIES

The greater Crenshaw community has a long history of active participation in the shaping of goals, objectives, and visioning of the area surrounding the Expo/Crenshaw Station. Over the past decade these efforts include:

- ▶ *The Crenshaw Corridor: A Multi-Generational Vision for Our Collective Future* (Local Initiatives Support Coalition {LISC}, Community Build, Inc., 2009); a strategy plan to introduce sustainable approaches to housing, education, jobs, mental health, and social services for people of all ages.
- ▶ *The Mid-City Crenshaw Vision Plan* (Community Redevelopment Agency of the City of Los Angeles {CRA/LA}, 2009); a vision and streetscape plan for the Crenshaw Corridor between Interstate 10 to the north and Martin Luther King, Jr. Boulevard to the south.
- ▶ *The Crenshaw Corridors Transit Linkages Project* (California Department of Transportation {Caltrans}, Institute for Community Economic Development, Los Angeles Department of Transportation {LADOT}, and Los Angeles Urban League, 2012); a bicycle access and walkability plan for proposed light rail stations and districts along Crenshaw Boulevard.
- ▶ *Safe Routes to School Strategic Plan* (LADOT, launched 2011); means to increase and implement safety related to children walking and bicycling to local schools.
- ▶ *The City of Los Angeles Sustainable City Plan* (Office of Los Angeles Mayor Eric Garcetti, 2015); introduction of metrics and benchmarks including those for enhanced streetscapes, enhanced active transportation (i.e. walking and bicycling), and mixed-use development at transit stations to measure sustainability progress.

The Opportunity Sites are located within the Crenshaw Corridor Specific Plan area. The City of Los Angeles recently completed an extensive outreach effort to update the Specific Plan which is in the final stages of adoption. The Expo/Crenshaw Station area is identified in the Draft Amended Specific Plan as a transit-oriented district with increased intensity of uses in the vicinity of the Expo Line and Crenshaw/LAX Transit Project. While the vision for this area, inclusive

of the Joint Development Opportunity Sites, allows for increased densities and heights, the plans also clearly delineate the need to relate and transition to the smaller-scale and surrounding residential context, particularly along Victoria Avenue between West Exposition Boulevard and Rodeo Road.

The community specifically anticipates that any project within the Crenshaw Corridor Specific Plan area, including projects proposed for the Opportunity Sites, will adhere to the goals, objectives, and requirements of the Specific Plan. This plan emphasizes and encourages:

- ▶ economic revitalization
- ▶ a balance of commercial uses that address the specific needs of the surrounding communities including but not limited to local-serving retail and provision of high-quality food purveyors and restaurants
- ▶ a compatible relationship to and carefully designed transitions between new projects and existing and contiguous residential neighborhoods
- ▶ a high-level of pedestrian activity and pedestrian-friendly design that activates and ensures the safety of sidewalks
- ▶ the promotion of sustainable community development.

The draft West Adams–Baldwin Hills–Leimert Community Plan, also pending adoption following an update effort by the City of Los Angeles, further emphasizes important community aspirations related to the realization of a healthy and sustainable community. In this plan, sustainability is linked to continuity of social and cultural identity. The plan states, “(t)he collective sense of place existing within the neighborhoods of the West Adams–Baldwin Hills–Leimert Community Plan is an enduring source of cultural and civic pride. The area’s numerous historic and cultural resources continue to serve as invaluable assets toward developing positive neighborhood identity. Preservation and enhancement of the area’s legacy of architectural and urban planning resources, as well as identification of future resources, is extremely important toward ensuring continued and overall sustainability for the area.”

See Section IV.2 and Section IV.3 for a more detailed discussion of the West Adams-Baldwin Hills-Leimert Park Community Plan and the Crenshaw Corridor Specific Plan, respectively, as it relates to the Opportunity Sites.

2. GENERAL STAKEHOLDER VISION

Metro engaged in a one-year outreach process to inform the communities surrounding the Expo/Crenshaw Station area about the potential of the Joint Development opportunity and to solicit input, ideas, and feedback regarding the community's development aspirations, goals and objectives. A broad range of ideas was expressed during this time and common themes and ideas emerged. Key community based concepts that should shape a future Joint Development project include:

- ▶ **Realize a culturally distinct and iconic gateway destination that serves residents and attracts visitors.**

Community members pointed to the unique multi-cultural history of the surrounding community and stated that these factors should shape and differentiate a project at the Expo/Crenshaw Joint Development Opportunity Sites. Stakeholders also expressed an interest that the realized project should serve as a high-quality icon along the Crenshaw Corridor for both present and future residents and visitors.



Figure 18
Pedestrian oriented activities and scale at Mission Meridian Village, a transit oriented development along the Gold Line in South Pasadena.

Photo by Moule & Polyzoides

- ▶ **Create a village experience that is a walkable and safe community place with green and open space.**

Stakeholders desired that the Joint Development project have a village-like sensibility and scale and that massing and bulk be broken down to better relate to the smaller scale of the surrounding community. They further expressed interest in high-quality architecture and design and that buildings have a 360° architectural expression. Places they pointed to as inspirational included Mission Meridian Village in South Pasadena (see Figure 18), Del Mar Station in Pasadena, and Larchmont Village in Los Angeles. Green roofs, park-like spaces, and walking experiences were described as attributes of a desirable project.

- ▶ **Incorporate high-quality and local-serving uses including retail, sit-down restaurants, and a neighborhood grocery.**

Stakeholders expressed strong interest in the incorporation of high-quality neighborhood-responsive retail uses in a Joint Development project. To best serve the community, they noted that there should be neighborhood-serving retail opportunities with a variety of price points that serve everyday needs. There was also specific interest stated in locating a grocery purveyor of fresh and organic foods in the project as well as sit-down restaurants and cafes.

- ▶ **Develop a range of housing types affordable to existing residents including seniors and families.**

Participants were in favor of mixed-use development with

housing located above ground level retail. They noted the need for market rate housing as well as housing affordable to residents of the existing community including seniors and working families. Realizing a Joint Development project incorporating housing accessible for people who have lived in the community for their entire lives was seen as a critical place-keeping development strategy.

▶ **Foster community job growth and opportunity during and after development.**

Community members see job creation and long-term job growth and stability in the community as an integral component of the Joint Development process and outcome. In this regard stakeholders stated a preference for a project that incorporates attractive office, creative, incubator, and/or community spaces that could be utilized by local and entrepreneurial business people and non-profits, including social benefit organizations working to improve health and well being (see Figure 19).

▶ **Offer sufficient parking for commuters and minimize parking impacts on surrounding communities.**

Residents of the community do not want the combination of project and commuter parking to spill into the surrounding neighborhoods. They want the project to address commuter needs and offer adequate parking appropriate for the proposed Joint Development uses.

▶ **Encourage and provide opportunities for ongoing community input in the Joint Development process and proposed project.**

Stakeholders want to ensure their ongoing participation including opportunities for review and comment throughout the Joint Development process. They want project proponents to engage in continued outreach efforts to create project transparency that ensures community understanding at all project phases, thereby furthering the realization of the community's project vision.

A successful Joint Development project will be evaluated, in part, on its ability to accommodate the above themes through careful programming and design strategies. A successful project and development team will further promote the broadest range of community objectives that have been expressed throughout the outreach process. These include recognition that new transit-oriented development in the Crenshaw district will create increased opportunities, linkages, and facilities for walking, biking, and healthier lifestyles. New development can respond to the need for housing and jobs for all existing residents and build upon the strengths of the local community, businesses, institutions, and culture. Most importantly, a successful project is as much about place-keeping for the existing community and local culture as it is about place making that all users enjoy.



Figure 19
Platform, a transit oriented development in Culver City adjacent to the Expo Line, is a carefully curated retail experience with restaurant and creative office space.

Photo by Ricardo DeAratanha, Los Angeles Times

IV. Joint Development Sites Regulatory and Policy Framework

Metro, Los Angeles County, and City of Los Angeles policies and plans will shape the Joint Development project proposal and implementation. The following key policies and plans are noted below and should be carefully reviewed and utilized as part of the Joint Development process.

1. METRO'S JOINT DEVELOPMENT POLICY

Metro's Joint Development Policy (Policy), updated in February of 2016, guides Metro's property asset development activities and projects. The Policy establishes the framework by which Metro prioritizes and approves Opportunity Site proposals and reviews and implements these projects.

A key objective of the Policy is to realize transit-oriented projects that increase transit ridership. At the same time Metro seeks to appropriately fit projects that it sponsors within existing communities. Metro seeks to do this by optimizing community engagement, both by Metro and the selected development team, and realizing projects that reflect and support community needs and desires.

Metro's Joint Development program also seeks to **facilitate construction of affordable housing units** such that 35% of the total housing units in the Metro Joint Development portfolio are affordable for residents earning 60% or less of the Area Median Income (AMI) as defined by the California Tax Credit Allocation Committee (TCAC). Regardless of the project type that is proposed and implemented, Metro is committed to pursuing high-quality design that enhances the surrounding community and creates inviting spaces and places around Metro facilities.

Metro's Joint Development financial policies emphasize risk minimization and maximizing revenue through ground lease payments, which is the preferred transaction structure as opposed to fee disposition. Metro does not contribute funding to Joint Development projects, though the Joint Development Policy does allow for partial land discounting below fair market value in order to support affordable housing. Developers are encouraged to obtain capital or in-lieu contributions from other public agencies to create greater community economic benefit.

