

LOS ANGELES CIVIC CENTER  
SHARED FACILITIES AND ENHANCEMENT PLAN



Prepared under the direction of the  
LOS ANGELES  
CIVIC CENTER AUTHORITY

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LOS ANGELES CIVIC CENTER  
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SHARED FACILITIES AND ENHANCEMENT PLAN

ACKNOWLEDGMENTS

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LOS ANGELES CIVIC CENTER  
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LOS ANGELES CIVIC CENTER  
SHARED FACILITIES AND ENHANCEMENT PLAN

EXECUTIVE SUMMARY

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## EXECUTIVE SUMMARY

### BACKGROUND

This Los Angeles Civic Center Shared Facilities and Enhancement Plan has been prepared under the direction of the Los Angeles Civic Center Authority with the support of the Central City Association.

The Civic Center is currently the focus of considerable investment activity in Downtown Los Angeles. There are current and proposed projects in the Civic Center area that total approximately three billion dollars.

At the same time there are policies in place which do not discourage government facilities from relocating to areas outside the Civic Center. Continued movement in this direction will ultimately be devastating to the Civic Center and the heart of our City. This Plan includes several components:

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

The general approach taken in the development of this Plan is to build upon existing opportunities and enhance existing resources within the Civic Center area. This Plan describes how to create a Civic Center

that celebrates the history and the origin of the region, displays the cultural richness of its people, provides a pleasant environment that showcases the region's physical attributes and provides an interesting and dynamic civic core which represents the region. It also describes how to take advantage of existing development forces to improve and enhance the Civic Center.

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

By supporting government's investment in transit through the development of a pedestrian-oriented Civic Center, automobile trips will be reduced in the Civic Center area which will help conserve natural resources and improve air quality, resulting in a cleaner and more attractive environment.

### FUNDAMENTAL CONCEPTS OF THE PLAN

Three fundamental concepts provide direction and focus for this Plan and its recommendations.

#### Shared Facilities

The first concept is that an economic benefit can be realized by sharing facilities among levels of government. Benefits can be derived by sharing some existing facilities but an even greater opportunity exists for sharing facilities in the future. However, sharing future facilities

will require coordinated planning, creative thinking and innovative management. The sharing of future facilities also provides an opportunity to plan facility locations so that these facilities support the urban design goals of this Plan.

#### Mix of Uses

The second concept is that a "civic center" contains more than just governmental offices and agencies. To be truly a center for all the people, the Civic Center must contain a mix of uses including government, office, retail, cultural and residential; reflect the rich cultural and ethnic diversity of our region; and be a center of activity during business hours, evenings and weekends.

#### Pedestrian Orientation

The third concept is that the Civic Center is a pedestrian-oriented district which is easy for visitors, workers and residents to use. This means that enhancements within the public realm must be made, including an open space network which links elements within the Civic Center as well as connecting the Civic Center to surrounding districts.

### SUMMARY OF THE PLAN

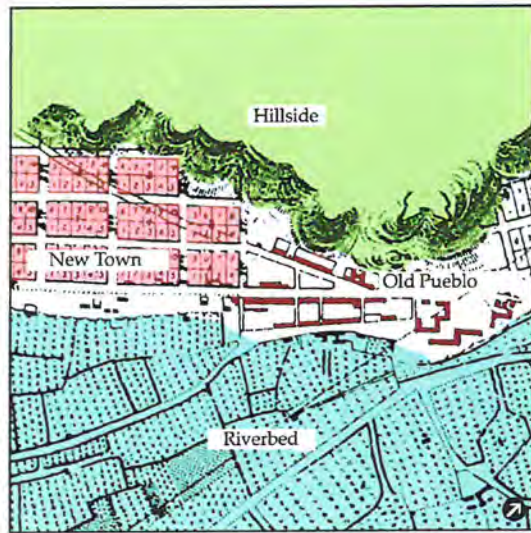
#### Concentration of Government Facilities

Contrary to a tendency to sprawl or de-centralize, this Plan strongly recommends that government concentrate in the Civic Center in order to create a critical mass to achieve the goals of the Plan, including shared facilities, a more accessible government and an attractive and active public environment.

**Historic Context**

The Civic Center is located at the confluence of the City's history and topography. It straddles the City's original settlement and area of first expansion and extends from a former riverbed to hillside topographies.

