



## Board Report

File #: 2016-0316, File Type: Program

Agenda Number: 40

### EXECUTIVE MANAGEMENT COMMITTEE JUNE 16, 2016

**SUBJECT: CRENSHAW/LAX TRANSIT CORRIDOR JOINT DEVELOPMENT**

**ACTION: ADOPT DEVELOPMENT GUIDELINES AND AUTHORIZE AGREEMENT WITH THE COUNTY OF LOS ANGELES**

#### **RECOMMENDATION**

CONSIDER:

- A. ADOPTING the **Development Guidelines for the joint development** of 1.77 acres of Metro-owned property and 1.66 acres of County-owned property at the **Expo/Crenshaw Station**;
- B. ADOPTING the **Development Guidelines for the joint development** of 1.44 acres of County-owned property at the **Fairview Heights Station**; and
- C. AUTHORIZING an **Agreement with the County of Los Angeles for administering the Metro Joint Development process** for the County-owned properties at the **Expo/Crenshaw and Fairview Heights Stations**.

#### **ISSUE**

Completed in June 2015, the Crenshaw/LAX Transit Corridor Joint Development (JD) Strategic Plan (Strategic Plan) identified publicly-owned properties along the under-construction light rail corridor and identified development opportunities on Metro and County owned properties, including properties at the Expo/Crenshaw and Fairview Heights Stations as depicted in Attachment A. Per direction from the Metro Board, the JD team is working with the County of Los Angeles through an MOU with the Community Development Commission (CDC) to administer the JD process for the two County-owned JD opportunity sites. In accordance with the JD Policy, staff has conducted community outreach to support the creation of Development Guidelines (Guidelines) for the Expo/Crenshaw and Fairview Heights opportunity sites. If adopted by the Board, the Guidelines will be included in the Request for Proposals (RFP) for the sites. In order to move forward with the JD process for the County-owned sites, Board authorization is also requested for Metro to enter into an agreement with the CDC to implement a services arrangement.

#### **DISCUSSION**

### *Background*

Metro owns, maintains and operates properties throughout Los Angeles County for its current and future transportation operations. As part of Metro's Joint Development (JD) Program, staff evaluates these properties for potential joint development and selects properties for beneficial transit-supportive development.

On March 26, 2015, the Board directed JD staff to develop a strategic plan for joint development activities along the Crenshaw/LAX (C/LAX) Transit Corridor and to work with public sector partners to implement JD activities on publicly-owned land. The Strategic Plan, released in June 2015, identified development opportunity sites and strategic public sector partnerships, and outlined a community engagement process to lead to the preparation and implementation of site-specific development visions that reflect the community's broader goals for each station area under consideration. The Strategic Plan guided the preparation of the Guidelines for the Expo/Crenshaw and Fairview Heights opportunity sites, which are also part of the Transit Oriented Communities (TOC) Demonstration Program.

### *Development Guidelines*

The Guidelines reflect the community's visions and aspirations for the sites and also include a set of development and planning principles that are applicable to the sites and consistent with Metro's adopted JD Policy, City of Los Angeles land use regulations and Metro operational requirements. The Guidelines are not intended to provide specific design and construction related criteria associated with a particular project, but rather help shape the program and design response to align with the community and Metro's expectations. If approved, the Guidelines will be included in the RFP to solicit development proposals and will serve, in part, as the benchmark for the evaluation of responses. Both sets of Guidelines are generally organized into six sections:

1. *Overview* - executive summary of how to use the guidelines, Metro JD process and community outreach to-date
2. *Joint Development Opportunity* - introduces opportunity sites and describes community context
3. *Vision for Joint Development* - summarizes general station area plans and policies, community-driven development vision and market conditions
4. *Regulatory and Policy Framework* - describes key municipal regulatory land use plans and policies that will govern development of the sites
5. *Transit Facilities and Accommodations* - provides specific requirements for planned transit facilities and opportunities to improve transit access and connectivity
6. *Design Considerations* - series of guidelines to inform the site planning and urban design recommendations relative to building design and the public realm

### *Expo/Crenshaw Site*

The Expo/Crenshaw JD site incorporates two properties in the City of Los Angeles: (1) a County Probation Department facility located at 3606 W. Exposition Boulevard (southwest corner of Exposition and Crenshaw Boulevards) which the County plans to vacate to repurpose the site for transit oriented development; and (2) Metro-owned property on the southeast corner of Exposition and Crenshaw Boulevards that currently serves as construction staging for the C/LAX Transit Project.

The Metro property was originally slated to be a surface park-and-ride lot; however, per Board direction, it was examined and determined to have higher and better use potential. Metro is seeking approval from the FTA to accommodate the required parking in the West Angeles parking structure approximately 1½ blocks to the north where Metro currently leases parking space and there is additional capacity. The Guidelines will be revised to reflect any on-site Metro parking requirements following FTA determination.

Located at the intersection of the Expo Line and the future C/LAX Line, the site has superior regional connectivity to employment and activity centers including Santa Monica, Culver City, USC, Downtown LA and LAX. The Guidelines for this site identify the opportunity for a culturally distinct gateway destination and pedestrian-scaled community serving residents and visitors with high quality and local-serving retail uses and a range of housing types affordable to existing residents. It also identifies opportunities to foster job growth with attractive office or incubator space. The Guidelines build upon the City of Los Angeles' recently prepared Draft Amended Crenshaw Corridor Specific Plan and Draft Crenshaw Streetscape Plan, and will be adjusted, as necessary, prior to the RFP release to match the most current information available in draft or final City plans. The Expo/Crenshaw Guidelines are included as Attachment C.

#### *Fairview Heights Site*

The County of Los Angeles owns the Department of Public Social Services (DPSS) facility located at 923 E. Redondo Boulevard in the City of Inglewood adjacent to the Fairview Heights Station. The County plans to vacate the facility to repurpose the site for transit oriented development.

The future Fairview Heights Station is surrounded by character single family homes to the north, multifamily, commercial and light industrial uses to the east, and Edward Vincent Jr. Park-a large recreation amenity-to the west, creating an opportunity for future station area development to create a village destination that stitches together surrounding uses. The Guidelines for the Fairview Heights site align with the draft TOD Zoning Plans for the area prepared by the City of Inglewood and envision a pedestrian-friendly residential project that serves individuals with a range of incomes along with quality ground-floor neighborhood retail. Consistent with the community's expressed desires, the Guidelines also encourage uses that support the existing arts-oriented community and local youth and create strong connections to the adjacent park. The Fairview Heights Guidelines are included as Attachment D, and will be adjusted, as necessary, prior to the RFP release to match the most current information available in draft or final City TOD Zoning Plans.

#### *Community Outreach*

Over the last year, working closely with the C/LAX Transit Project Community Leadership Council and Construction Relations staff, Metro JD staff attended more than 25 community meetings and events to introduce the Metro JD process to local stakeholders and to build relationships in order to better understand the community priorities and aspirations for future development along the C/LAX Transit Line. In December 2015, an outside consultant team led by John Kaliski Architects was hired that included architecture/urban design, economic and market analysis, and community relations expertise to assist with outreach and analysis leading to the creation of the Guidelines.

Focused outreach meetings hosted by Metro included:

- Five roundtable discussions with key Expo/Crenshaw and Fairview Heights stakeholder representatives from resident and homeowners associations, business groups, faith-based organizations, arts organizations, and other community-based organizations.
- Four community workshops for the Expo/Crenshaw and Fairview Heights station areas (two each) which attracted between 35-50 attendees each.

The community workshops were promoted through the distribution of more than 18,000 flyers within ½ mile of each 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 also utilized to promote the workshops.

### *County Agreement*

Metro and the County, acting through the CDC, entered into an MOU on October 29, 2015 for pre-development cooperation and planning in anticipation of future redevelopment of County properties at the Crenshaw/Expo and Fairview Heights stations, through Metro's JD process. The existing MOU covers planning activities through the preparation of Guidelines for the County property. It is necessary to prepare an additional agreement between the parties that memorialize the relationship, roles and responsibilities beyond initial planning stages. The terms are described in Attachment B, with key points including:

- County shall retain ownership of County properties
- Metro and the County will work jointly in administering the JD process including soliciting, selecting and negotiating with developer(s) for the County property. The County shall reimburse Metro for third party costs incurred in connection with the development of County properties from proceeds of sale/lease of the County sites

### **DETERMINATION OF SAFETY IMPACT**

The adoption of Development Guidelines and approval of the County Agreement will have no direct impact on safety. The eventual implementation of JD projects at the Expo/Crenshaw and Fairview Heights Stations will offer opportunities to improve safety for transit riders, through better pedestrian and bicycle connections.

### **FINANCIAL IMPACT**

Funding for JD activities related to the Guidelines and any subsequent, related development activity, including the RFP process, is included in the FY17 budget in Cost Center 2210 (Joint Development) under Project 401045 (Crenshaw/LAX JD). Third party costs associated with the Development Guidelines, RFP solicitation and Developer selection are encumbered through active contracts and the cost attributable to administering the JD process for County property will be reimbursed by the County from future development proceeds.

Since development of the properties is a multi-year process, the project manager will be accountable



for budgeting any costs associated with the JD activities that will occur in future years.

### Impact to Budget

The source of funds for JD activities is local right-of-way lease revenues, which are eligible for bus/rail operating and capital expenses. Adoption of the Guidelines and authorization of the agreement with the County will not impact ongoing bus and rail operating and capital costs, the Proposition A and C and TDA administration budget or the Measure R administration budget.

### **ALTERNATIVES CONSIDERED**

The Board could choose not to adopt the Development Guidelines. That is not recommended because new developments are desired by these communities and will increase ridership. Further, the Guidelines were developed with considerable stakeholder input and the Expo/Crenshaw and Fairview Heights communities are expecting movement on the development at the station sites; adoption of the Guidelines is a precursor to moving forward with the JD process.

### **NEXT STEPS**

After adoption of the Guidelines and authorization to enter into an agreement with the CDC, staff will negotiate and execute the agreement with the CDC and will issue RFPs for the development of the JD sites inclusive of the Guidelines. The RFPs are expected to be released in summer 2016. Staff anticipates bringing recommendations for selection of Developers to the Board in late 2016/early 2017.

### **ATTACHMENTS**

Attachment A - Location Maps  
Attachment B - County Agreement Term Sheet  
Attachment C - Expo Crenshaw Development Guidelines  
Attachment D - Fairview Heights Development Guidelines

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## ATTACHMENT A – LOCATION MAPS

### Expo/Crenshaw Station





## ATTACHMENT A – LOCATION MAPS (continued)

### Fairview Heights Station



## ATTACHMENT B - COUNTY AGREEMENT TERM SHEET

### 1 Parties:

- a. County of Los Angeles acting through its Community Development Commission of the County of Los Angeles (CDC)
  - i. The CDC pursuant to the Master Agreement dated August 7, 2012, and Board of Supervisors action on October 13, 2015 and subsequent date of \_\_\_\_\_, 2016, will be executing the MOU on behalf of the County and substantially performing the County responsibilities under the MOU.
  - ii. All references to the County shall also mean the CDC acting on behalf of the County.
- b. Los Angeles County Metropolitan Transportation Authority (Metro)

### 2 Properties subject to MOU:

#### a. **County Properties**

- i. 3606 W. Exposition Boulevard, Los Angeles (Probation Department Site)
- ii. 923 E. Redondo Boulevard, Inglewood (Department of Public Social Services Site)

#### b. **Metro Property:**

- i. Southeast corner of Exposition Boulevard and Crenshaw Boulevard (which consists of the parcels with the following addresses: 3630 S. Crenshaw Blvd., 3642 S. Crenshaw Blvd., 3510 W. Exposition Blvd., 3505 Rodeo Rd. and 3635 S. Bronson Ave.)

#### c. **Ownership:**

- i. County shall retain ownership interest in County Property.
- ii. Metro shall retain ownership in the Metro Property.