Joint Development proposals are evaluated based on their support of Metro's Joint Development policies. Proposers should fully examine

the Metro Joint Development Program: Policies and Process (see media.metro.net/projects_studies/joint_development/images/JDP_Policy_0225_2016.pdf) and to the maximum extent feasible conform to the objectives, goals, and policies of this program.

In addition to the Metro Joint Development Policy, additional County policies and requirements may apply as more specifically described in the RFP.

2. WEST ADAMS – BALDWIN HILLS – LEIMERT COMMUNITY PLAN

The existing West Adams–Baldwin Hills–Leimert Community Plan (Community Plan) was last updated and adopted in 1997 and is the City of Los Angeles policy document defining the means by which the City guides land use and economic development decision-making at the Joint Development Opportunity Sites and in the surrounding community. Interestingly, twenty years ago, when this plan was adopted, a key objective was to maximize “...the development opportunities of the future rail transit system while minimizing adverse impacts”.

The existing general land use designation for the Opportunity Sites is commercial, typically allowing for development of commercial, residential, institutional, and mixed-uses with restrictions on industrial and manufacturing uses. The sites immediately to the east and south of the Opportunity Sites are also designated as commercial sites. However, to the immediate west of Site A, the land use changes to lower density, multiple-family uses, requiring a transition in intensity of uses and design along this interface.

The existing intensity of uses on the Opportunity Sites are controlled by a height district designation that generally limits density and height to reflect the existing one, two, and three story surroundings. Within the vicinity of the station area these designations are evolving through a community plan update process. An update to the Community Plan is being prepared by the City of Los Angeles Department of City Planning (LADCP), and is in the final stages of adoption. The Community Plan, a component of the Land Use Element of the Los Angeles General Plan, includes updated goals, objectives and overarching standards and guidelines for the community’s future growth and improvement. These include density increases and a 15’ over-existing-standards height increase within the Crenshaw/Expo Transit Oriented District, which is inclusive of the Opportunity Sites. Proposers should consider the Community Plan when developing their concepts.



Figure 20
The Crenshaw Corridor Specific Plan is the primary guiding document for the Joint Development Opportunity Sites.

3. CRENSHAW CORRIDOR SPECIFIC PLAN AND CITY OF LOS ANGELES ZONING

The existing Crenshaw Corridor Specific Plan (Specific Plan), in coordination with City of Los Angeles zoning requirements, implements the goals, objectives, and provisions of the Community Plan along the length of the Crenshaw Boulevard corridor. The Specific Plan was first adopted in 2004 and refines zoning criteria last updated in 2000. An amendment to update the Specific Plan is being prepared by LADCP and is in the final stages of adoption (see Figure 20). The amended Specific Plan affirmatively addresses the opportunities associated with new transit infrastructure along the Crenshaw Corridor as well as community desires to ensure that the Specific Plan addresses walkability, conservation of cultural and historic resources, and revitalization of historic Leimert Park Village.

Within the designated Crenshaw/Expo Transit Oriented Development Area (Subarea A), which includes the Opportunity Sites, the amended plan provides for upward adjustments of density and height (see Figure 21). Density at the two sites is generally increased from a FAR of 1.5:1.0 to a FAR of 3.0:1.0 for mixed-use projects with a residential component. General height allowances are raised from 45' to 75'. With the provision of fully subterranean parking, FAR may be further increased one foot for each foot of parking placed below grade to a maximum of an additional 1.0:1.0 FAR. In this last regard, project proponents should take into consideration that the historic high mark of the water table is located approximately 20' deep and has been noted as shallower on adjoining properties.

To ensure that a new project on Site A better relates to its multi-family residential neighbors along Victoria Avenue, maximum development heights are limited along this frontage to 30' for the first 50' of project lot depth. The amended Specific Plan also includes additional provisions for the design of signs, limitations of free-standing fast food establishments, additional limitations on off-site alcohol sales, and limitations on automobile uses.

A key provision of the amended Specific Plan is a 50% reduction of parking requirements within the boundaries of a transit-oriented development area, i.e. Subarea A. The parking provisions of this plan also note that the maximum parking permitted for proposed uses in this subarea may not exceed 90% of what is otherwise allowed by City of Los Angeles zoning.

Preliminary analysis of the two sites indicates that an approximate 215,000 square foot project could be realized on Site A and an approximate 230,000 square foot project developed on Site B assuming a 3.0:1.0 FAR (see Figure 22). These densities could be

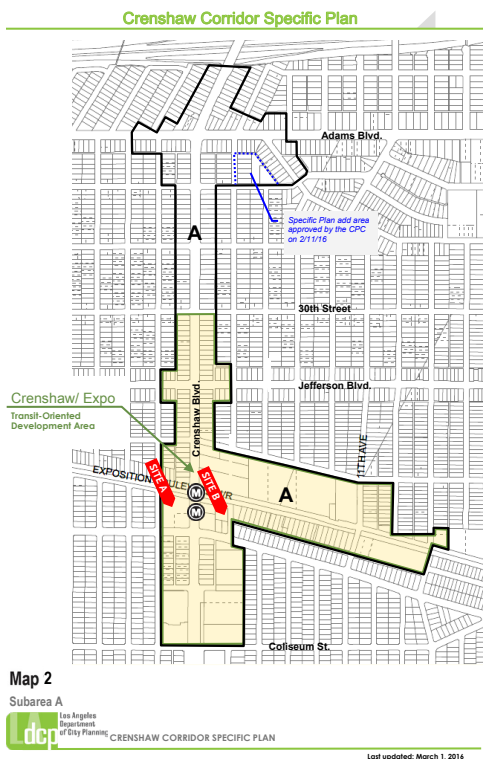


Figure 21
Transit-Oriented Development Area, Subarea A per the Draft Crenshaw Corridor Specific Plan which is pending City Council adoption.

DEVELOPMENT GUIDELINES - EXPO/CRENSHAW STATION

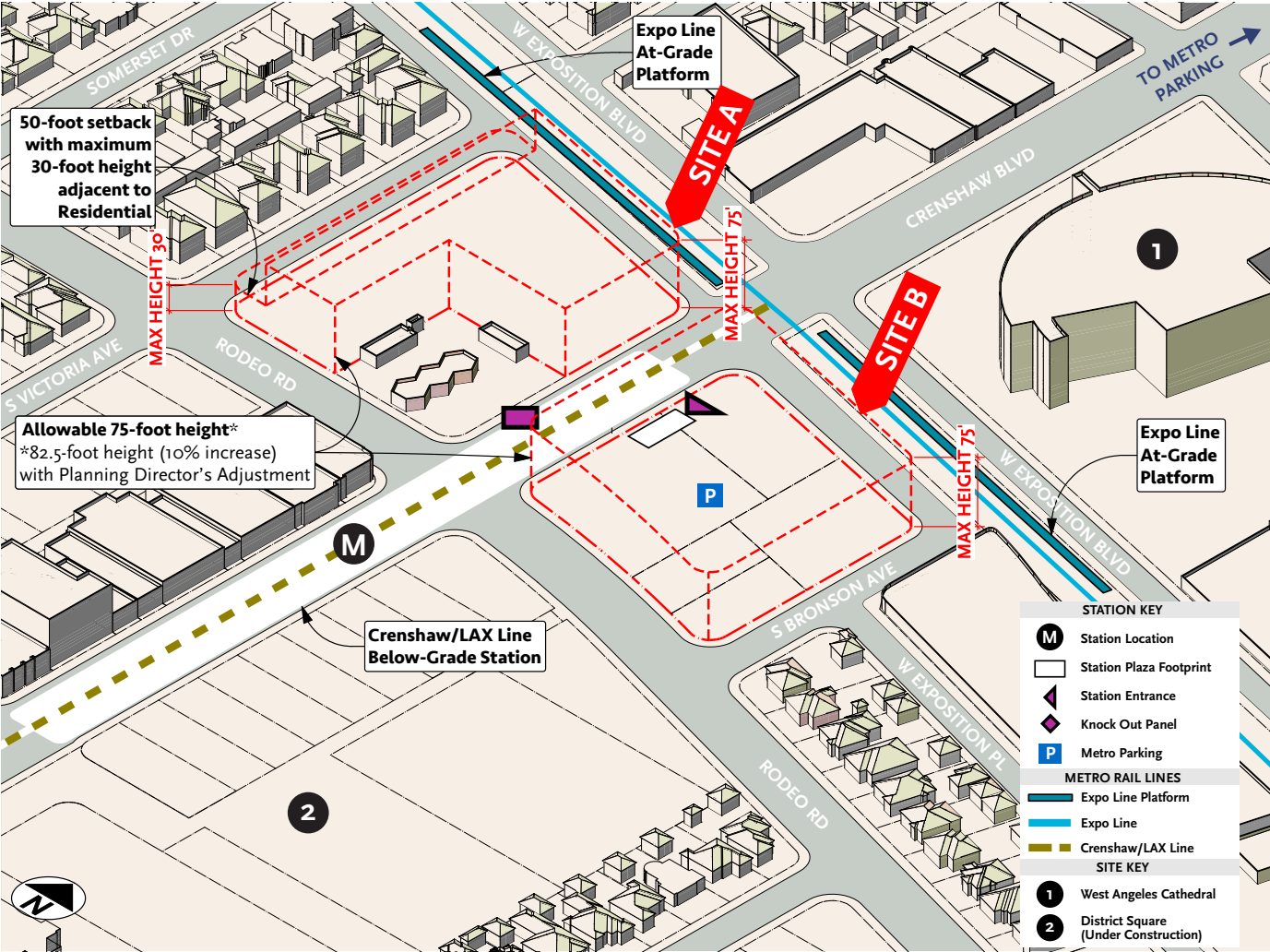


Figure 22 Allowable Building Area Diagram per the Draft Crenshaw Corridor Specific Plan which is pending City Council adoption.

increased up to an additional 1.0:1.0 FAR with the provision of underground parking. Projects could also include additional affordable housing units through the utilization of the City's affordable housing density bonus (see City of Los Angeles Zoning Code Section 12.22 A.25, Affordable Housing Incentives – Density Bonus). Additionally, there may be potential to vacate and utilize existing right-of-way and any associated FAR along West Exposition Boulevard and Exposition Place immediately north of the Opportunity Sites as further discussed in Section V.1.c. This preliminary analysis should be carefully reviewed by project proponents to ensure that a proposed project addresses City of Los Angeles planning requirements including those of the amended Specific Plan.