The physical orientation of the Plan is based on the historic and topographic origins of the City which strongly influence the Civic Center's current configuration. The Plan recognizes the original patterns of development and, through its land use and urban design recommendations, reinforces (and, in some cases, re-introduces) historic buildings and land features.

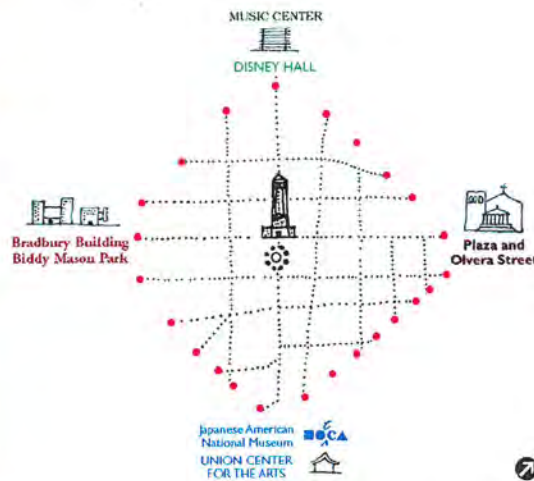


(Figure 1)

**The Ten-Minute Diamond**

The Civic Center's boundaries should be redefined by the distance an average pedestrian can walk in ten minutes, encompassing an area within which visitors can easily access facilities and services and interconnections among governments and businesses that interact are enhanced. A ten-minute walk from a central location requires a zig-zag path due to the street grid of Downtown Los Angeles thus creating a diamond-shaped zone.

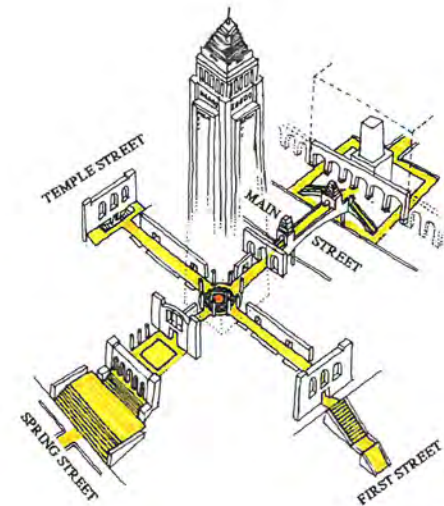
A redefined Civic Center District, based on a ten-minute walk from the rotunda of City Hall, yields a faceted, diamond-shaped perimeter that coincidentally captures the majority of existing Downtown government functions, includes a critical set of cultural facilities and encompasses an area of the region's historic settlement and topographic origins.



(Figure 2)

**City Hall as "Crossroads"**

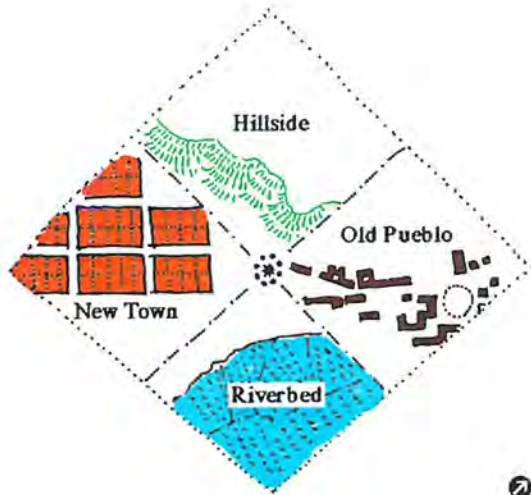
City Hall is the most significant and symbolically charged structure in the Civic Center. It acts as a beacon for way-finding, and its rotunda and passageways in all four directions serve as a "crossroads" for the District.



(Figure 3)

**The Four Quarters**

The location of City Hall is at the "Crossroads" of the four distinct historic topographies that existed when Lieutenant Edward Ord drafted the City's first official map in 1848: 1) the clay slopes of Bunker Hill; 2) the vineyards and cornfields of the Los Angeles Riverbed; 3) the buildings and open spaces of the original Pueblo de Los Angeles, and; 4) the unbuilt flat-lands platted with blocks and lots of the New American Town (now called "the Historic Core").