### 3 **Joint Development Process**

#### a. **General**

- i. As more specifically described herein, Metro and CDC will work jointly to administer the joint development of the County and Metro Properties including soliciting, selecting and negotiating with a developer(s) for the County and Metro Properties and coordinating with the developer and overseeing construction of the joint development project. Upon completion of the joint development project, the County will be responsible for the operations and management of its County Property unless directed otherwise by the Board of Supervisors, and Metro will be responsible for the operations and management of the Metro Property.

- ii. For the form of documents and agreements, Metro and CDC will use Metro's standard procurement documents and joint development agreements as modified to include any County required language as requested by CDC.
- iii. The Metro Property and the Probation Department Site will be made available for development as part of the same Request for Proposal, as mutually agreed to by Metro and CDC.
- iv. The Department of Public Social Services Site will be made available for development in a separate Request for Proposal. Metro and CDC will jointly select the proposer for this site.
- v. The policies of both the County and Metro will apply to these joint development transactions, and to the extent that the policies are in conflict, the more stringent policy will apply.

**b. Request for Proposal (RFP) and Exclusive Negotiation Agreement (ENA)**

- i. Metro will handle all administrative tasks associated with issuing and processing the RFP in compliance with Metro and County policies and procedures, including, without limitation, any advertising requirements and being the single point of contact during the procurement process.
- ii. Metro will issue an RFP with an attached ENA in forms mutually agreed upon by CDC and Metro. The RFP will include Metro's board adopted development guidelines for the sites and any County requirements as requested by CDC, including any requirement to leaseback to County space in the proposed development.
- iii. Metro, County and CDC will have members of the proposal evaluation process and developer selection.
- iv. Metro, in consultation with the CDC, will hire third-party consultants, including outside legal counsel and economists, as needed to assist with the evaluation of proposals and negotiation of ENA.
- v. CDC will obtain all authorizations needed from the County to allow Metro to jointly issue the RFP and for CDC to enter into the ENA with the selected developer.
- vi. Metro and CDC will work cooperatively and in good faith to process the RFP including, without limitation, timely meeting all deadlines, and responding to proposers by providing information and documentation regarding their respective properties.

**c. Joint Development Agreement (JDA) and Ground Lease (GL)**

- i. Metro and CDC will both participate in the negotiations of the JDA and GL.

- ii. Metro, in consultation with the CDC, will hire third-party consultants, including outside legal counsel, as needed to assist with the negotiation of the JDA and GL.
- iii. CDC will obtain all authorizations needed from the County to allow CDC to enter into the JDA and GL with the selected developer.

#### **4 Other Obligations of the Parties**

- a. Metro and CDC will work cooperatively to seek street vacation at the Probation Department Site and exploring an additional Metro Rail station entrance on the Probation Department Site. This may include requiring the developer to provide the plaza and real estate for the station entrance as part of a joint use requirement.
- b. Metro and CDC will remain responsible for the cost for any environmental remediation needed, if any, on their respective properties. Metro will not assume any liability or obligation to remediate the County Properties as part of this agreement. County will not assume any liability or obligation to remediate the Metro Property as part of this agreement.
- c. Metro will be reimbursed for third party costs incurred in connection with the development of the County Properties as follows: Metro will receive 100% reimbursement of the third party costs incurred for the Department of Public Social Services Site and 100% reimbursement of the third party costs incurred for the Probation Department Site with the exception of any costs which are customarily recovered from the developer. Reimbursement for these costs as well as costs incurred in connection with the predevelopment activities will have the first priority on future revenues generated from the developments.
- d. County will have no obligation to pay for third party costs incurred in connection with the development of the Metro Property.

#### **5 Schedule:**

- a. The County anticipates it will vacate the Probation Department Site by \_\_\_\_TBD\_\_\_\_ and the Department of Public Social Services Site by \_\_\_\_TBD\_\_\_\_. CDC will advise Metro of the relocation efforts which may affect availability of these two County sites.
- b. Metro and CDC will evaluate any impact to schedule and the development from timely adoption of planning regulatory documents in LA and Inglewood.
- c. Metro anticipates the Crenshaw/LAX Project construction will be complete by 2019 which leaves the Metro Property available for the development. Metro will advise CDC of the Crenshaw/LAX Project construction progress which may affect availability of the Metro Property.



Los Angeles County  
Metropolitan Transportation Authority


# Development Guidelines for Expo/Crenshaw Station Joint Development Opportunity

JUNE 2016



**Metro**<sup>®</sup>





*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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**APPENDIX**

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

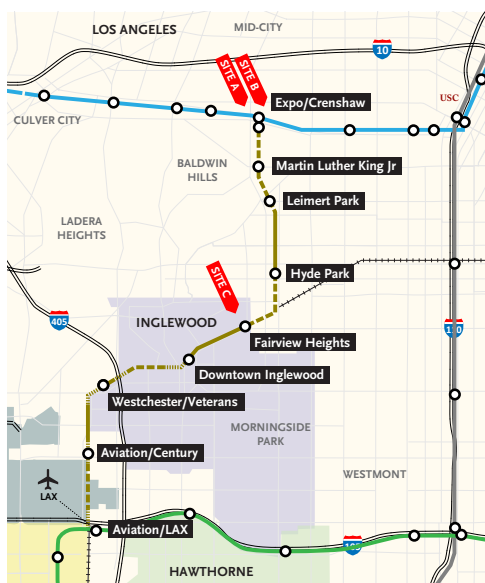


Figure 5  
Crenshaw/LAX Transit Project

### 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,



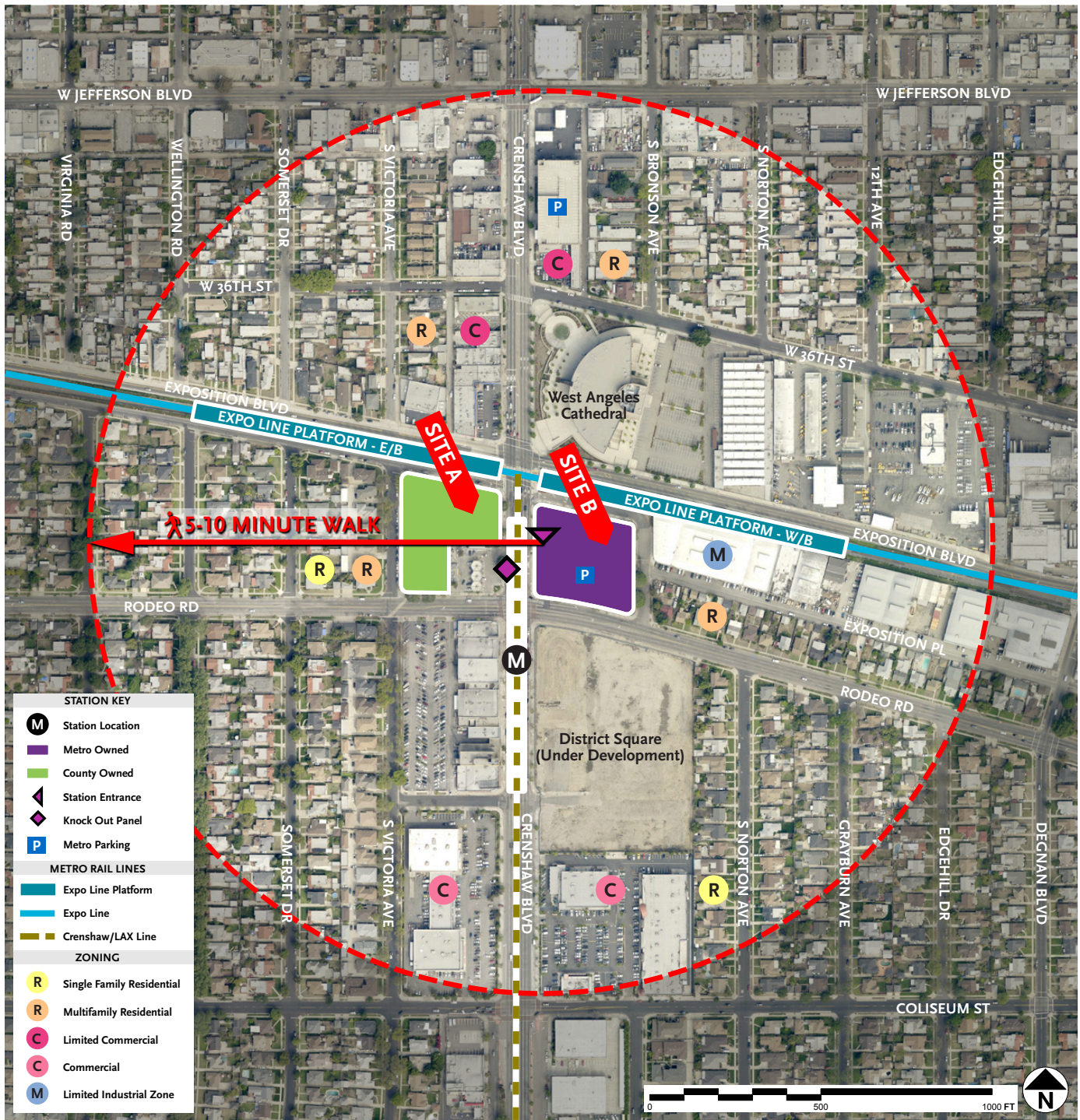


Figure 8  
The Opportunity Site Context



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

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

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#### 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 DeAratana, Los Angeles Times



## IV. Joint Development Sites Regulatory and Policy Framework

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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](http://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.

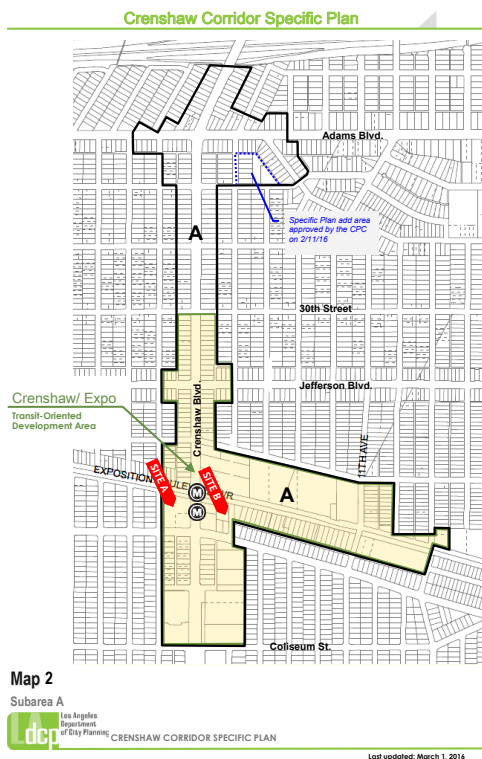


Figure 21  
Transit-Oriented Development Area, Subarea A per the Draft Crenshaw Corridor Specific Plan which is pending City Council adoption.