Given the overlapping plan requirements – Community Plan, zoning, Amended Specific Plan – and complexity, the prevailing requirements of all of these documents should be carefully reviewed, City of Los Angeles planning staff consulted, and adopted regulations closely adhered to when developing a project concept for the Opportunity Sites.

4. CRENSHAW BOULEVARD STREETScape PLAN

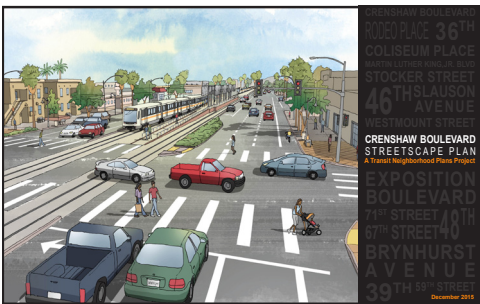


Figure 23
Crenshaw Boulevard Streetscape Plan

The Crenshaw Boulevard Streetscape Plan: A Transit Neighborhood Plans Project (Streetscape Plan) is being prepared by LADCP and is anticipated to be adopted in Summer 2016 (see Figure 23). This plan complements the Specific Plan (see Section IV.3 above) and provides for streetscape improvements in the public right-of-way that enhance the walkability, sustainability, identity, and transit-friendliness of Crenshaw Boulevard. Importantly, the Streetscape Plan establishes the criteria for a “complete, multi-modal street that reflects the proposed Metro Crenshaw LAX Line Light rail Transit (LRT) project”. Upon adoption, new construction, such as may be proposed at the Joint Development Opportunity Sites, will be required to meet and implement the requirements of the Streetscape Plan.

The Catalina Ironwood is the unifying tree throughout the corridor. To create a sense of district identity specific to this portion of the corridor, proposed improvements include the planting of Sycamore trees at the sidewalk curb. In open spaces and plazas, as well as within rights-of-way where space permits, Tipuana Tipu trees are suggested as accent trees. Pedestrian-scale street lights are proposed as well as standardized specifications for bus shelters, trash receptacles, benches and bike racks. While Metro may be providing some of these improvements and requirements as part of their construction of the light-rail line and station portal and plaza at the Expo/Crenshaw Station, this plan should be carefully consulted so that all required elements are incorporated into the proposed Joint Development project.

5. OTHER KEY METRO POLICIES

a. **Metro Complete Streets Policy**

Complete streets are streets that provide safe, comfortable, and convenient travel along and across thoroughfares through a comprehensive, integrated transportation network that serves all users, including pedestrians, users and operators of public transit, bicyclists, persons with disabilities, seniors, children, motorists, users of green modes including rideshare, transit, and clean fueled vehicles, and movers of commercial goods. Metro adopted a complete streets policy in October 2014 to identify opportunities and actions that support local complete street integration (see Figure 24). This policy (see media.metro.net/projects_studies/sustainability/images/policy_completestreets_2014-10.pdf) should be reviewed and referred to when developing a project concept. Projects that incorporate complete street components and integration may be prioritized.

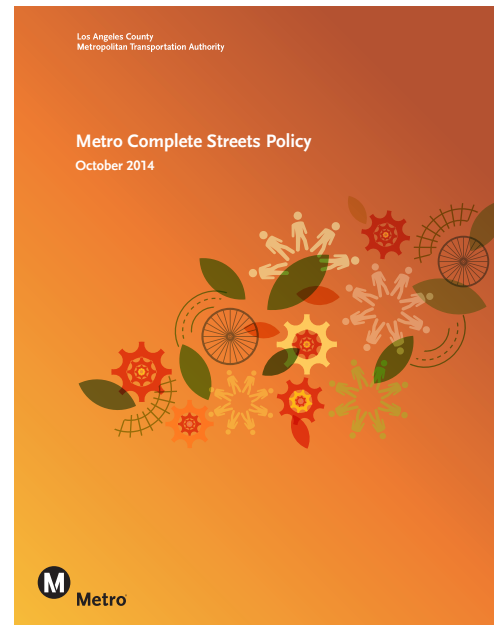


Figure 24
Metro Complete Streets Policy

b. **Metro First Last Mile Strategic Plan**

The Joint Development Opportunity Sites are subject to Metro’s First Last Mile Strategic Plan, which presents planning and design guidelines to improve the connections to station stops from origins and destinations within three miles of the station (see media.metro.net/docs/First_Last_Mile_Strategic_Plan.pdf). The plan introduces a “pathway” concept that provides planning criteria for the layout of transit access networks and components within Metro station areas (see Figure 25).

Pathway connectivity enhances transit transfers, increases user safety, offers information and wayfinding signage, and provides accommodations such as lockers or car share that facilitate and expand transit use, an important factor at a station such as Expo/Crenshaw which integrates two light rail lines, bus routes, and parking. This policy should be reviewed and its principles incorporated into a project concept. Projects that utilize first last mile strategies to shape the program and design may be prioritized.

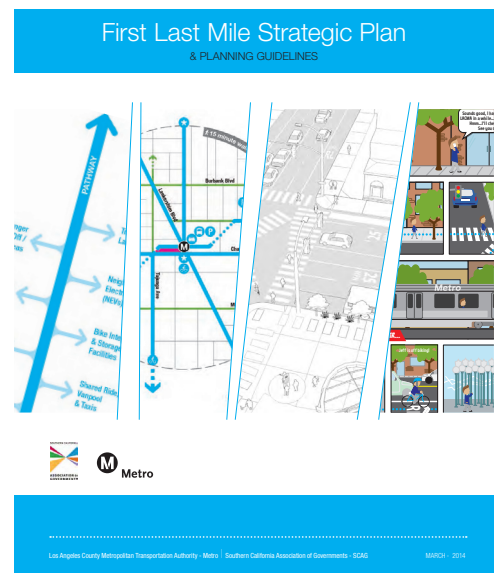
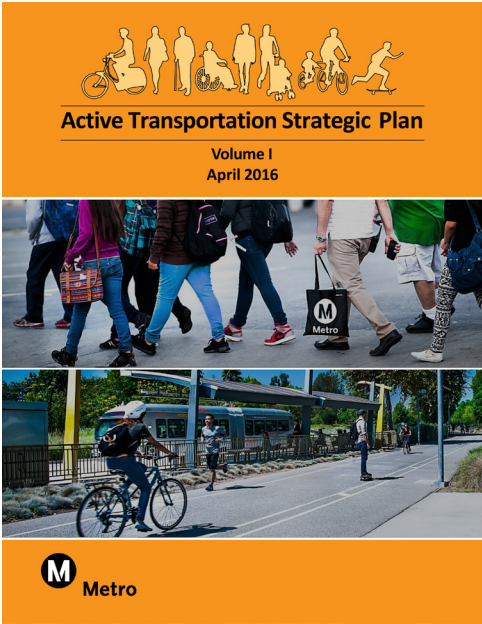


Figure 25
Metro First Last Mile Strategic Plan

c. **Metro Active Transportation Plan**

Metro’s Active Transportation Plan adopted in May 2016 focuses on enhancing access to stations and developing a regional network for people who choose to take transit, walk, and/or bike (see <https://www.metro.net/projects/active-transportation-strategic-plan/>). This policy builds and expands



upon Metro’s Complete Streets Policy and First Last Mile Strategic Plan (see Figure 26).

While much of the Active Transportation Plan is devoted to enhancing the regional active transportation network through cooperation between Metro and local agencies, focused policies do address destinations and station stops. These include policies that encourage implementation of easy to achieve improvements that enhance use of Metro’s system for all users such as landscaping with tree shade, introduction of street furniture and lighting, and other improvements to open spaces adjacent to Metro platforms, portals, and plazas. This policy should be reviewed and its principles incorporated into a project concept. Projects that incorporate in their design active transportation components may be prioritized.

Figure 26
Metro Active Transportation Strategic Plan

V. Transit Facilities and Accommodations

1. THE CRENSHAW/LAX LIGHT-RAIL LINE IMPROVEMENTS

The Metro Joint Development opportunity consists of two sites; one site is located to the west of Crenshaw Boulevard (Site A) and one to the east (Site B). Both sites straddle an approximate 800' long subterranean station box running beneath Crenshaw Boulevard and can accommodate improvements associated with improved transit functionality and connectivity.

The under-construction Expo/Crenshaw Station and associated transit improvements such as the transit plaza on Site B must be maintained as an entrance to the Station. However, a developer may build over the portal to facilitate utilization of the full development allowances provided by the City of Los Angeles as subject to Metro design criteria, approval, and review. Existing vent shafts, emergency exits, and other similar station facilities as depicted in Figure 27 shall remain intact and future development shall not impair or hinder their functionality or structural integrity. With Metro's approval, such facilities may be modified; however, no loss of functionality or structural compromise shall occur, and the costs of such modifications will not be borne by Metro.