### 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

## DEVELOPMENT GUIDELINES - EXPO/CRENSHAW STATION

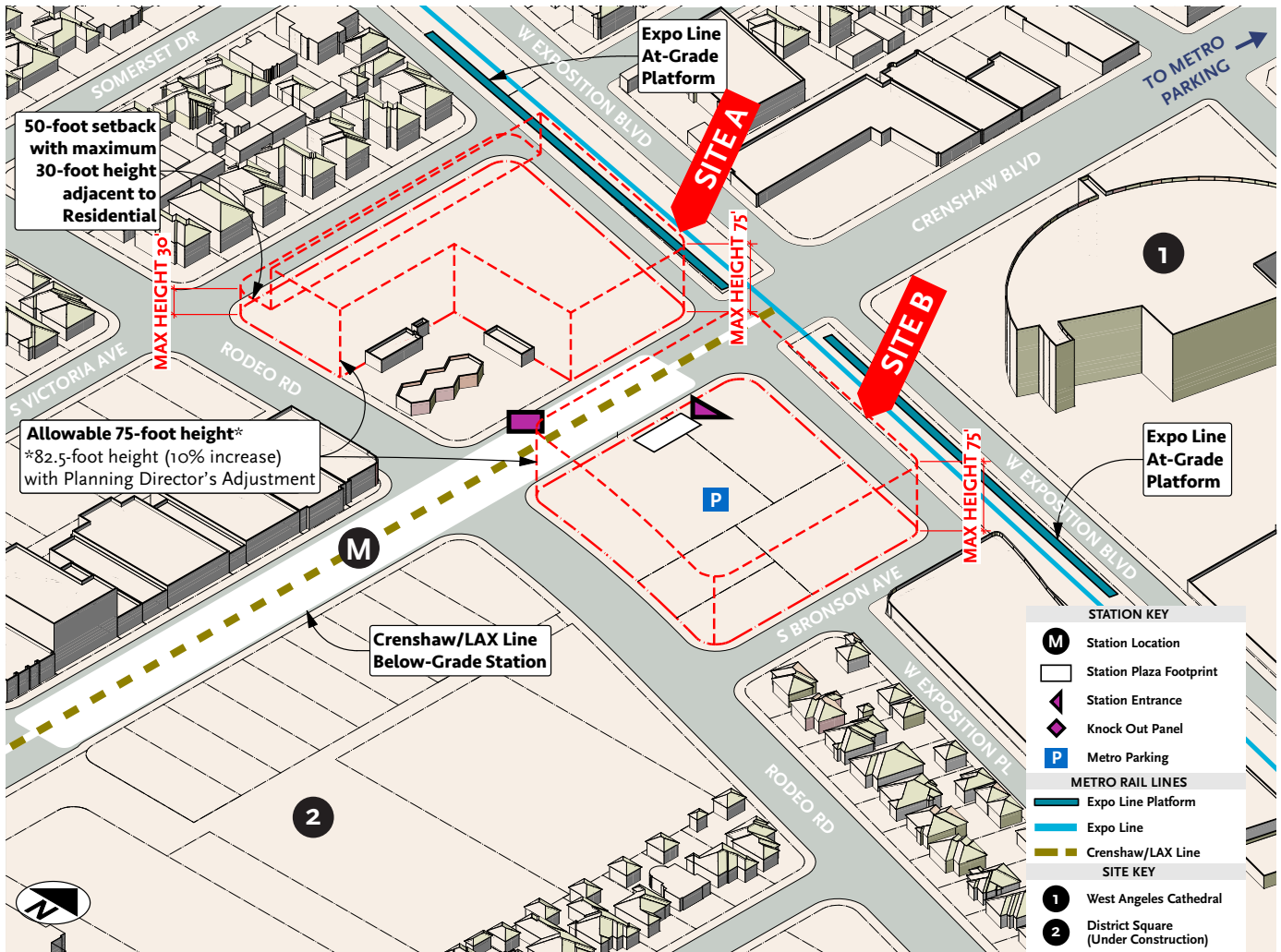


Figure 22  
Allowable Building Area Diagram per the Draft Crenshaw Corridor Specific Plan which is pending City Council adoption.

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

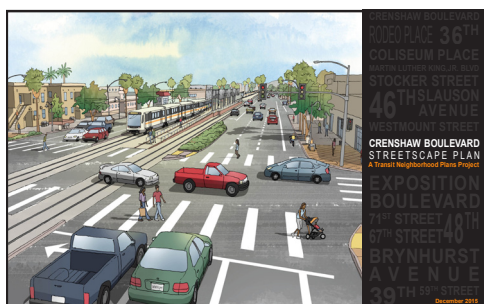


Figure 23  
Crenshaw Boulevard Streetscape Plan

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](http://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.

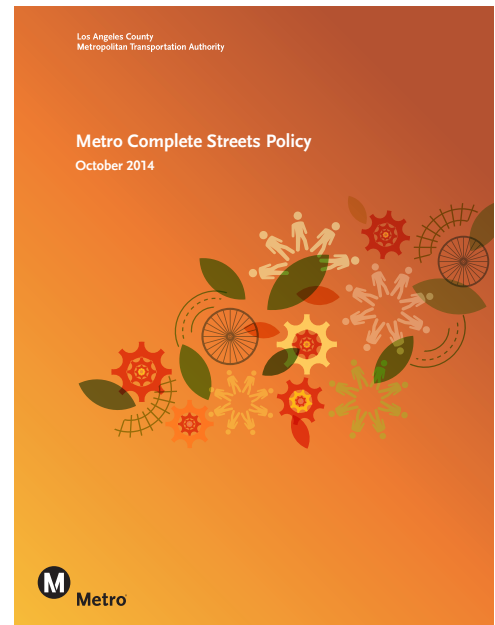


Figure 24  
Metro Complete Streets Policy

### 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](http://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.

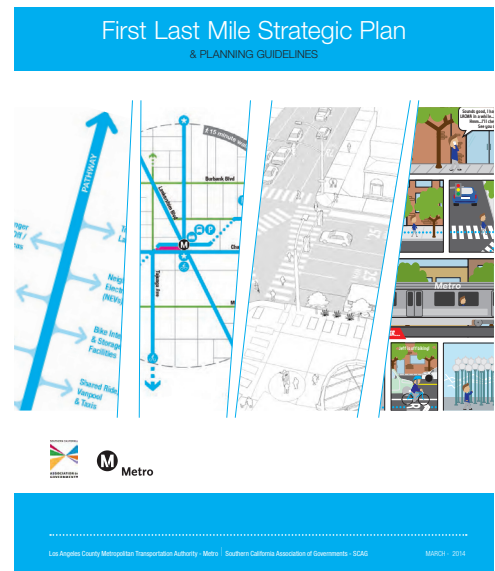


Figure 25  
Metro First Last Mile Strategic Plan

### 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

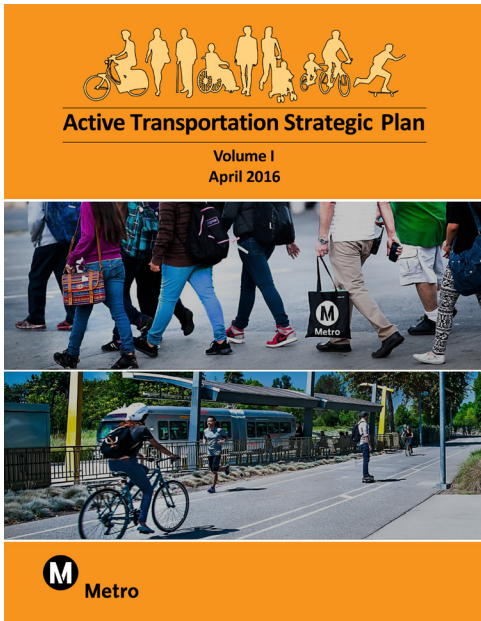


Figure 26  
Metro Active Transportation Strategic Plan

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.

## 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



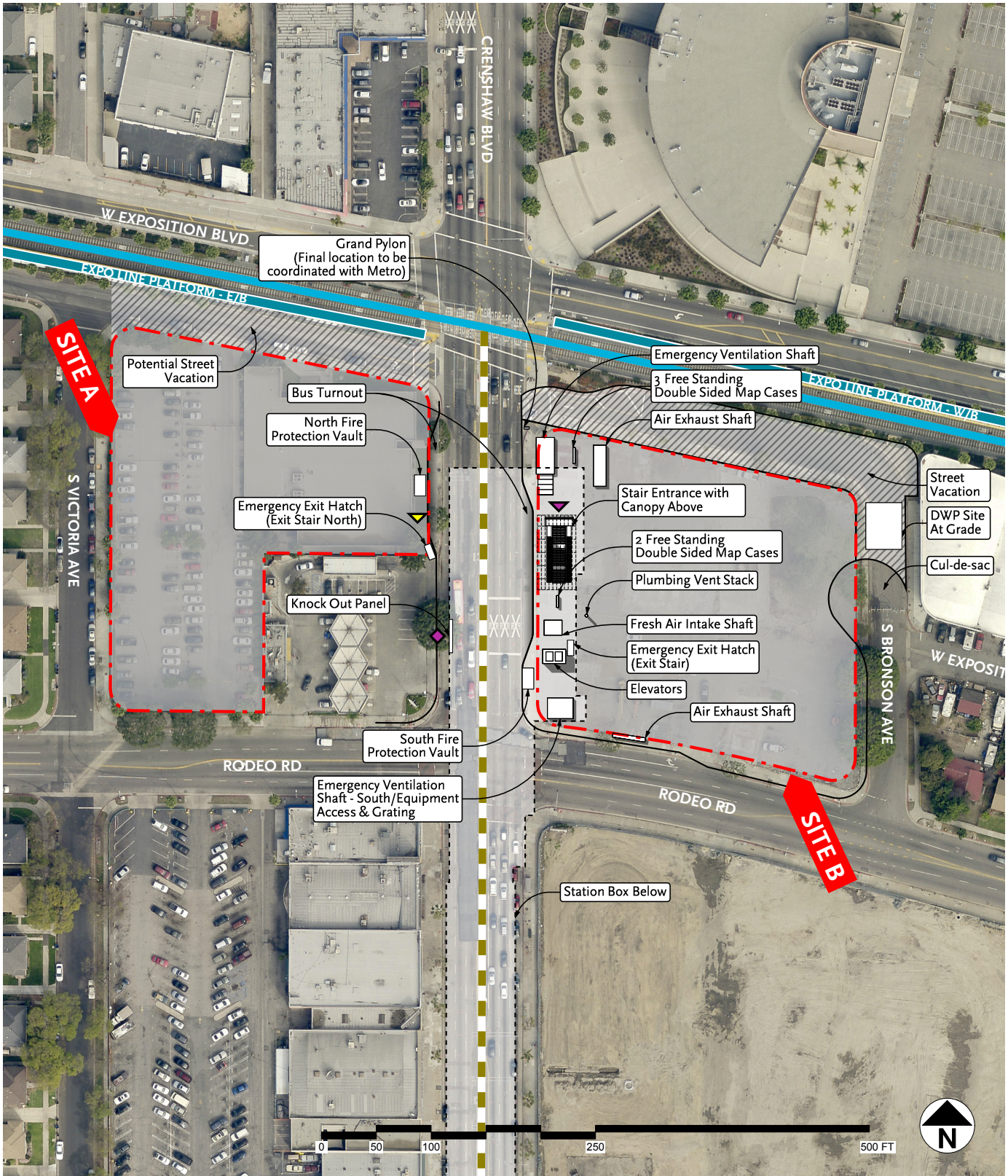


Figure 27  
Site Transit and Mobility Improvements



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.

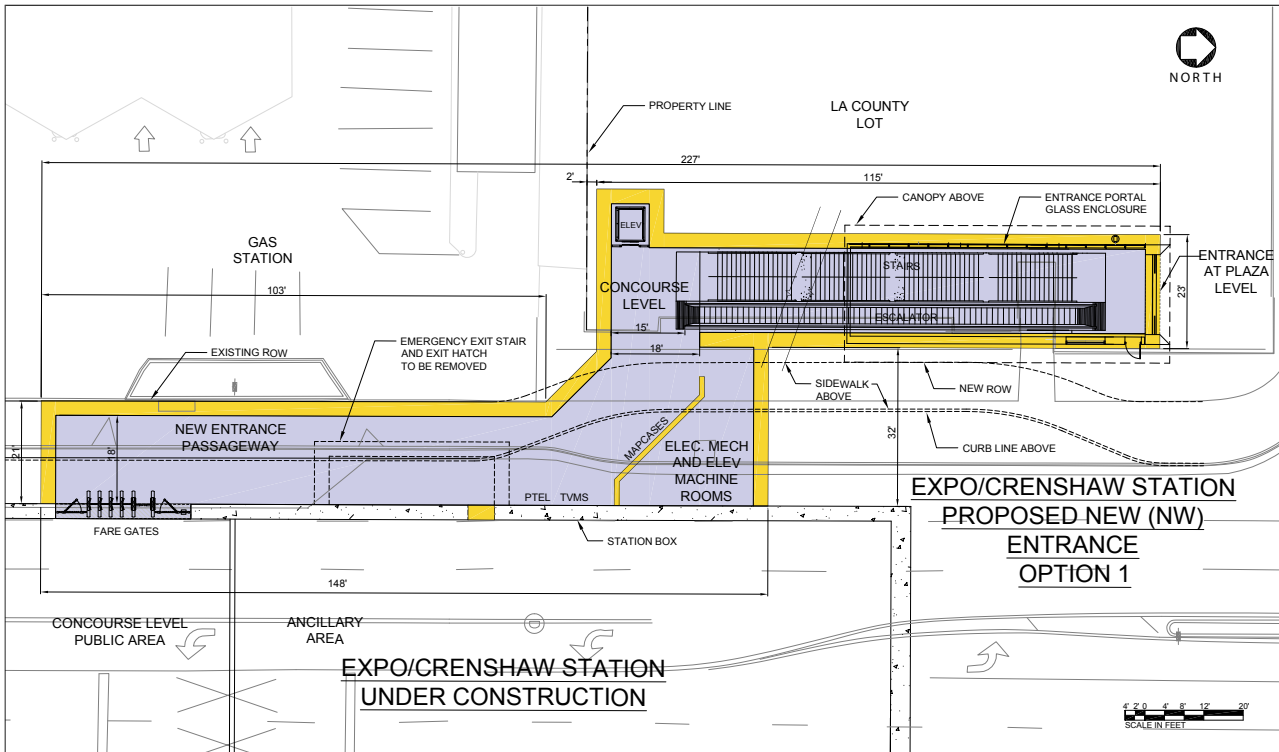


Figure 28  
Option 1 Expo/Crenshaw Station proposed entrance.

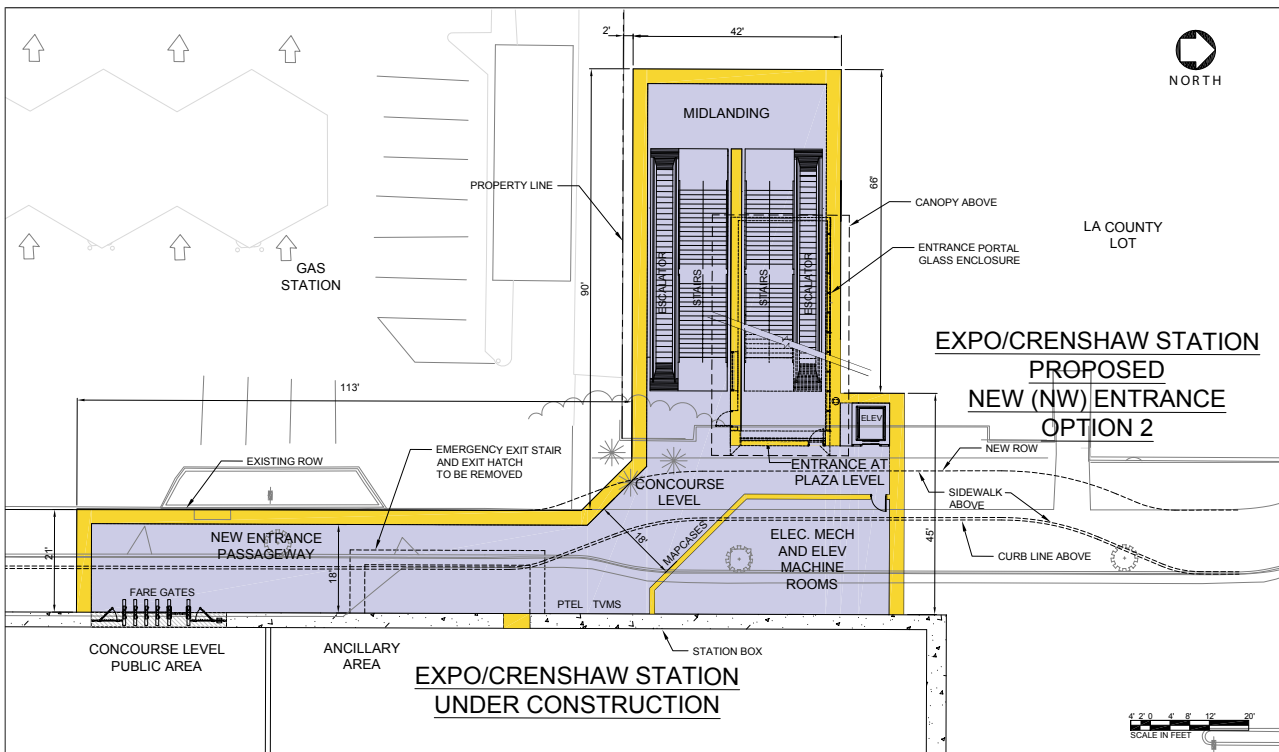


Figure 29  
Option 2 Expo/Crenshaw Station proposed entrance.

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.

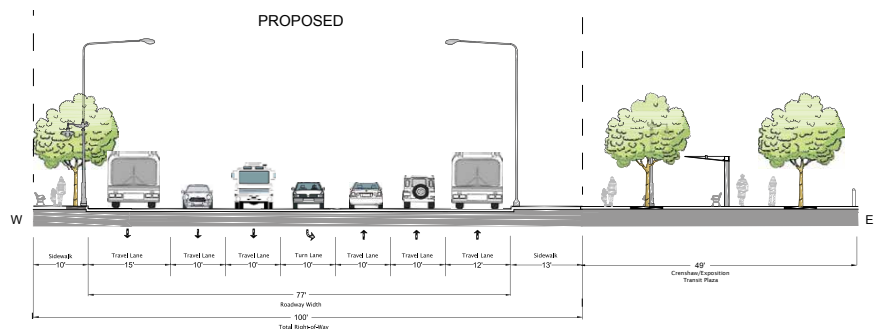


Figure 39  
Proposed cross section of Crenshaw Boulevard per Crenshaw Boulevard Streetscape Plan.  
Image from Crenshaw Boulevard Streetscape Plan

## 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.

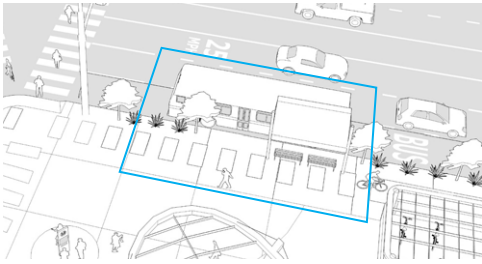


Figure 41  
Safety & Comfort provision from First Last Mile Strategic Plan for Enhanced Bus Waiting Area. Goals include: enhance transit riders' level of comfort and improve safety for users at night by improving facility visibility.

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

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### 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 Café
- 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

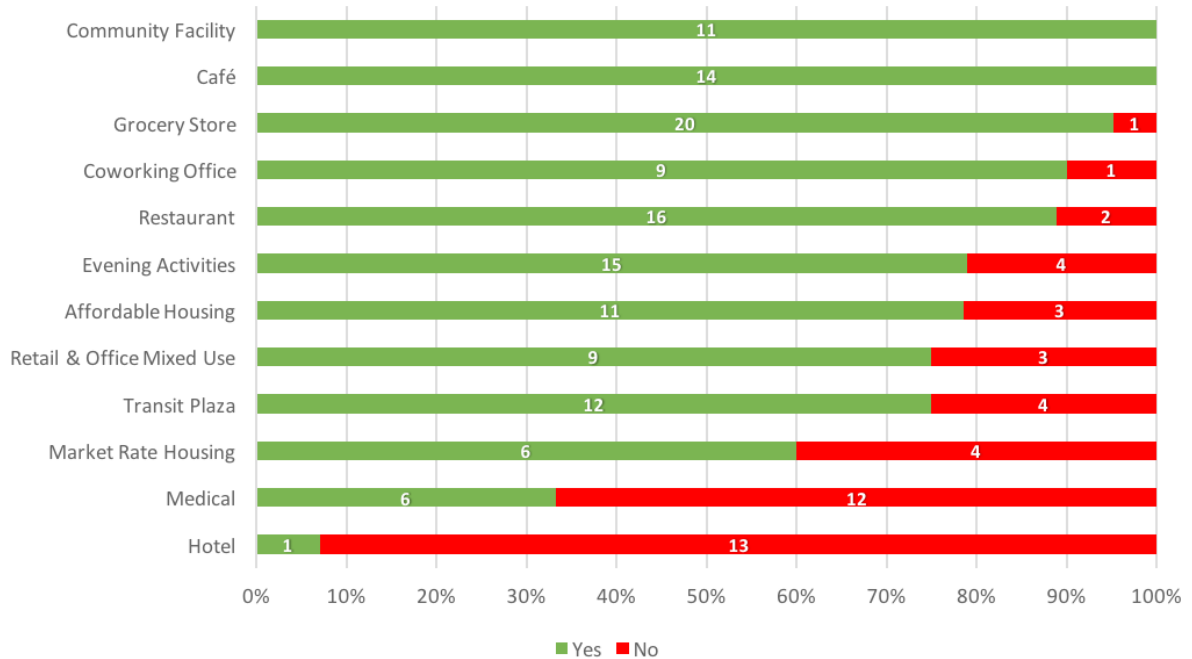



Figure A.1



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.



# Development Guidelines for Fairview Heights Station Joint Development Opportunity

JUNE 2016



**Metro**



*Inglewood*, 2012  
WAKANA KIMURA, Artist  
Commissioned by Metro Art, Through the Eyes of  
Artists Poster Series

Kimura compiled images from the Hollywood  
Park Race Track, LAX, and the beach, to highlight  
Inglewood as a Metro destination for display on  
Metro bus and rail.

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**APPENDIX**

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 Fairview Heights Joint Development Opportunity Site (“the Opportunity Site”).

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 Site. Adherence to these guidelines will be among the factors considered as potential projects and project teams are evaluated.

### 2. THE OPPORTUNITY SITE

The opportunity provides for the development of an approximately 1.4-acre site northwest of the Fairview Heights Station in the City of Inglewood and located midway along the under-construction Crenshaw/LAX Transit Project, anticipated to be completed in 2019 (see Figure 1). The site currently houses a County of Los Angeles Department of Public Social Services facility which the County intends to relocate to repurpose the site for a catalytic transit-oriented development.

### 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 the Joint Development site, evaluates the proposals received, and the Metro Board then, as appropriate, authorizes an Exclusive Negotiation Agreement (ENA) with the recommended developer(s).



Figure 1  
Fairview Heights Station and the Opportunity Site

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 Fairview Heights 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 Fairview Heights Opportunity Site including but not limited to the following:

- ▶ 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 11, 2016 Crenshaw/LAX Corridor Business Roundtable
- ▶ March 12, 2016 Fairview Heights Stakeholder Roundtable #1
- ▶ March 15, 2016 Fairview Heights Stakeholder Roundtable #2
- ▶ April 2, 2016 Fairview Heights Community Workshop #1
- ▶ April 30, 2016 Fairview Heights 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 Site, 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  
Fairview Heights Workshop 1 Use Board Voting



Figure 3  
Fairview Heights Workshop 1 Small Group  
Discussions



## II. The Joint Development Opportunity



Figure 4  
Regional context

### 1. THE GREATER CONTEXT

The Fairview Heights Station Opportunity Site is located at the midway point of Metro's under-construction north to south 8.5-mile light-rail Crenshaw/LAX Transit Project, which connects to the in-service east to west Expo Line. Combined, these two light-rail corridors provide the Fairview Heights community with superior regional accessibility 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). Sites A and B are the subject of a separate RFP.