- a. **Site A Opportunity Site Transit and Mobility Improvements**
Site A adjoins the underground Expo/Crenshaw Station box along its eastern frontage (see Figure 27). As part of the light-rail construction project, Metro is building improvements along the Opportunity Site Crenshaw Boulevard frontage including widened sidewalks, new street trees, and street lighting. A bus turnout is being constructed at the north end of the block (see Figure 27). To ensure long-term connectivity and safe transit patron movements from the station to the surrounding area, including direct connection between the Crenshaw/LAX Line and the eastbound platform of the Expo Line, a western "knockout" panel is being provided at the station mezzanine level, approximately 110 feet north of the intersection of Crenshaw Boulevard with Rodeo Road.

Joint Development concepts for Site A shall accommodate an additional access portal to the station mezzanine and light-rail platform below. The second transit access point and accompanying improvements such as a second portal and canopy, plaza, bicycle facilities, and landscape should be fully integrated into the proposed development. The activation of

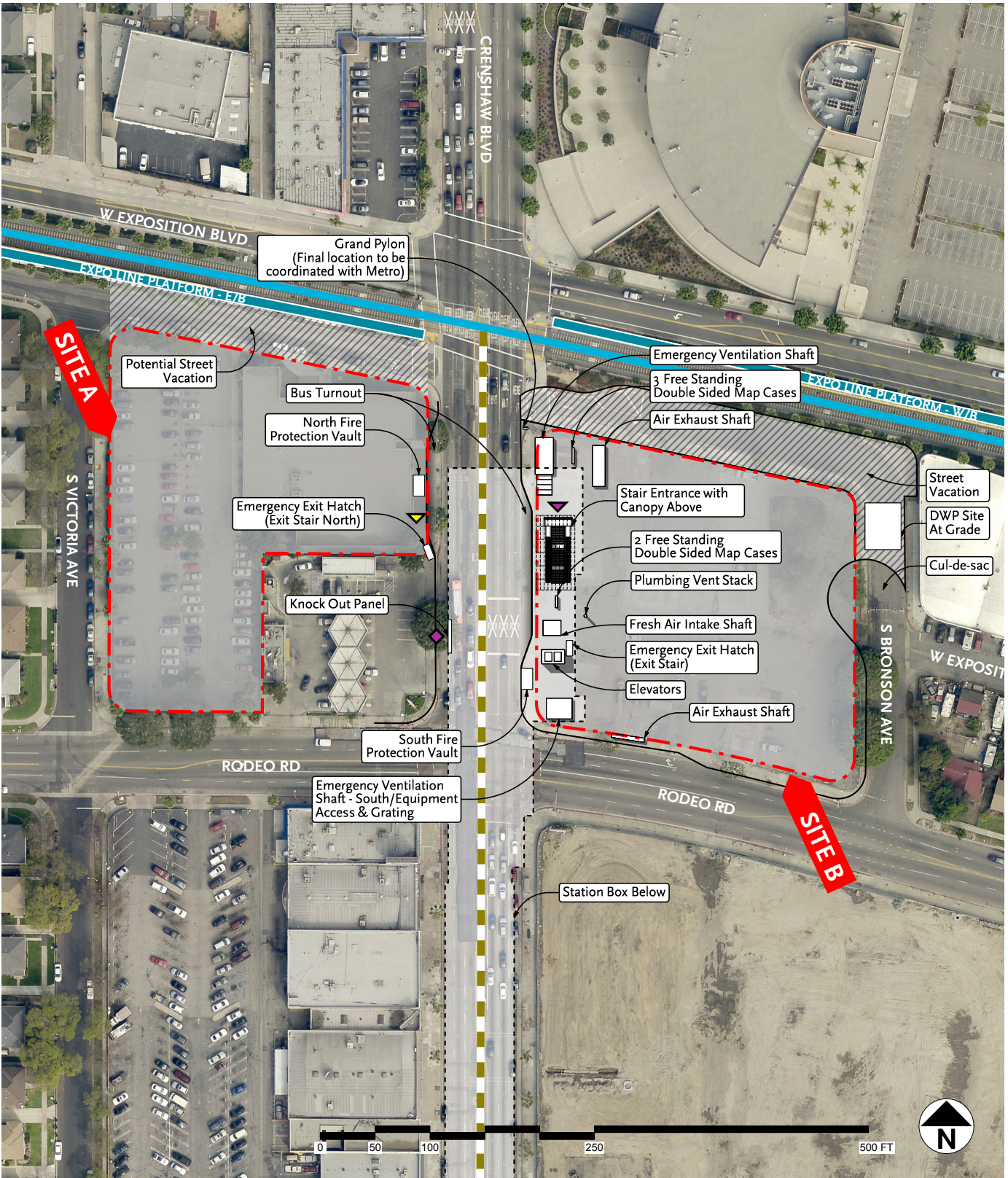


Figure 27
Site Transit and Mobility Improvements

this knockout panel and implementation of the second station entrance will enhance the identity of the station area and facilitate safe transfers between transit lines and transit modes including pedestrian movements under Crenshaw Boulevard. This provides an additional opportunity to provide activated open space opportunities, which is a community priority.

Project proposals shall not preclude the ability to construct the secondary entrance at Site A which shall include, at minimum, one escalator, one stair, one elevator, and associated signage and wayfinding including mapcases at street level. Potential configurations include a straight run north-south vertical circulation alignment (see Figure 28), similar to the proposed station entry at Site B, or an east-west switch back configuration (see Figure 29). The inclusion of a secondary entrance would eliminate the need for an emergency exit stair/hatch currently proposed on the west side of Crenshaw Boulevard.

If included as part of an open-air transit plaza, a canopy similar to that which is depicted on Site B in Figure 30 will be required, consistent with Metro's system wide station design standards. The portal may be developed over with a minimum clearance height of 20' subject to Metro review and approval to ensure the integrity of the transit infrastructure and station operations is not compromised. Note, the potential Site A entry configuration concepts are provided for initial planning purposes and will require further design development and engineering and close coordination with future development plans for Site A.

b. Site B Opportunity Site Transit and Mobility Improvements

Site B incorporates the initial transit plaza and portal that will serve the Crenshaw/LAX Line (see Figure 27). This plaza is oriented north to south along the Crenshaw Boulevard frontage from Exposition Place to Rodeo Road and has a depth perpendicular to Crenshaw Boulevard of approximately 50'. Within this area Metro will provide transit improvements including a steel and glass entrance canopy that covers two public escalators and stairs leading to the below-grade station mezzanine level. Other plaza elements include two elevators, at-grade wayfinding elements such as map cases and an identity pylon, enhanced paving, landscape, shafts for ventilation, and access to underground equipment and in-pavement emergency exit hatches. A bus turnout and stop is carved into the Crenshaw curbside and placed in front of the portal canopy, establishing a clear link for patrons connecting between bus and rail.

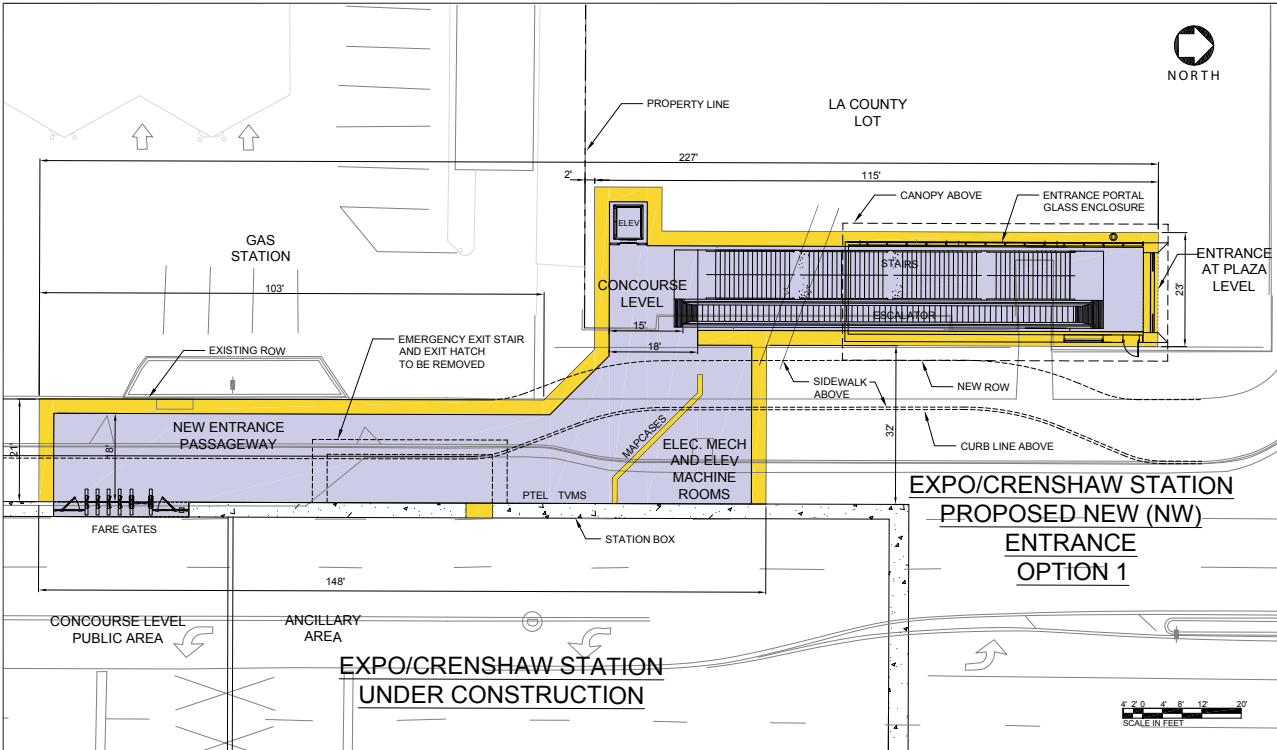


Figure 28
Option 1 Expo/Crenshaw Station proposed entrance.