Figure 5  
Crenshaw/LAX Transit Project

The Fairview Heights Station (see Figure 5, Site C) is located along an existing Metro-owned railroad right-of-way, the Harbor Subdivision, within the City of Inglewood and adjacent to the City of Los Angeles. The proposed 6.4-mile Rail to River pedestrian and bike path will start at the Fairview Heights Station and connect a regional network of alternate transit pathways east towards the Los Angeles River. East of the station, along a portion of Crenshaw Boulevard, streetscape improvements extend regional investment through the City of Los Angeles Great Streets Initiative.

The Opportunity Site project can serve as a catalyst building upon the significant investment in transit infrastructure being undertaken by Metro. The development project will support existing and additional transit use and ridership, catalyze local investment already underway throughout the transit corridor, and realize a distinctive design that harmonizes with the character of the existing single-family residential neighborhoods that are to the north of the site. In this regard, the community has indicated a strong interest in a development with a mix and range of high-quality and architecturally compelling residential and retail uses, arts-related programming, and streetscape improvements that help connect the Metro station and frontage of the Joint Development project to Edward Vincent Jr. Park.

Approximately one mile southwest of the Fairview Heights Station is the Downtown Inglewood Station where 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. Furthermore, southeast of downtown, the proposed 80,000-seat Inglewood Stadium will serve as the home of the Los Angeles Rams of the NFL. As part of the City of Champions Revitalization Initiative, the stadium will reconfigure the previously-approved Hollywood Park plan to allow for 890,000 square feet of

retail, 780,000 square feet of office space, and up to 2,500 residential units. Across the street from the proposed stadium is The Forum (see Figure 6), an historic indoor arena and former home of the NBA's Los Angeles Lakers and NHL's Los Angeles Kings. The Forum now hosts several prominent concerts and events. The City of Inglewood and Metro are exploring several options for regional transit system connectivity between the Crenshaw/LAX Transit Project, The Forum and the proposed stadium, which may include enhanced walking and biking connections.

Other major investments along the light-rail line include major improvements proposed for LAX. These improvements include 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 Inglewood and the Opportunity Site to the airport and national and global destinations.

## 2. THE JOINT DEVELOPMENT OPPORTUNITY SITE

The Opportunity Site is located on the north side of Redondo Boulevard between High Street and Long Street just northwest of the future aboveground Fairview Heights Station. The Opportunity Site is the current location of a Los Angeles County Department of Public Social Services facility (see Figure 7), which the County plans to relocate to re-purpose for high-quality transit-oriented development.

The site is an approximate 1.4-acre rectangular shaped parcel with approximately 520' of frontage along Redondo Boulevard to the south, a shared residential alley to the north, and approximately 120' of frontage along the residential- and commercial-oriented Long Street to the east. A small commercial building abuts the parcel to the west. Park-and-ride spaces serving Metro commuters and patrons will be provided at the Fairview Heights Station but will not directly impact the Opportunity Site.

## 3. THE MARKET OPPORTUNITY

During the Joint Development outreach process, the community expressed desire for mixed-use projects with quality housing and neighborhood-serving retail that relates to the existing cultural activities, use, as well as area residents (see Section III below). For the past five decades, the area surrounding the station has been underserved by commercial uses. With the investment in transit infrastructure along the Crenshaw Corridor, an area historically



Figure 6  
The Forum, located at 3900 West Manchester Boulevard in the City of Inglewood.

Photo by The Forum



Figure 7  
The Opportunity Site is the current location of the Los Angeles County Department of Public Social Services facility.







underserved in retail, a recently completed market demand study indicates that there is market demand for new neighborhood-serving retail uses in the station area, which aligns with community preferences (see Figure 9). The market demand study indicates that the Opportunity Site can support new small-scale neighborhood-serving retail uses such as a dry cleaner or florist or dining options such as a coffee shop, café, pizza place or bakery.

Community members expressed interest in a broad range of housing types that would serve the range of households and support cultural activities already present in the area. The market demand study projects increasing demand for rental housing over the next 10 to 20 years in the Fairview Heights station area. Strong demand for rental housing, in part, reflects an overall community where approximately 70% of the householders are renters. The market demand study also revealed, on a smaller scale, demand for ownership housing. However, it should be noted that ownership housing may be constrained on a site where a ground lease is anticipated.

## 4. THE IMMEDIATE CONTEXT

The Joint Development Opportunity Site (see Figure 8, Site C) sits at the confluence of a stable single-family district to the north – the historic Fairview Heights neighborhood (see Figure 10), a large multi-family residential neighborhood and a small industrial area in the City of Los Angeles to the east, the Inglewood Park Cemetery to the south, and the 55-acre Edward Vincent Junior Park to the west.

Within a 5- to 10-minute walk of the Opportunity Site are over 3,200 households, 70% of which are renter-occupied. The area also hosts a large youth population of 0-19 years (31% compared to 26% for Los Angeles County). Within the City of Inglewood, the majority of households are owner-occupied; within the City of Los Angeles, the majority of dwelling units are renter-occupied. Serving these homes and population, the future Fairview Heights Station will be located opposite and to the immediate southeast of the Opportunity Site. A pedestrian entry at the west end of the light-rail platform will connect with a crosswalk that spans Redondo Boulevard, bringing Metro patrons to the southeast corner of the Joint Development Opportunity site.

To the immediate east of the development site, along Redondo Boulevard, are small one-story commercial buildings that house local businesses and neighborhood organizations. On West Boulevard to the north of Redondo Boulevard, some of the small commercial buildings are occupied by artists and crafts people who have moved into the area over the past two decades (see Figure 11). Further north



Figure 9  
Fairview Heights Station area development will draw from a larger market area, shown above.




Figure 10  
Typical home of the area, 1940's.

Image from West Boulevard Community Linkages and Revitalization Plan



Figure 11  
View north along West Boulevard



along Hyde Park Boulevard, small mom and pop shops, artist spaces, and live-work residences occupy small structures and older homes. Across the new light-rail tracks and to the south of the Joint Development Opportunity Site is a triangular shaped parcel(s) of land that presently contains industrial uses. This site has been reimagined through a City of Inglewood transit-oriented district planning process as a higher intensity gateway residential and/or institutional use that, in tandem with the Joint Development Opportunity Site potential, anchor a more pedestrian-friendly and transit-accessible neighborhood.



### III. Vision for Joint Development

#### 1. GENERAL STAKEHOLDER VISION

Metro engaged in a one-year outreach process to inform the communities surrounding the Fairview Heights 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:

- ▶ **Provide high quality mixed-use residential that serves a range of incomes.**  
Participants were in favor of a range of housing price points that would serve to further stabilize the adjoining single-family residential neighborhoods. Residents noted that the Fairview Heights community has a higher youth population, which was reflected in participants' request for family-oriented two and three bedroom units including townhomes.
- ▶ **Incorporate quality neighborhood-serving retail.**  
Participants were clear in the desire for a mixed-use project with residential uses over quality neighborhood-serving retail on the ground floor facing Redondo Boulevard. The Fairview Heights Station is one stop away from the busier Downtown Inglewood Station and the new retail developments on Market Street. Participants were most interested in modest neighborhood serving locally owned businesses. Retail use was envisioned as a means to bring the community together. Other neighborhood serving uses described included a coffee shop/café, grocery store with fresh produce, dry cleaners, and childcare.
- ▶ **Connection to the existing arts-oriented community.**  
The Fairview Heights community takes pride in the artist community who set up residence in live-work buildings along West Boulevard and Hyde Park Boulevard over the past 25-years. The artist community contributed identity and social support to the area at a time when resources were leaving it. Residents face the promise of new investment and development mindful of their shared history with the existing artist community. Although participants voiced a primary need for retail-oriented uses, an arts component or connection to the arts framework remains an aspiration. Participants were in favor of live-work lofts along the alley between the County property and residential uses over retail as a way to activate the ground level.



Figure 12  
The Havenhurst building in West Hollywood, located adjacent to the historic Andalusia Apartments, utilizes setbacks, stepbacks, and architectural features to create a contextual affordable housing project.

Photo by KFA Architecture



Figure 13  
Edward Vincent Junior Park, view east from La Colina Drive.

- ▶ **Pedestrian connectivity from the train station to Edward Vincent Junior Park.**  
Participants expressed the need to connect the site, the train station, and Edward Vincent Junior Park (see Figure 13). This park adjoins the station area and includes an outdoor amphitheater, Inglewood Playhouse, and hosts summer concerts, free shows, and community gatherings. Participants envisioned a transit plaza as a vibrant gathering space with an emphasis on linkage between the station and the park.
- ▶ **Use of the local architectural style to reflect the surrounding context and scale.**  
The County site sits adjacent to the Fairview Heights neighborhood to the north comprised of traditional and well-kept one-story single-family residences. Participants were excited that a project that supported their community may be realized at this station stop but want the project and its character and identity to be compatible with the architectural look, history, and feel of the adjacent neighborhood.
- ▶ **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 offer adequate parking appropriate for the proposed Joint Development uses.
- ▶ **Promote the well-being and needs of the youth population.**  
Participants noted the need to address the needs of the youth population, which is slightly higher in the immediate Fairview Heights Station Area relative to the broader Station Area sub-market. Participants noted the need for job training, retail geared towards youth interests, and car-alternative transit infrastructure for bikes and skateboards. The provision of a youth center was a common interest of many workshop participants.
- ▶ **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 the selected development team 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.

## IV. Joint Development Project, Site, and Policy Frameworks

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Metro, Los Angeles County, and City of Inglewood projects, policies and plans will shape the Joint Development project proposal and implementation. The following key Metro Crenshaw/LAX Transit Project parameters, policies and planning parameters are noted below and should be carefully reviewed and utilized as part of the Joint Development Opportunity Site planning and design process.

### 1. THE CRENSHAW/LAX TRANSIT PROJECT FAIRVIEW HEIGHTS STATION IMPROVEMENTS

The Opportunity Site is located immediately northwest of the aboveground Crenshaw/LAX Fairview Heights Station platform (see Figure 14). This station stop incorporates an eastern pedestrian entry at West Boulevard between Redondo Boulevard and West 71st Street and a west pedestrian entry at the intersection of Redondo Boulevard and Long Street. The latter opens on to a crosswalk connecting the southeast corner of the Joint Development Opportunity Site with the light-rail station. This light-rail station also incorporates Metro park-and-ride spaces along the railroad right-of-way, south of Redondo Boulevard. Redondo Boulevard is proposed to be further improved with pedestrian amenities along the Joint Development Opportunity Site to the entry of Edward Vincent Jr. Park, approximately one block to the west. In this locale, High Street is proposed to be reconfigured and extended across the light-rail right-of-way to Florence Avenue, with Redondo Boulevard terminating at High Street, realizing a safer rail crossing and a more pedestrian-friendly crossing at this street intersection into and out of the Edward Vincent Jr. Park.

### 2. 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](http://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.

### **3. LAND USE ELEMENT OF THE INGLEWOOD GENERAL PLAN**

Adopted in 1980, the Land Use Element of the Inglewood General Plan outlined the existing conditions and proposed land use for the development of Inglewood. At the time of writing, Inglewood had undergone a 15-year economic decline and was experiencing resurgence in the development of its industrial base and the rehabilitation and expansion of its housing stock. Among the proposed land use designation changes at this time was the change of commercial use along West Boulevard north of Florence Avenue to low-medium residential use, which is reflected in the inclusion of mixed-use designations along West Boulevard continuing to





Figure 14  
Site Transit and Mobility Improvements



Redondo Boulevard in the draft Downtown Inglewood and Fairview Heights TOD Overlay Plan (see Section IV.4 below).

#### 4. DOWNTOWN INGLEWOOD AND FAIRVIEW HEIGHTS TOD OVERLAY PLAN

The existing Inglewood Municipal Code designates the Opportunity Site as a Heavy Commercial Zone. This present zoning reflects the former freight uses of the old railroad right-of-way. However, in anticipation of the completion of the Crenshaw/LAX Transit Project along this rail way, the City of Inglewood has prepared a draft Downtown Inglewood and Fairview Heights Transit-Oriented Development Overlay Plan (TOD Overlay Plan). This plan is scheduled for adoption in Summer/Fall 2016.

The goal of the TOD Overlay Plan is to proactively respond to the Crenshaw/LAX Transit Project with a community-defined vision regarding people, economics, and place for both the Downtown Inglewood Station and the Fairview Heights Station, including the Joint Development Opportunity Site. When adopted, the TOD Overlay Plan will supersede the existing zoning set forth in the Inglewood Municipal Code. Community stakeholders have reviewed and shaped these plans and have supported projects that meet these adopted plans and their criteria. The TOD Overlay Plan requirements should be carefully reviewed and understood when preparing proposals for the Opportunity Site.



Figure 15  
Concept drawing of Fairview Heights transit-oriented development.

Image from the TOD Overlay Plan

The TOD Overlay Plan designates sites under several frameworks: urban design, arts, environmental sustainability, streetscapes, open spaces, mobility, and parking (see Figure 15). Under the TOD Overlay Plan, the Opportunity Site is designated as a major transit oriented development site encouraging active and pedestrian-oriented street frontage. Redondo Boulevard, from the Fairview Heights Station to the east entrance of Edward Vincent Junior Park, is designated a Primary Pedestrian Promenade with parking. Placemaking and pedestrian movement are given the highest priority with recommendations for street trees and street furniture in keeping with the historic character of the Fairview Heights neighborhood. Long Street, which fronts the east side of the Opportunity Site, is designated a Pedestrian and Bicycle Route to Station and will provide a connection to the station from the residential neighborhood to the north.

The Opportunity Site is given a designation of TOD Mixed-Use 3 (MU-3). This zone allows for residential, retail, office or institutional uses at the Opportunity Site. There are no density requirements or restrictions as the TOD Overlay Plan utilizes form-based prototypes “to ensure that development proceeds in a contextually-sensitive

## DEVELOPMENT GUIDELINES - FAIRVIEW HEIGHTS STATION

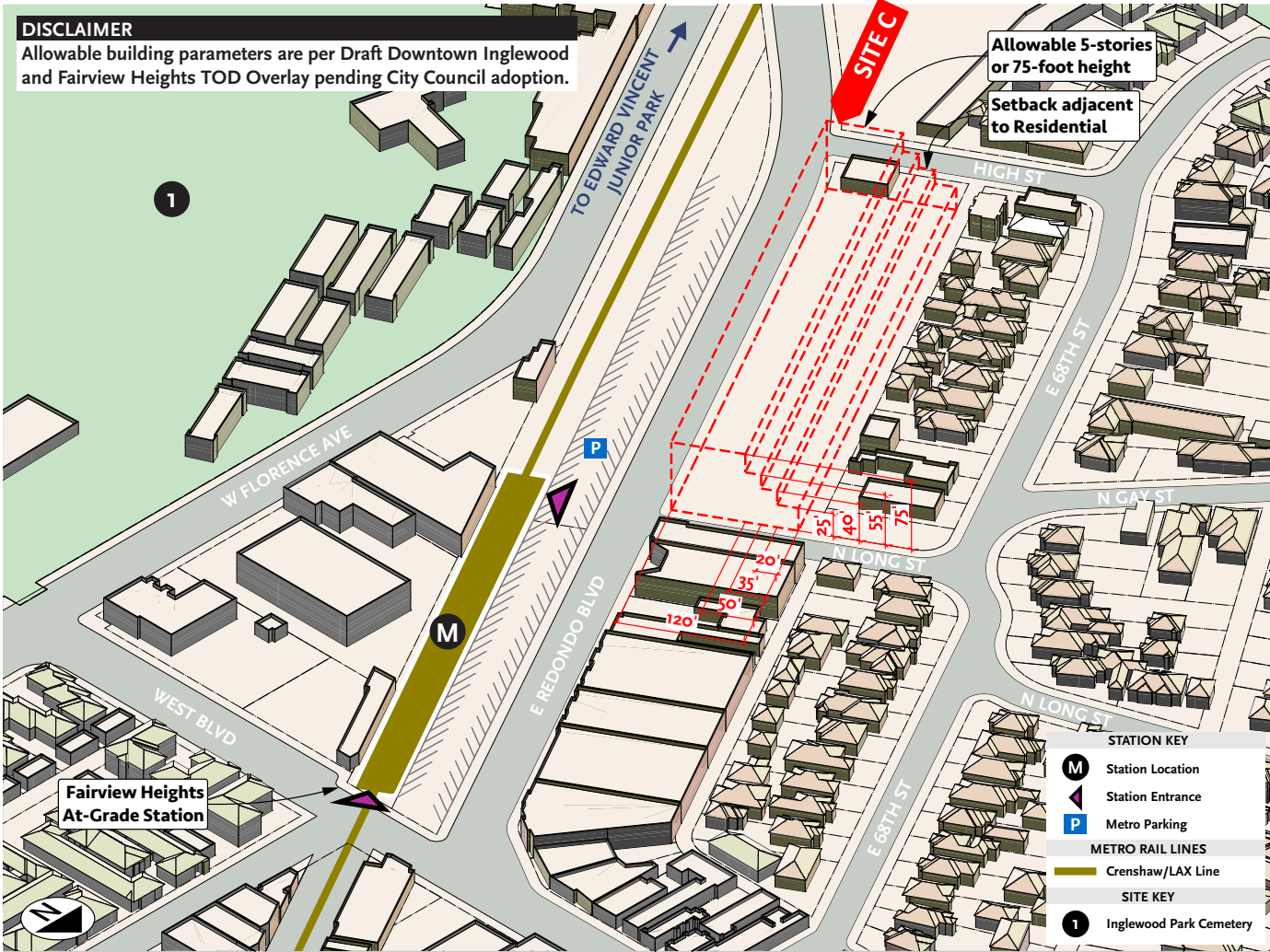


Figure 16  
Allowable Building Area Diagram per the TOD Overlay  
Plan which is pending City Council adoption.

manner, utilizing historic building forms that complement the street, promote pedestrian activity, and reinforce the character of the neighborhood.” Accordingly, the Opportunity Site is allowed a maximum height of 5-stories or 75-feet with incremental step-backs to two-stories or 25-feet at the rear alley adjacent to the single-family residences (see Figure 16 and the Downtown Inglewood and Fairview Heights TOD Overlay Plan, Fairview Heights Development Standards and Design Guidelines).

The parking requirements for MU-3 under the TOD Overlay Plan are less restrictive than current zoning. Residential uses are required to provide one parking space per dwelling unit. General Commercial uses are required to provide two parking spaces per 1,000-square feet. Additionally, in accordance with the Plan, parking may be met by purchasing zoning credits for publicly available parking that may become available.

Development standard reductions or waivers are available through an Affordable Housing Density Bonus. These include increased height allowances or reduced parking requirements with the provision of affordable housing which range in affordability from very low-income to moderate-income common interest development. In addition, all projects within MU-3 zones are subject to design review under the “D” Supplemental Design Review Zone and must undergo the review process described in Chapter 12, Article 14 of the Inglewood Municipal Code.

Given the overlapping plan requirements – General Plan, zoning, proposed TOD Overlay Plan – and complexity, the prevailing requirements of all of these documents should be carefully reviewed, City of Inglewood planning staff consulted, and as appropriate, adopted, or to-be-adopted regulations closely adhered to when developing a project concept for the Opportunity Site.

## 5. WEST BOULEVARD COMMUNITY LINKAGES AND REVITALIZATION PLAN

The West Boulevard Community Linkages and Revitalization Plan, adopted in February 2012, was prepared by Metro working with the Los Angeles Neighborhood Initiative (LANI) to study the TOD opportunities of the proposed Fairview Heights Station in the surrounding neighborhood, to produce revitalization strategies, and to act as a guiding document for future “community groups and city agencies as a tool to maintain a focused approach over time through strategic implementation of plan elements.” The plan studies the development of the neighborhood over time, starting from the single-family residences built in the 1920’s (see Figure 17) located northwest



Figure 17  
1920's "New Deal" Home Buyer's Brochure.

Image from West Boulevard Community Linkages and Revitalization Plan

of the future Fairview Heights Station to long term phasing strategies for 2027 and beyond. The plan helped inform the TOD Overlay Plan and may provide useful context for the area.

## 6. 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 18). This policy (see [media.metro.net/projects\\_studies/sustainability/images/policy\\_completestreets\\_2014-10.pdf](https://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.

### b. Metro First Last Mile Strategic Plan

The Joint Development opportunity site is 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](https://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 19).

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 Fairview Heights which integrates light rail, nearby 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.

### c. Metro Active Transportation Plan

Metro's Active Transportation Plan adopted in May 2016 focuses on enhancing access to stations and developing a



Figure 18  
Metro Complete Streets Policy

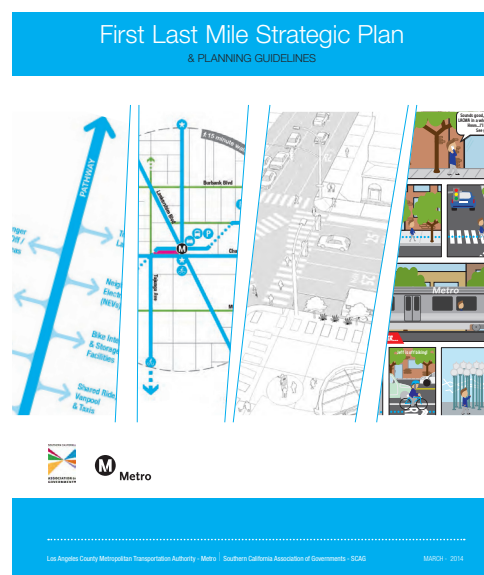


Figure 19  
Metro First Last Mile Strategic Plan



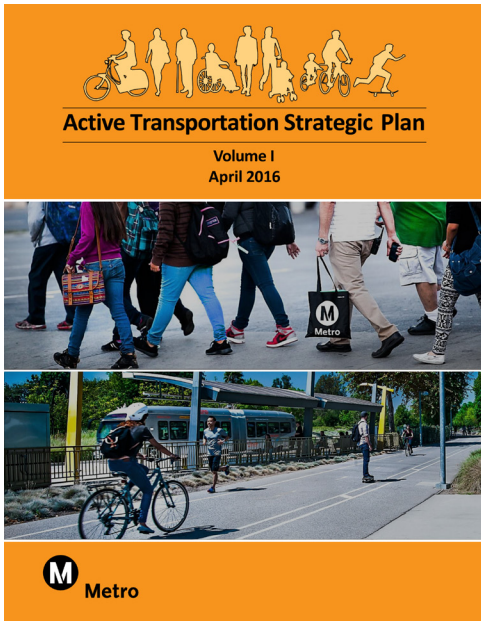


Figure 20  
Metro Active Transportation Strategic Plan

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 20).

While much of the Active Transportation Plan is devoted to means to enhance 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.



## V. Development and Design Considerations and Guidelines

The Opportunity Site proposals will be evaluated, in part, on their compliance with the development and design considerations and guidelines of this section. While projects are 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 the Opportunity Site is the Draft Downtown Inglewood and Fairview Heights TOD Overlay Plan (TOD Overlay Plan). This plan (see Figure 21) should be closely adhered to when developing a Joint Development concept and design.

### 2. ALLOWABLE USES GUIDELINE

Allowable uses on the Opportunity Site per the TOD Overlay Plan include a range of retail, commercial, and residential uses (see Section IV.4). 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, “General Stakeholder Vision” above and Figure 22) 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 TOD Overlay Plan.