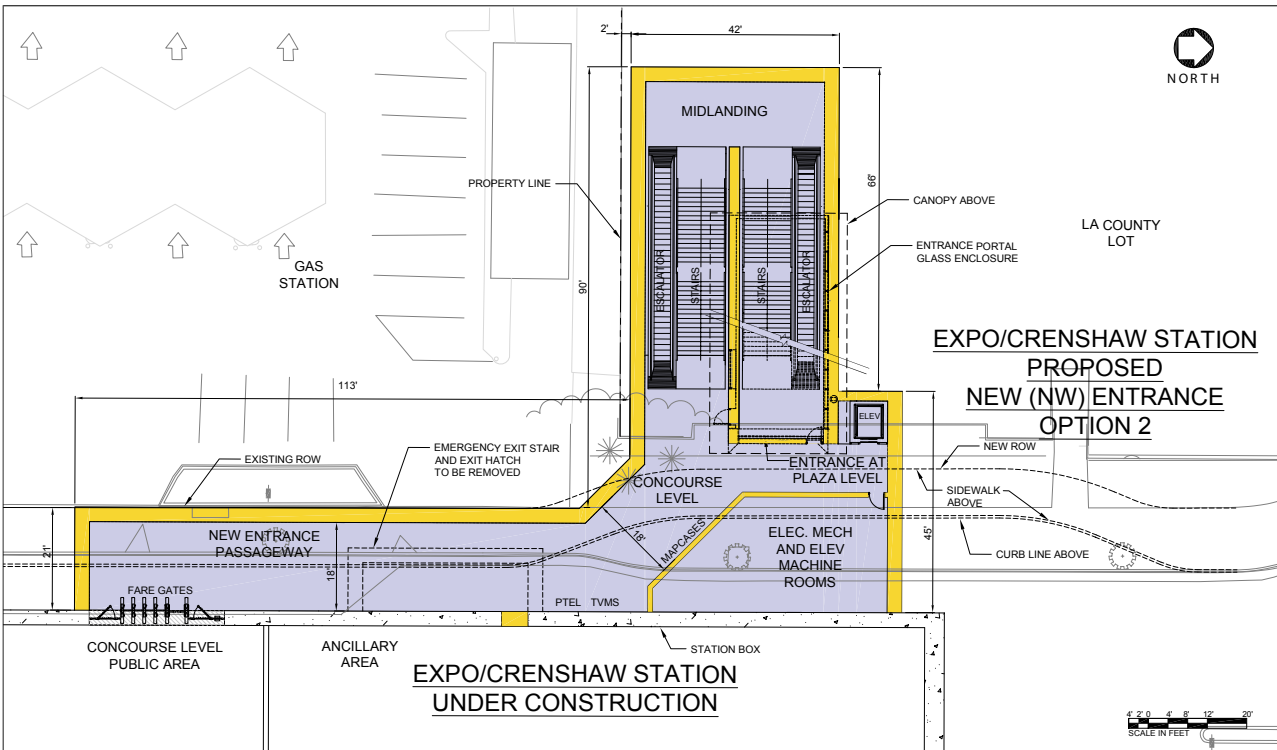


Figure 29
Option 2 Expo/Crenshaw Station proposed entrance.

The Crenshaw/LAX Transit Project scope includes the provision of 110 park-and-ride spaces at the Expo/Crenshaw Station. These spaces were originally planned to be accommodated in a surface parking lot at Site B, though Metro is currently exploring relocating the spaces to a nearby location within easy walking distance to the two Metro light-rail stations at Expo/Crenshaw to allow for higher and better uses at Site B. However, the development on Site B will still need to accommodate a minimum of 10 spaces of park-and-ride stalls on site, the cost of which shall be borne by the developer. The spaces shall be publicly accessible and segregated from development-related parking.

c. Street Vacation Consideration

The West Exposition Boulevard and Exposition Place frontage on the north side of Sites A and B, respectively, separate these lots from the Expo Line right-of-way. Vacating these streets will allow for safer pedestrian connections between the Crenshaw/LAX station portal(s) and the Expo Line east- and west-bound platforms, which are located on either side of Crenshaw Boulevard. The Crenshaw/LAX Transit Project is securing a street vacation for the portion of Exposition Place north of Site B between Crenshaw Boulevard and S. Bronson Avenue. There is also the potential to vacate and utilize the portion of West Exposition Boulevard north of Site A between Crenshaw Boulevard and S. Victoria Avenue (see Figure 27). Metro has held exploratory conversations with the City of Los Angeles and is initiating the street vacation process. While vacating these existing rights-of-way may increase the developable square footage of the adjacent Opportunity Sites, these zones should be preserved as open space and explored as an opportunity to be programmed with project and community amenities.

d. Wireless Facility Room Accommodation

Metro has contracted with a third-party to provide wireless telecommunication capabilities to allow riders to access wireless voice, data and video transmission services underground throughout the Metro system. The future Crenshaw/LAX Transit Project includes three underground stations and two additional underground tunnel sections that will need to be supported. To provide this service, it is necessary to install a neutral Distributed Antenna System (DAS) system as well as each individual wireless carriers' equipment in a centralized location or Base Station Hub/Hotel. The Metro-owned property at Opportunity Site B has been identified as a potential host site. Development proposals



Figure 30
Rendering of proposed transit improvements at Site B (view looking northeast). Surface parking lot shown will be replaced by the Joint Development opportunity.

shall accommodate a Base Station Hub/Hotel on the Metro property at this site that meets the following specifications:

- ▶ The Station Hub/Hotel shall be located above ground; it may be within an above-grade parking structure
- ▶ The location of the Station Hub/Hotel shall be located relatively proximity to the entrance to the underground station for fiber access to the station box to connect to the equipment inside the station (does not need Crenshaw Boulevard frontage; may be tucked behind development)
- ▶ The Station Hub/Hotel shall provide approximately 800 square feet of usable space. If a stand-alone building (i.e. communication shelter), then 1000 square feet of construction footage shall be provided to account for the building, the emergency generator to back up air conditioning units, and the transformer to step down power (400A at 480V)
- ▶ The Station Hub/Hotel shall be provided with minimum 10 foot clear ceiling heights
- ▶ The Station Hub/Hotel shall be engineered to accommodate a minimum live load of 250 psf
- ▶ A minimum 3' by 7' door shall be provided for equipment access

VII. Development and Design Considerations and Guidelines

Joint Development Opportunity Site proposals will be evaluated, in part, on their compliance with the development and design considerations and guidelines of this section. While a project is not required to meet all of the guidelines and considerations, a project that complies with all or most of the design guidelines may be given priority.

1. UTILIZE EXISTING COMMUNITY PLANS

The primary document providing a framework for development of both Site A and Site B Joint Development sites is the City of Los Angeles amended Crenshaw Corridor Specific Plan (Specific Plan). This document should be closely adhered to when developing a Joint Development concept and design.



Figure 31
Community members voted for 12 different potential uses based on feedback from a series of small roundtable discussions with local stakeholders.

2. ALLOWABLE USES GUIDELINE

Allowable uses on the Opportunity Sites include a range of retail, commercial, and residential uses. In this regard the use standards of the Specific Plan should be followed (see Section IV.3 above). At the same time, as project proponents develop programs, they should closely consider the aspirations of the community as defined in the Vision section of this document (see Section III.2, “General Stakeholder Vision” above, and Figure 31) and in the attached “Community Outreach Process Summary” (Appendix A).

3. DEVELOPMENT INTENSITY CONSIDERATION

Metro is seeking a Joint Development project that provides for intensity and vitality of uses and supports and facilitates transit use and the safety of community members and transit patrons. A preferred use will fully utilize, while respecting, the mixed-use planning allowances provided by the amended Crenshaw Corridor Specific Plan.



Figure 32
Platform, the transit oriented retail center in Culver City, utilizes signage and a varied skyline to face both the street and the raised Expo Line.

Photo by Ricardo DeAratnha, Los Angeles Times

4. HEIGHT ALLOWANCE GUIDELINE

The Specific Plan provides for a maximum height of 75'. Additionally, the Specific Plan provides for a transition from higher heights to lower heights along the length of Victoria Avenue to relate new development to the height, scale, and texture of this traditional multi-family

residential street. Height considerations also include the design of a varied skyline expression to reduce the sense of project bulk and scale (see Figure 32). The Specific Plan allows for and encourages skyline expression including the use of uninhabited architectural features such as towers to create identity and design contrast. These height allowances and parameters should be followed to ensure the realization of a compatible community-oriented project.

5. VILLAGE SCALE GUIDELINE

The Joint Development design should incorporate distinct human-scale massing and elements that create a variety of forms, scales, and open space types that reduce any sense of overarching bulk or excess mass. The project design should learn from, refer to, utilize, and transition to the surrounding neighborhood residential scale to create a sense of fit between the Joint Development project and the surrounds, including along the Victoria Avenue and Bronson Avenue interfaces. An overall village sensibility should be emphasized with human-scale components such as shop-fronts, building entrances, a sense of shade and shadow, and breaks in plane and mass occurring along sidewalks and pathways, as well as identifiable architectural components that combine to create a whole design visible as both parts and whole to people from medium as well as further distances (see Figure 33).



Figure 33
Larchmont Village in Los Angeles was referenced consistently by stakeholders and residents as a quintessential example of village scale, and high quality retail.

Photo by Sony Holland

6. PROJECT ORIENTATION GUIDELINE

The Opportunity Sites should affirmatively face and create a sense of activity and oversight along the major public rights-of-way. Active uses, programs, and architectural components such as entrances and storefronts should open onto transit improvements such as transit plazas (see Figure 34). New transit improvements proposed on Site A should be integral to creating a sense of entry to the light-rail station, and promote activity and identity at this location. The Joint Development project should also create a positive interface with sidewalks, uses, and entries facing Victoria Avenue and Bronson Avenue. While all projects have ingress and egress and service requirements, these should be designed to be minimal, unobtrusive, integrated with the overall architectural and open space character, and accessed to the maximum extent feasible from the following locales.

- ▶ Site A - Vehicular access to the site and service areas should be located to the maximum extent feasible from Rodeo Road. As needed, additional vehicular access and service points may be located along Victoria Avenue. However, any vehicular and or service adjacency to Victoria Avenue shall lead to service areas



Figure 34
Fruitvale Village is a mixed-use transit oriented development adjacent to the BART Station in the East Bay. The building is oriented to and faces a pedestrian plaza which hosts farmer's markets and events.

Photo by youthvoices.net

that are internal to the site and screened from view with architectural treatments that match the overall design quality of the project, and designed to minimize visual and noise impacts on adjacent residential uses.

- ▶ Site B – Vehicular access to the site and service areas should be located off of Rodeo Road or Bronson Avenue and balance traffic circulation needs with sensitivity to adjacent single family homes to the east. Service areas should be internal to the site and screened from view with architectural treatments that match the overall design quality of the project, and designed to minimize visual and noise impacts on adjacent residential uses.

7. SETBACKS GUIDELINE



Figure 35
Broadway Housing in Santa Monica makes use of setbacks to create open space and circulation.

Photo by Iwan Baan

In general, projects should provide varied setbacks about the perimeter of the Opportunity Sites. Varied setbacks provide opportunities for the provision of at-grade landscape, small plazas for outdoor dining and cafes, open spaces (see Figure 35), sidewalk retail with shop fronts at the back of sidewalk, as well as select widened sidewalks that facilitate connectivity between in-place and proposed transit improvements and pathways.

Along Victoria Street, consideration should be given to providing a landscaped setback that is similar in depth to those seen at the multi-family residences on the opposite side of the street. This street, lined with mature Jacaranda trees, has a sense of quietude and familial grace that the new project needs to address and relate to with regards to landscape, scale, and use.

8. TRANSIT ACCESS GUIDELINE



Figure 36
Transit plaza of Del Mar Station Transit Village, located at the southern edge of downtown Pasadena, along the Gold Line.

Photo by Moule & Polyzoides

Joint Development projects should prioritize the provision of additional connections to the Expo/Crenshaw below-grade station, particularly through the provision of a second transit access component on Site A associated with the western knockout panel. Projects at this site should anticipate provision of additional open space, landscape, portal canopy, and signage that facilitates transit patron movement from Site A to the underground station.

Additionally, project design should consider the location of bus stops and entrances to the Expo Line at the intersection of Crenshaw Boulevard. The proposed projects right-of-way considerations should include enhancement to the bus stop zones and intermodal connectivity enhancements including landscaping, street furniture,

lighting and other pedestrian-scaled improvements. Additionally, signage and wayfinding between transit modes as well as to key local destinations and community amenities is encouraged in coordination with Metro.

Anticipation of additional active transportation connectivity through the design of pathways across the Opportunity Sites, provision of areas for bike facilities, heightened pedestrian-oriented lighting levels, and clear and safe pathway linkages between parking and transit portals and facilities should be integral to the design and development of the proposed project (see Figure 36).

9. ARCHITECTURAL CHARACTER CONSIDERATIONS

High-quality and enduring project design and character are an essential component of a successful Joint Development project. An architecturally successful design should incorporate details that create a sense of interest to the pedestrian as well as the viewer from afar. Particular attention should be focused on creating building fronts and facades at the ground level that have a sense of human-scale, intricacy, and texture that enhance pedestrian transit user interest. Designs should utilize high-quality materials that will endure and maintain their appearance (see Figure 37).

Building design character, elements, and components should be implemented at all portions of the project, i.e. 360° architecture, also establish both a sense of place by relating to the climate and light conditions of the district, as well as a sense of cultural continuity through incorporation of existing community narratives as described in these Development Guidelines. While a specific style of architecture is not required, design teams should carefully examine the landmark architecture in the community, its style, scale, and sensibility, and be able to address how new architecture builds upon the lessons of older designs. This includes consideration and mutually compatible design with the existing West Angeles Cathedral to the north of Site B and the District Square project proposed to the south. Innovative design is also encouraged, and the broadest definition of sustainable and resilient design recommended.

The use of chain and/or brand architecture related to national commercial and credit enterprises, or an architectural scheme reliant upon changing out storefronts with chain and brand architecture is strongly discouraged at both the individual storefront scale as well as the overall project scale. In this regard signage and signage programs should be carefully considered and fully described and integrated within the project design program, oriented both to the pedestrian, transit user, as well as passing vehicles, and be integral to the



Figure 37
Residential transition at Mission Meridian Village, a transit oriented development along the Gold Line in Pasadena.

Photo by Moule & Polyzoides

architecture of the project. This project should establish a sense of specific identity and place through architecture and landscape that is first and foremost unique to this community.

10. ON-SITE OPEN SPACE AND LANDSCAPING GUIDELINE



Figure 38
9,000 square foot green roof at Central Avenue
Constituent Services Center in Los Angeles, California.
Photo by Genaro Molina, LA Times

Well-landscaped areas utilizing drought-tolerant plant materials and enhanced hardscape, well-appointed open spaces including additional transit amenities such as plazas and pathways that provide access between the Crenshaw/LAX Line portal(s) and the Expo Line platforms are encouraged to both facilitate connections but also encourage transit patrons to engage with the surrounding development and commercial offerings. Other outdoor amenities such as pathways that cross the Opportunity Sites and rooftop terraces should be considered to distinguish the design of a proposed project (see Figure 38).

11. STREETScape DESIGN STANDARDS

The streetscape design standards and guidelines of the Draft Crenshaw Boulevard Streetscape Plan (see Section IV.4 above) should serve as a guide for the implementation of both off-site as well as on-site sidewalk, pathway, and street improvements (see Figure 39). Projects will be required to implement the improvements noted in this plan and designs should incorporate the plan elements to enhance the sense of connection and continuity between the streetscape and on-site open space and curb-facing architectural elements.

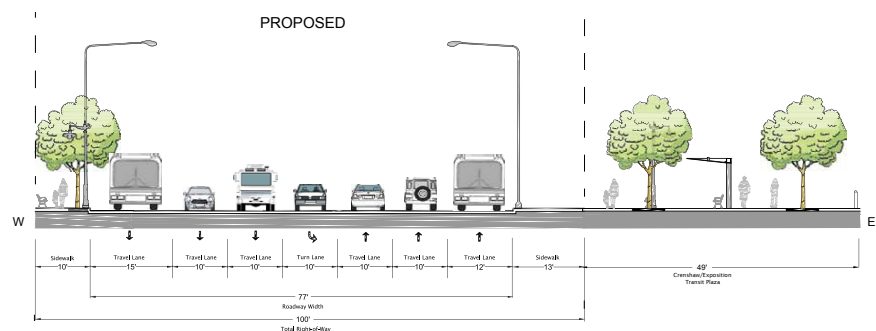


Figure 39
Proposed cross section of Crenshaw Boulevard per Crenshaw Boulevard Streetscape Plan.
Image from Crenshaw Boulevard Streetscape Plan

12. PUBLIC ART CONSIDERATIONS

Metro's public art program and arts programming enhances the customer experience with innovative visual and performing arts that

encourages ridership and connect people, sites and neighborhoods throughout Los Angeles County (see Figure 40). A diverse range of site-specific artworks are integrated into the growing Metro system, improving the quality of transit environments, creating a sense of place, and strengthening ties with the communities Metro serves. From photography installations to onboard posters, art tours, and live performances, Metro’s multi-faceted art programs add vibrancy and engage people throughout Los Angeles County.

Public art or arts programming is an opportunity to introduce visual and physical enhancement(s) to the Opportunity Sites that enhances the project quality, making people and transit users more aware of their cultural, historical, social, and/or environmental surroundings and place. Metro encourages respondents to include an Art Plan for a permanent public art component or cultural facility as an integral part of the development. Artist or cultural facility participation on the design team through implementation of a site-specific arts program is encouraged from the outset of architectural design to ensure full integration into the project.

As the Joint Development project evolves, Metro Art will review will review the Art Plan in the schematic and final design stages to ensure that it is a result of a collaborative effort, is in a publicly accessible location, and contributes to the project as a whole.