### 4. HEIGHT ALLOWANCE GUIDELINE

The TOD Overlay Plan provides for a maximum height of 75' or 5 stories (see Section IV.4 above). Additionally, the TOD Overlay Plan provides for a transition from higher to lower heights from Redondo Boulevard to the alley to the north in order to relate new development to the height, scale, and texture of the existing adjacent single-family residential neighborhood. The TOD Overlay Plan allows for and encourages skyline expression including the use of uninhabited



Figure 21  
The Downtown Inglewood and Fairview Heights TOD Overlay Plan is the primary guiding document for the Joint Development Opportunity Site.



Figure 22  
Community members discussed potential uses based on feedback from a series of small roundtable discussions with local stakeholders.



Figure 23  
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

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 (see Figure 23). The TOD Overlay Plan also allows for a height increase through the use of the Affordable Housing Density Bonus, the use of which should be weighed against the interests of the community as outlined in the attached “Community Outreach Process Summary” (Appendix A).

## 5. VILLAGE SCALE GUIDELINE



Figure 24  
Culver City was referenced consistently by stakeholders and residents as a quintessential example of village scale, and high quality retail.

Photo by alex-aroundtheworld.com

The Opportunity Site project 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 Opportunity Site and the surrounds, including along the residential alley interface. 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 24).

## 6. PROJECT ORIENTATION GUIDELINE



Figure 25  
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

The Opportunity Site proposal should affirmatively face and create a sense of activity and oversight along Redondo Boulevard. Additionally, the project should create a sense of oversight and “eyes on the street” overlooking the alley frontage. A sense of entry, activity, and identity should also be promoted where the pedestrian crossing from the station platform meets the Opportunity Site at the corner of Redondo Boulevard and Long Street. The design proposal should also directly relate to and build upon the Redondo Boulevard Promenade concept developed by the City of Inglewood. In this regard, a green, shaded, and inviting pathway should be designed along the north sidewalk of Redondo Boulevard from the transit-oriented plaza to Edward Vincent Junior Park. Active uses, programs, architectural components that add visual interest such as entrances, storefronts, and/or stoops transitional open spaces (see V.10) and landscape should be provided along this pathway.

While all projects have vehicular ingress and egress and service requirements, these should be designed to be minimal, unobtrusive, integrated with the overall architectural and open space character, and

to the maximum extent feasible, located off the northern alley or side streets. Curb cuts leading to Joint Development Opportunity Site projects that are located along Redondo Boulevard are strongly discouraged.

### 7. SETBACKS GUIDELINE

In general, projects should provide varied setbacks about the perimeter of the Opportunity Site. Varied setbacks provide opportunities for the provision of at-grade landscape, small plazas for outdoor dining and cafes, open spaces (see Figure 26), sidewalk retail with shop fronts at the back of the sidewalk, as well as select widened sidewalks, where feasible.

### 8. TRANSIT ACCESS GUIDELINE

Joint Development projects should anticipate active transportation connectivity through the design of pathways across the Opportunity Site, provision of areas for bike facilities, heightened pedestrian-oriented lighting levels, and clear and safe pathway linkages between parking and transit portals and facilities that are integral to the design and development of the proposed project (see Figure 27). Additionally, signage and wayfinding between transit modes as well as to key local destinations and community amenities is encouraged in coordination with Metro.

### 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 28).

Building design character should 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. 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



Figure 26  
Broadway Housing in Santa Monica makes use of setbacks to create open space and circulation.

Photo by Iwan Baan

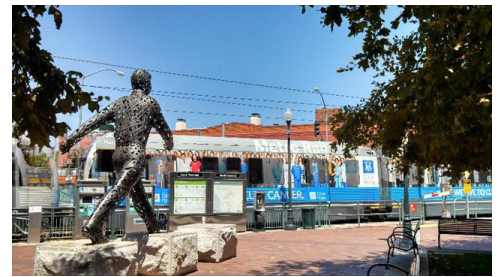


Figure 27  
Transit plaza of Mission Meridian Village, utilizes transit schedules and ticketing, shaded seating, bike facilities, and public art



Figure 28  
Residential transition at Mission Meridian Village, a transit oriented development along the Gold Line in Pasadena.

Photo by Moule & Polyzoides



designs. 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 commercial enterprises is strongly discouraged at both the individual storefront scale as well as the larger scale. In this regard signage and signage programs should also be carefully considered, oriented both to the pedestrian, transit user, as well as passing vehicles, and be integral and subservient to the 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.



Figure 29  
9,000 square foot green roof at Central Avenue  
Constituent Services Center in Los Angeles, California.  
Photo by Genaro Molina, LA Times

## 10. ON-SITE OPEN SPACE AND LANDSCAPING GUIDELINE

Well-landscaped areas utilizing drought-tolerant plant materials and enhanced hardscape, well-appointed open spaces including additional transit amenities such as plazas and rooftop terraces should be considered to distinguish the design of a proposed project (see Figure 29).

## 11. STREETSCAPE DESIGN STANDARDS

The streetscape design standards and guidelines of the TOD Overlay 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 30). 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 and off-site open space.

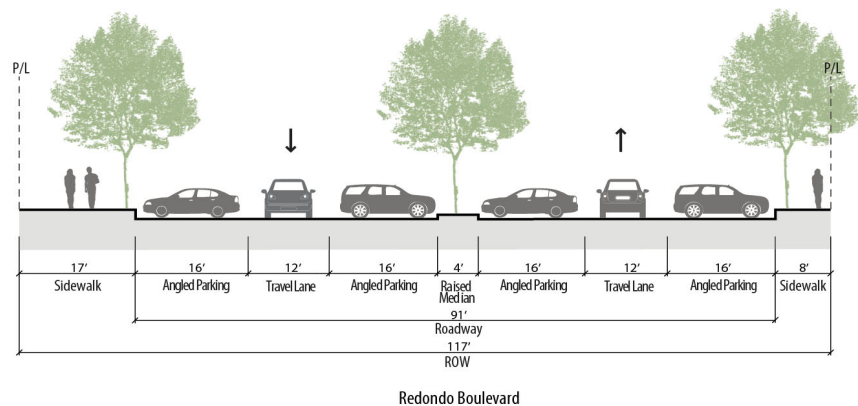


Figure 30  
Proposed cross section of Redondo Boulevard per TOD Overlay Plan.  
Image from TOD Overlay Plan

## 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 31). 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 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 Inglewood's Public Art ordinance specifies that 1% of all development costs in eligible projects be allocated to art. Project applications should consult with both Metro Art and the City of Inglewood's Arts Commission to determine arts fee compliance requirements and options for public art or cultural facility integration as related to the Joint Development opportunity.

Project applicants should consult with both Metro Art and the City of Inglewood's Public Art ordinance 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

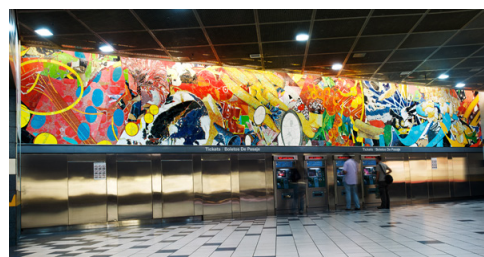


Figure 31  
*Universal Delights*, 2010  
STEPHEN JOHNSON, Artist  
Commissioned by Metro Art, Universal City Station

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 32  
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

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 Opportunity Site to enhance project and user safety. At the same time project proponents should incorporate into their development 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 32), transit plaza, and parking interfaces that will be associated with the Joint Development project.

## APPENDIX A

## A. Community Outreach Process Summary

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### 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 emphasized the concept of “place keeping.”

In order to solicit input from a broad array of area stakeholders and help shape the Development Guidelines for the Fairview Heights Station JD Opportunity Site, 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 the Metro 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 CLC highlighted that the Fairview Heights area has a unique history with live/work buildings for artists. Restaurants and increased retail options were identified as needs, as locals are spending their dollars in other areas. With a substantial youth population, CLC members also encouraged the JD project look 40-50 years to the future to consider what to build for the next generation of Inglewood residents. Local developers, non-profit organizations, and small businesses should be encouraged to participate in the Joint Development project.



#### 4. STAKEHOLDER ROUNDTABLES

On March 12 and March 15, 2016, two stakeholder roundtable discussions were held with 10 representatives from Fairview Heights resident and homeowners associations, business groups, City of Inglewood staff, 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 Fairview Heights Opportunity Site followed by a group discussion. The questions from the CLC Economic Development Work Group were used to initiate discussion.

Roundtable participants highlighted the quaint vintage homes in the area. Drawn to the area because of its affordability, artists moved in along West Boulevard and Hyde Park Boulevard and have contributed to the eclectic character of the neighborhood. With a substantial youth population, participants felt the area would be well-served by additional community organizations and centers like Chuco's located on Redondo Blvd. Residents did not express opposition to change, but urged that any new project in the area avoid modern architectural styles incompatible with the nearby single family homes. The participants referred to their neighborhood as a "residential oasis," but would like to see small to medium-sized restaurants or retail shops. They would like to be able to walk to make small purchases like a cup of coffee or sandwich, rather than traveling by car to other areas. Improving pedestrian connections between the JD project site and the nearby Edward Vincent Junior Park was identified as a community priority. Residential units with varying levels of affordability above ground floor retail were favorable to most participants. Roundtable participants felt big box chain stores would be more appropriate in the Downtown Inglewood area. Downtown Long Beach and Silverlake were mentioned as areas to look to for inspiration for the JD site.

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?*

The central location of Fairview Heights in Los Angeles County was mentioned as a major asset. The proposed NFL Stadium is set to dramatically change the City of Inglewood. The Fairview Heights Station's close proximity to the proposed stadium has the potential to create many opportunities for economic development. Participants felt that Inglewood lacks meeting space, so a community center with conference/meeting space by the station would be convenient. Improved safety and security was also discussed as being key to encouraging economic development.

### 5. COMMUNITY WORKSHOPS

Metro's community engagement continued through April with workshops held for Fairview Heights on April 2 and April 30, 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 Fairview Heights Joint Development Opportunity Site 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 Inglewood 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 4,000 flyers within 1/2 mile of the Fairview Heights 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 30 community members attended the first workshop and shared their vision and concerns for future development of the Fairview Heights Opportunity Site. Following a presentation and overview of the site, participants were split into groups of 8-10 people. To facilitate the discussions, the following six questions were asked at the breakout tables:

1. *Fill in the blank – “In 5 years, the Fairview Heights Station will be in full operation and this neighborhood will be \_\_\_\_\_?”*
2. *What types of uses would you like to see at this site?*
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 this site?*
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 five reoccurring themes:

1. **Connection to Arts-Oriented Community.**  
The Fairview Heights community takes pride in the artist community who set up residence in live-work buildings along West Boulevard and Hyde Park Boulevard for the past 25 years. The artist community contributed identity and social support to the area at a time when resources were leaving it. Residents face the promise of new investment and development mindful of their shared history with the artist community. Although participants voiced a primary need for retail-oriented uses, an arts component or connection to the arts framework remained an integral part of the conversation: “shops with eateries, art studios - these encourage positive community interaction.” Participants were in favor of live-work lofts along the alley between the County property and residential properties as a way to activate the ground level with art studios and living space above.

**2. Pedestrian Connections.**

Participants expressed the need to connect the site, the train station and Edward Vincent Junior Park both physically - walking and bike paths, “landscaping, public art, lighting and safety” - and programmatically - access to the outdoor amphitheater, Inglewood Playhouse, “summer concerts, free shows.” Participants envisioned a new transit plaza that is vibrant, colorful and serves as an “inviting and compatible connection” between the station and park.