As it may apply to the Joint Development opportunity, the City of Los Angeles Department of Cultural Affairs (DCA) requires that each owner of an eligible private development project, valued at \$500,000 or more, pay an arts fee based on the square footage of office, retail, manufacturing, and hotel space in a building or one-percent of the project’s Building and Safety permit valuation, whichever is lower.

Project applicants should consult with both Metro Art and the DCA to determine arts fee compliance requirements and options for public art or cultural facility integration as related to the Joint Development opportunity.

13. SAFETY AND SECURITY THROUGH DESIGN CONSIDERATIONS

The safe use of transit and associated facilities is of paramount interest to Metro. A Joint Development project at a Metro station site should enhance transit patron’s sense of well-being by utilizing passive and active strategies to enhance individual safety and security. Strategies, including utilization of Crime Prevention Through Environmental Design (CPTED) approaches, should be used during the design of the Joint Development project to enhance project and user safety. At the same time project proponents should incorporate



Figure 40
Universal Delights, 2010
 STEPHEN JOHNSON, Artist
 Commissioned by Metro Art, Universal City Station

The 58-foot long mosaic mural commemorates the birthplace of the film and television industry with abstracted and colorful imagery referencing camera, stage and star motifs. The artwork is integrated into the area above the concourse ticket vending machines.



Figure 41
Safety & Comfort provision from First Last Mile Strategic Plan for Enhanced Bus Waiting Area. Goals include: enhance transit riders' level of comfort and improve safety for users at night by improving facility visibility.

Image from First Last Mile Strategic Plan

into their developments safety concepts noted in both Metro's First Last Mile Strategic Plan and Active Transportation Plan. These concepts extend the sense of safety to include design stratagems that reduce pedestrian, bicyclist, and vehicle conflicts, and enhance transit patrons comfort when using the light-rail, bus (see Figure 41), transit plaza, and parking interfaces that will be associated with the Joint Development project. Key design components of a project safety and security approach and program will include an "eyes on the street" strategy that places uses such as overlooking residential or active storefronts in locations that enhance oversight and activity in relationship to transit facilities, plazas, sidewalks, and interfaces between the project and its surrounds.

APPENDIX A

A. Community Outreach Process Summary

1. INTRODUCTION

Completed in June 2015, the Crenshaw/LAX Transit Corridor Joint Development (JD) Strategic Plan identified development opportunities on Metro and County owned properties along the under-construction light rail line, including properties at the Expo/Crenshaw and Fairview Heights Stations. In December 2015, an outside consultant team led by John Kaliski Architects (JKA) was hired that included architecture/urban design expertise, and was supported by economic and market analysis firm HR&A Advisors (HR&A), and community relations firm The Robert Group (TRG). The consultant team was charged with assisting with outreach and analysis leading to the creation of the Development Guidelines.

Over the last year, Metro staff presented at or led over 25 community meetings and events to introduce the Metro JD process to local stakeholders, build relationships, and better understand community priorities and aspirations for future development along the Crenshaw/LAX Transit Project. The result of this robust community outreach process was the creation of Development Guidelines for each JD opportunity site, which set the program, massing, and architecture/urban design expectations for JD proposals. The purpose of this document is to provide an overview of the community outreach process and a summary of the input received.

2. OUTREACH STRATEGY

Understanding the diverse interests and aspirations of residents, business owners and other stakeholders along the Crenshaw/LAX Transit Project alignment was crucial to shaping Metro's plan to engage the neighborhoods surrounding each JD site. Metro staff worked closely with the City of Los Angeles, the City of Inglewood and the Crenshaw/LAX Transit Corridor Community Leadership Council (CLC) – a community stakeholder-led Metro project advisory group – to engage community-based organizations and neighborhood stakeholders.

Metro and the consultant (Metro Team) worked closely with the Crenshaw/LAX CLC leadership to ensure the project's outreach strategy leveraged the long-standing relationship the CLC has with the community and its understanding of community sensitivities. With guidance from the CLC, the Metro Team sought to facilitate discussions around community aspirations, desired community

benefits, and build upon the history of efforts to-date in order to achieve sensitivity, transparency, and accountability. While the JD projects were seen as opportunities to benefit a broad range of existing and future residents, Metro acknowledged concerns about gentrification, displacement, and increased housing costs, and would emphasize the concept of “place keeping.”

In order to solicit input from a broad array of area stakeholders and help shape the Development Guidelines, Metro facilitated meetings with the CLC, organized three intimate roundtable discussions with stakeholder representatives including one focused on business interests, and hosted two large public workshops to discuss community aspirations. Summaries of the outreach meetings are included within this document and all presentation materials from the meetings are posted on our website: <https://www.metro.net/projects/jd-crenshawlax/past-meetings/>.

3. COMMUNITY LEADERSHIP COUNCIL ENGAGEMENT

In addition to working closely with the CLC leadership and providing updates at CLC meetings in May and November 2015 and February 2016, the Metro Team presented the Crenshaw/LAX Joint Development program to the CLC Economic Development Work Group on March 3, 2016. The following questions were asked to stimulate discussion.

1. *What makes the corridor special today?*
2. *What needs aren't being met?*
3. *How can future development further community aspirations and goals (uses, design, etc.)?*
4. *Are there projects that we should look to for inspiration?*
5. *How can implementation of the Joint Development program respond to community priorities and build faith in the process?*

The Crenshaw Corridor was seen as the “next frontier for South Los Angeles development.” The area has a unique history as a center of African American culture already making it a destination for visitors. The area was seen as lacking weekend and nightlife activities, with locals spending their dollars in other neighborhoods. Restaurants and increased retail options were identified as needs, along with co-working space for young professionals. CLC members and community stakeholders also encouraged the JD project to look 40-50 years to the future when considering what to build and to encourage and facilitate participation by local developers, non-profit organizations, and small businesses.

4. STAKEHOLDER ROUNDTABLES

On March 5 and March 8, 2016, two stakeholder roundtable discussions were held with over 20 representatives from Expo/Crenshaw resident and homeowners associations, business groups, faith-based organizations, arts organizations, and other community-based organizations. Intimate by design, these discussions were intended to engage area stakeholders and community leaders to elicit major concerns and development ideas. The format for the roundtables involved a brief presentation with an overview of the Joint Development process and the Expo/Crenshaw Opportunity Sites followed by a group discussion. The questions from the CLC Economic Development Work Group were used to initiate discussion.

Roundtable participants saw the JD sites as an opportunity to create much-needed affordable housing and living wage jobs for area residents. Centrally located with proximity to the beach, Downtown Los Angeles, and the 10 freeway was highlighted as an attractive feature of this neighborhood. A high-quality, yet affordable grocery store was identified as a need. As at the meetings with the CLC, the desire for sit-down restaurants and increased retail options were discussed in great detail. The discussions also recognized that new transit-oriented development creates increased opportunities, linkages, and facilities for walking, biking and healthier lifestyles. Abbot Kinney in Venice and Larchmont Village were referenced as having favorable pedestrian-oriented scale compatible with the surrounding neighborhood, and offering a range of uses from creative office space to art galleries.

An additional roundtable discussion was held on March 11, 2016 with business leaders representing the entire Crenshaw/LAX Transit Corridor. Following an overview of the Expo/Crenshaw and Fairview Heights Joint Development Opportunities, the following questions tailored to the business community were used to initiate discussion.

1. *What are the assets of the Crenshaw/LAX commercial corridor?*
2. *What types of businesses could be attracted to the area that would provide quality jobs for local residents, and have positive community impacts?*
3. *What do you think can/should be done to maintain and strengthen local businesses?*
4. *How can the Joint Development sites help attract business and fulfill the commercial potential of the area?*
5. *What specific types of business services would benefit local business operations and revenues?*

Again the central location of the Crenshaw Corridor within Los Angeles County was mentioned as a major asset. Providing amenities such as

parking and more dining options were identified as potential ways to help to strengthen existing small businesses, as well as attract new ones. Improved safety and security was also discussed as being key to encouraging economic development. With the proximity to two transit lines and existing office being outdated and under-utilized, participants saw an opportunity for new office space at the sites.

5. COMMUNITY WORKSHOPS

Metro's community engagement continued through March and April with workshops held for Expo/Crenshaw on March 19 and April 16, 2016. The prior roundtable discussions were instrumental in shaping the format and content of these site-specific workshops.

Community Workshop #1

The first Community Workshop was intended to orient and inform the community of the Expo/Crenshaw Joint Development Opportunity Sites as well as learn about community priorities, needs and aspirations. In addition to presenting information on the sites and the surrounding neighborhood, an overview of the in-progress regulatory plans being prepared by the City of Los Angeles and a snapshot of the current neighborhood demographics and market conditions were presented.

Metro worked diligently to reach and involve all members of the community, employing several modes of media outlets and methods to invite, inform and learn from neighbors. The community workshops were promoted through the distribution of more than 7,000 flyers within 1/2 mile of the Expo/Crenshaw site and on Metro busses and trains; creative utilization of social media including Facebook, Twitter, and NextDoor; phone calls; and door-to-door engagement along commercial corridors to personally encourage community participation. Additionally, elected official newsletters and local newspapers such as The Wave and LA Sentinel were utilized to promote the workshops. Understanding not all stakeholders have time to participate in meetings, comment cards were distributed at all workshops and stakeholder roundtables so participants could share with neighbors who were unable to attend. A comment form was also made available on the Crenshaw/LAX Joint Development website.