**3. Local Architectural Style: reflect the surrounding context and scale.**

The County site sits south of the Fairview Heights Neighborhood comprised of mostly one-story single-family residences. Participants were excited for the “once in a lifetime investment” but wanted to see a mixed-use project “scaled properly” and responsive to the architectural look and feel of the adjacent neighborhood.

**4. Mixed-Use Quality Neighborhood-Serving Retail.**

Participants highlighted the need for a mixed-use project with quality neighborhood-serving retail on the ground floor facing Redondo Boulevard and residential uses above. Attendees acknowledged that the future Fairview Heights Station will be one stop away from the Downtown Inglewood Station and the new retail developments on Market Street, emphasizing an interest in modest neighborhood-serving “retail that invests in the community” and locally-owned uses that “keep money here.” Retail use was envisioned with a “social component to bring the community together; restaurants, supper clubs, entertainment.” Other neighborhood-serving uses included: coffee shop/café, grocery store with fresh produce, dry cleaners and child care.

**5. Mixed-Use/Mixed-Income High-Quality Housing.**

Participants were in favor of mixed-income housing as long as it is “architecturally beautiful and well managed.” The Fairview Heights community has a higher youth population, which was reflected in participants’ request for, “affordable housing, family-oriented two-three bedroom units.” A few participants noted a high rental population and expressed a desire for condos and/or townhouses, “there is a need for an ownership component, this creates stability and pride of ownership.”



At the first workshop, members of the public were also invited to demonstrate their preferences for 12 different potential uses for the Fairview Heights 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. Neighborhood Retail (14 votes)
2. Restaurant (13 votes)
3. Transit Plaza / Gathering Space (12 votes)

**Top Three No Votes**

1. Affordable Housing (5 votes)
2. Health Center (4 votes)
3. Job Center (4 votes)

Participants voted most positively for neighborhood retail use, depicted on the boards with street view photos of SoMa (San Francisco), Third Street (Santa Monica), and Pentagon Row (Arlington, Virginia). One participant noted, “I’ve been driving far away to shop. I want to shop here.” Retail was seen as both an attractor - “retail will drive people to the area” - and a community benefit - “vibrant storefronts keep eyes on the streets making it safer.” A need for sit-down restaurants and public spaces was also expressed. A transit plaza/gathering space “located next to the park could create an opportunity for a vital, artistic community center.”

Fewer participants placed their red stickers. Opinions on affordable housing were split - 5 “no” votes and 8 “yes” votes. Mixed-income and affordable housing uses were preferred over low income housing options. Opinions also differed greatly on job and health center uses for the site, with one commenter noting that these are 9-5 uses that “don’t promote a 24-hour community. 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 Fairview Heights Community Workshop held on April 30, 2016 was designed to share Metro’s findings

## COMMUNITY OUTREACH PROCESS SUMMARY - FAIRVIEW HEIGHTS STATION

### TOP 'YES' ANSWERS

- 14 Neighborhood Retail
- 13 Restaurant
- 12 Transit Plaza / Gathering Space
- 11 Market Rate Housing
- 9 Café
- 9 Neighborhood Market
- 8 Live-Work Loft
- 8 Youth Center
- 8 Affordable Housing

### TOP 'NO' ANSWERS

- 5 Affordable Housing
- 4 Health Center
- 4 Job Center

### VOTING BY USE CATEGORIES

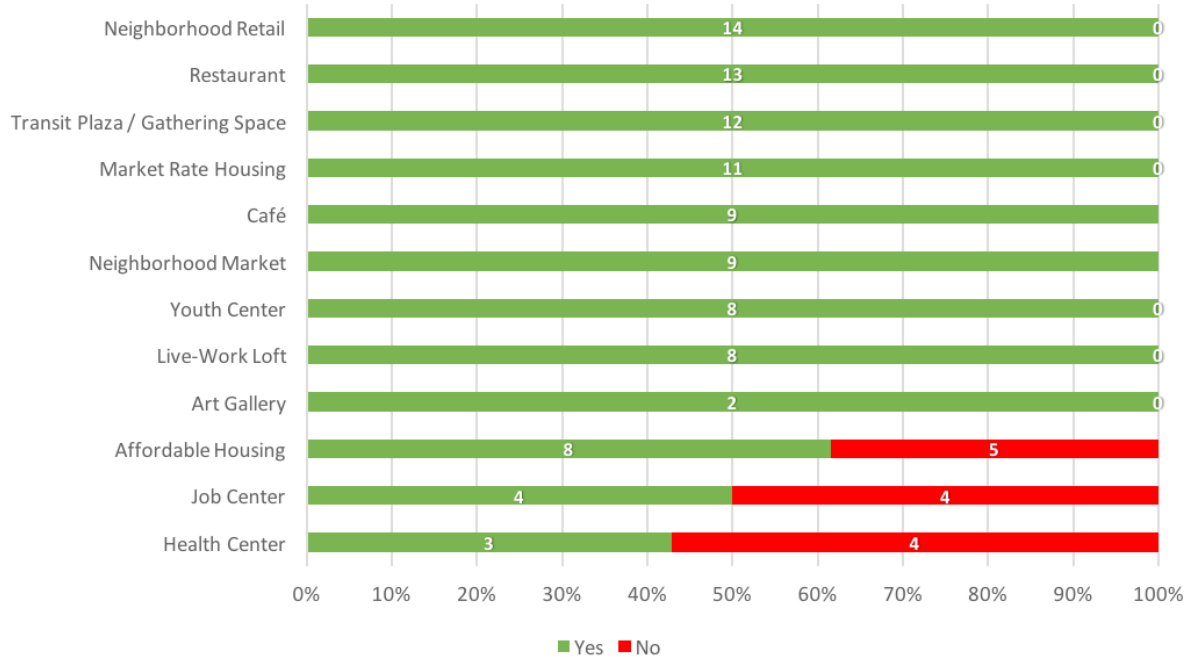



Figure A.1



from outreach endeavors to date including the first workshop, introduce market feasibility studies for suggested uses on the site and obtain additional input. The format included a presentation, feedback forms, and five information stations around key themes from the first workshop.

The five stations were:

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

Eight surveys were completed. When asked for comments on affordable versus market rate housing, most respondents supported affordable and workforce housing. Ground floor retail should be small in scale, but high quality in order to give transit riders a reason to stop and enjoy the area. Participants expressed a strong interest in architectural design elements compatible with the existing 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 workshop reinforced what Metro heard from community members at the Fairview Heights roundtable discussions and first 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 Fairview Heights JD project will be required to regularly engage and solicit input from area stakeholders during development and implementation.

# Crenshaw/LAX Joint Development



**Executive Management Committee**

**June 16, 2016**



**Metro**

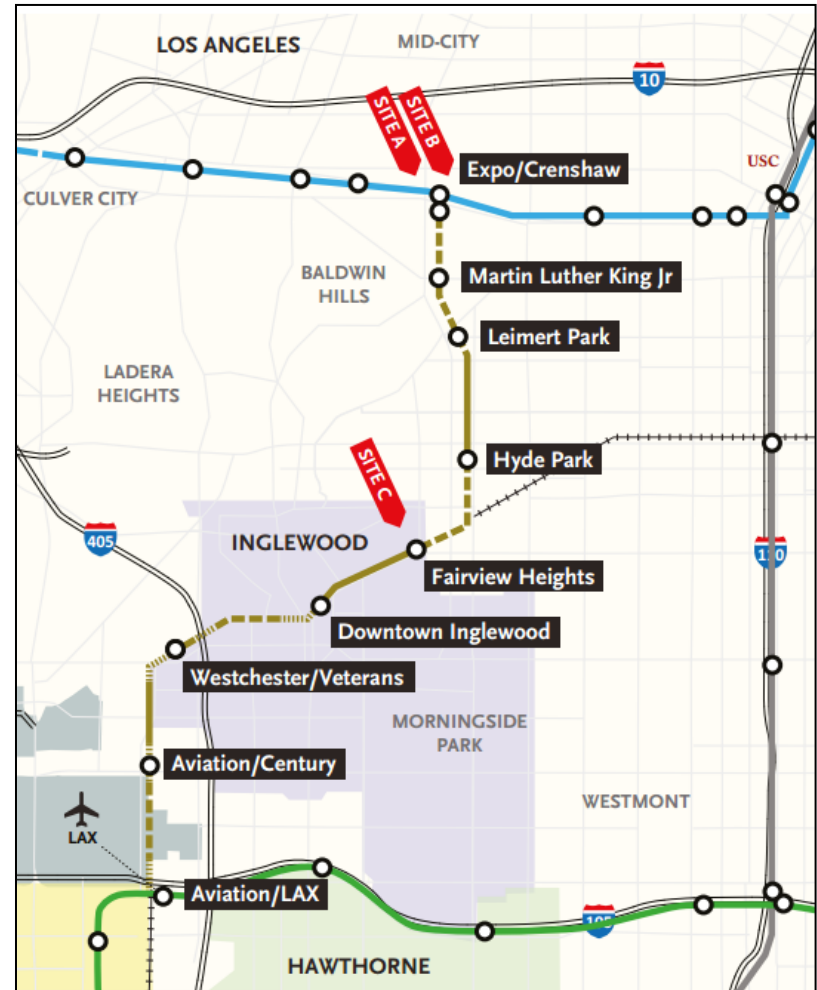


# Recommendations

- Adopt the **Development Guidelines** for the joint development of Metro-owned property and County-owned property at the **Expo/Crenshaw Station**.
- Adopt the **Development Guidelines** for the joint development of County-owned property at the **Fairview Heights Station**.
- Authorize an **Agreement with the County of Los Angeles** for administering the Metro Joint Development process for the County-owned properties at the Expo/Crenshaw and Fairview Heights Stations.

# Overview and Background

- June 2015 – Crenshaw/LAX Joint Development Strategic Plan released per Board Directive
- Joint Development opportunities identified at Expo/Crenshaw and Fairview Heights Stations
- October 2015 – Metro/County executed MOU to cooperate on Joint Development of County-owned sites



# Expo/Crenshaw Station Overview

## SITE A

- 1.66-acre County-owned property
- County to relocate existing Probation Department function to repurpose site for development

## SITE B

- 1.77-acre Metro-owned property
- Current construction staging ground; originally planned as a surface park-and-ride facility



# Expo/Crenshaw Station Development Vision

- Create a culturally distinct gateway destination and pedestrian-scaled community with high quality retail and range of housing types/affordability
- Opportunity to foster job growth with attractive office or incubator space
- Build upon City's Amended Crenshaw Corridor Specific Plan (draft) and Crenshaw Corridor Streetscape Plan (draft)







# Fairview Heights Station Development Vision

- Create a pedestrian-friendly residential project affordable to a range of incomes with ground-floor, neighborhood-serving retail.
- Promote uses that support the existing arts-oriented community and local youth
- Build upon City's TOD Overlay Plan (draft) and vision for a village destination with strong connections to the adjacent Edward Vincent Jr. Park



# Community Participation

- Development Guidelines are a direct result of a robust community engagement process and close coordination with the Crenshaw/LAX Community Leadership Council (CLC)
- Over the last year, staff attended more than 25 community meetings and events including hosting five (5) roundtable discussions and four (4) public workshops
- Utilized Crenshaw/LAX Project mailing list (5,000 stakeholders), flyer distribution (18,000), social media outlets, door-to-door engagement, phone calls and elected offices to get the word out



# County Agreement

- Memorializes relationship, roles and responsibilities beyond initial planning stages
- County shall retain ownership of County properties
- Metro and the County will work jointly in soliciting, selecting and negotiating with developer(s)
- County shall reimburse Metro for third party costs



# Next Steps

- Summer 2016 – Execute agreement with County; issue RFPs to solicit development proposals
- “Meet the Developers” receptions planned to encourage local partnerships and small business participation in the formation of development team and innovate development proposals
- Late 2016/early 2017 - Board approval of ENAs with selected Developers