Over 50 community members attended the first workshop and shared their vision and concerns for future development of the Expo/Crenshaw Opportunity Sites. Following a presentation and overview of the sites, participants were split into groups of

10-12 people. To facilitate the discussions, the following six questions were asked at the breakout tables:

1. *Fill in the blank – “In 5 years, the Crenshaw/LAX Line will be open and this intersection will be _____?”*
2. *What types of uses would you like to see at these sites?*
3. *What would be the look, feel, or design of a successful project here?*
4. *What are some community needs a future project here could help meet?*
5. *Is there a project or place you enjoy that we can look to for inspiration for these sites?*
6. *As Metro moves forward on this development, how would you like to stay informed and involved in the process?*

Feedback from the tables revealed six reoccurring themes:

1. **Realize a gateway destination with a mix of uses that serve the neighborhood and attract visitors.**
The participants noted that the community surrounding the Expo/Crenshaw station has a unique multicultural history that its older residents remember and wish to maintain and pass on to the next generation. The community’s unique history fosters the aspiration for a project with a unique sensibility and uses. As one resident stated, “the charm of the neighborhood comes locally.” Participants at the workshop were in favor of differentiating the site from other regionally-oriented developments such as Baldwin Hills Crenshaw Plaza. Participants were interested in “things you would be proud to show your friends from out-of-town.” Participants noted that this northernmost stop along the under-construction Crenshaw/LAX Line should be an iconic gateway for existing and future residents and visitors.
2. **Create a village scale; a walkable and safe community place with open space.**
Participants highlighted the need for safety fostered by “open design, lighting, transparency, visibility.” They also noted the need for walkability where the “building doesn’t have a back: activities on all sides of the block, not just Crenshaw Blvd.” They pointed to projects that they felt were of interest. These small-scale to medium-scale mixed-use projects included Mission Meridian in South Pasadena, Del Mar Station in Pasadena, and Larchmont Village in Los Angeles. Participants stated comfort with massing of four to five story buildings

with, “hang out space, open space, play space, dog space”, “gathering spaces” and “places to meet our neighbors.” Open spaces were encouraged including parks, walking trails, and green roofs. A village-like sensibility and sense of scale and place was emphasized.

- 3. Ensure quality commercial uses with specialty retail, restaurants, and a neighborhood grocery store.**
Participants have had “enough of national brands” and want more variety. There was a strong interest in quality retail businesses. People mentioned the need for sit-down restaurants and cafes “at a mix of price points,” grocery stores with fresh produce, and neighborhood-serving retail. Protection of existing small businesses was also mentioned as being high-priority.
- 4. Provide a range of housing affordable to existing residents including seniors and families.**
Participants were in favor of mixed-use developments with ground floor retail and housing above. There was a strong desire expressed for mixed income housing that could serve existing community residents including seniors and families; due to the “dire need” and “long wait list.”
- 5. Incorporate job space for entrepreneurs, professionals, and non-profit organizations.**
Participants noted a community need for new high-quality office space to attract and maintain jobs in the area. There was a described need for co-working space, creative space for entrepreneurs, business incubator space, conference space, and space which could be used by local non-profits. People also noted the need for provision of high speed internet. A few participants noted the Joint Development sites could be seen as an annex location for major regional employers such as USC and UCLA.
- 6. Leverage local/community-based organizations in Joint Development implementation.**
Whenever possible, Metro should involve local developers, contractors, community-based organizations, etc. in the implementation of Joint Development at these sites.

At the first workshop, members of the public were also invited to demonstrate their preferences for 12 different potential uses for the Expo/Crenshaw site by voting with 4 green “yes” stickers and 2 red “no” stickers and leaving written comments on boards. The 12 different potential uses were identified based on the roundtable discussions. The top three “yes” and “no” responses were as follows:

Top Three Yes Votes

1. Grocery Store (20 votes)
2. Restaurant (16 votes)
3. Evening Activities (15 votes)

Top Three No Votes

1. Hotel (13 votes)
2. Medical (12 votes)
3. Market Rate Housing (4 votes)

Participants voted most positively for a grocery store use, depicted on the boards with photos of the With Love Market & Cafe and Lassens Natural Foods. Many comments noted the need for fresh produce with calls for a Sprouts or Lassens, showing an interest in a neighborhood oriented grocery store. Comments for restaurant and evening activities also called for neighborhood scale with an interest for “local quality, no chain, organic, specialty, and no fast food.”

Many participants were not in favor of hotel and medical uses. Participants noted concerns of regional competition with the hotel proposed at Baldwin Hills Crenshaw Plaza and the proposed Kaiser facility at Marlton Square. Votes for cafe (14 “yes” votes) and community facility (11 “yes” votes) fared well and it’s notable that neither received a “no” vote.

The full results of the Uses Board exercise are shown in Figure A.1.

Following the workshop, a summary with findings and recurring themes was prepared and made available to the public.

Community Workshop #2

The second Expo/Crenshaw Community Workshop held on April 16, 2016 was designed to share Metro’s findings from outreach endeavors to date including the first workshop, introduce market feasibility studies for suggested uses on the

COMMUNITY OUTREACH PROCESS SUMMARY - EXPO/CRENSHAW STATION

TOP 'YES' ANSWERS

- 20 Grocery Store
- 16 Restaurant
- 15 Evening Activities
- 14 Cafe
- 12 Transit Plaza / Gathering Space
- 11 Affordable Housing
- 11 Community Facility
- 9 Retail & Office Mixed Use
- 9 Coworking Office

TOP 'NO' ANSWERS

- 13 Hotel
- 12 Medical
- 4 Market Rate Housing
- 4 Transit Plaza / Gathering Space
- 4 Evening Activities
- 3 Retail & Office Mixed Use
- 3 Affordable Housing
- 2 Restaurant
- 1 Coworking Office

VOTING BY USE CATEGORIES

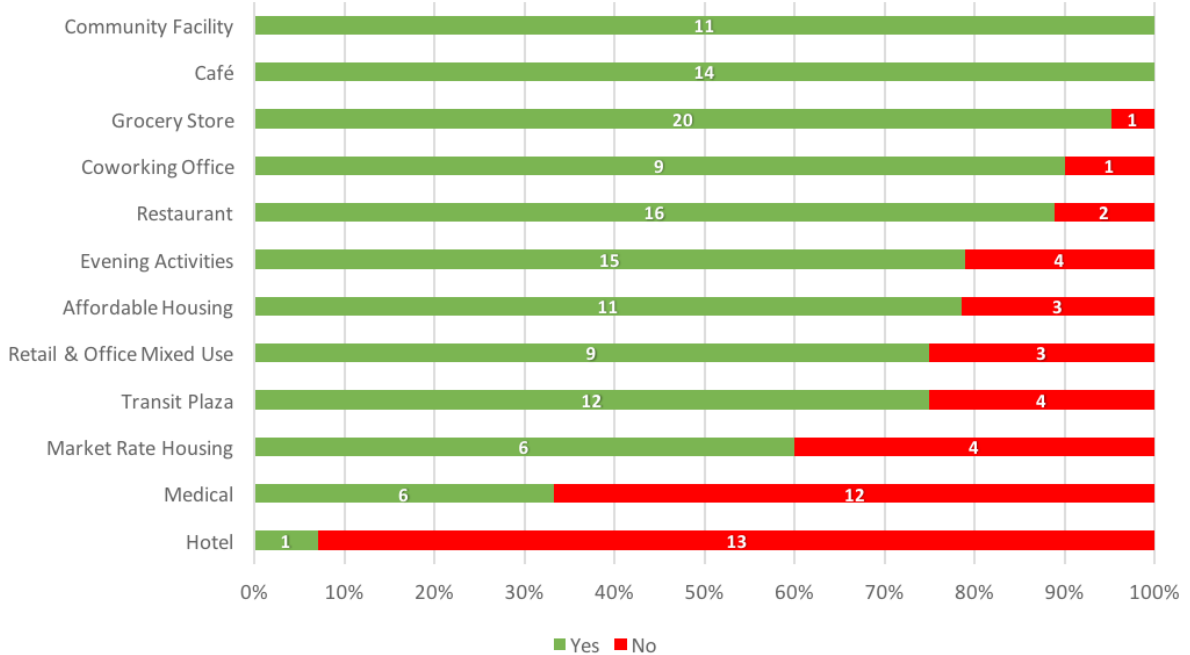



Figure A.1



sites and obtain additional input. The format included a presentation, feedback forms, and six information stations around key themes from the first workshop.

The six stations were:

1. Housing
2. Design/Planning
3. Commercial Uses
4. Community Amenities
5. Parking
6. Metro Joint Development

Over 20 surveys were completed. When asked for comments on affordable versus market rate housing, most respondents supported mixed income/use developments. With a variety of high-quality ground floor retail, residents felt a future project could attract more visitors by giving transit riders a reason to stop and enjoy the area. A grocery store or sit-down restaurant with adequate parking were mentioned multiple times in the surveys. Creative office space similar to what is seen in parts of Culver City and Santa Monica were also pointed to as potential uses at Expo/Crenshaw. Participants expressed a strong interest in architectural design elements that reflect both the historic and evolving character of the community. Public gathering space such as a plaza, public art components, and pedestrian-oriented features were also highlighted as important. Any future project should encourage transit ridership and create safety and security for the community. Overall, the second Community Workshop reinforced what Metro heard from community members at the Expo/Crenshaw roundtable discussions and first Community Workshop.

Participants also emphasized the importance of continued community engagement throughout the development of the Joint Development project, which Metro is committed to. In order to create a successful project with broad community support, the development team for the future Expo/Crenshaw JD project will be required to regularly engage and solicit input from area stakeholders during development and implementation.