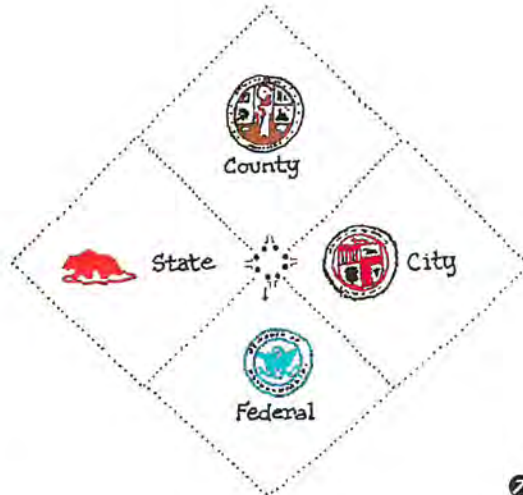


(Figure 4)

**Government Quarters**

The Ten-Minute Diamond can be divided into four parts- -the Four Quarters- -each encompassing one of the Civic Center's four original topographical settings. Each of the Four Quarters coincidentally captures and contains a concentration of offices and facilities that serve the four major levels of government represented in the Civic Center. The Four Quarters provide a useful organizing feature for shared facilities and public space enhancements within the Civic Center.

County government is located on the "Hill"; Federal government has predominantly located along the "River"; City government is clustered around the center of the Ten-Minute Diamond and in the "Pueblo", the site of the origin of the City; and State government has concentrated along Spring Street and Fourth Street in the "Town".

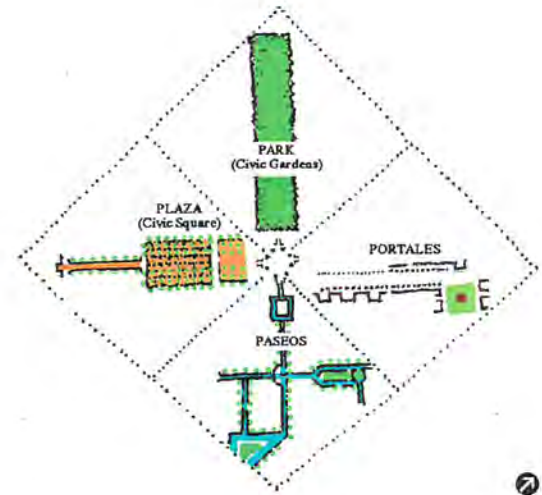


(Figure 5)

**The Open Space Pinwheel: Park, Plaza, Paseos and Portales**

With City Hall at the center and the Four Quarters arrayed around it, a "Pinwheel" of four open space networks is developed. Each open space network corresponds to one of the Quarters.

The recommended system of distinctive open spaces provides a focal point for each Quarter that enhances the identity and character, reinforces the clustering of each of the four levels of government and influences the design of new buildings that may be built in each area.



(Figure 6)

### The Civic Gardens

To the west, in the "Hillside Quarter", the existing Civic Center Mall should be completed and transformed into a lush park-like setting to become the "Civic Gardens". From the Department of Water and Power (DWP) Headquarters down the hill to City Hall, this terraced Civic Gardens should serve as a green oasis for workers, visitors, tourists and residents.



(Figure 7)

### The Civic Square

To the south, in the "New Town Quarter" (often referred to as the Historic Core), a new "Civic Square" should replicate the graciousness of the original Spanish Plaza. The Civic Square can serve as the meeting place of the public realm and the private sector, where City Hall can share the backdrop of a common space along with business, the press, other branches of government, and cultural and religious institutions. It is a place for bringing the people of the City together. It is a park for everyday life, the gathering place for extraordinary events and a symbol of civic life in all its diversity and complexity.



(Figure 8)

### The Paseos

To the east, in the "Riverbed Quarter", the existing collection of parking lots, lawns and driveways should be redeveloped into a network of pedestrian passageways or "Paseos". These should link with existing Paseos in Little Tokyo and within the Federal office building complex.



(Figure 9)

**The Portales**

To the north, in the "Old Pueblo Quarter", Main Street should become a continuous pedestrian promenade of storefronts and cafes from City Hall to Olvera Street and Union Station. Beginning at the existing arcade, or "Portales", of City Hall East, pedestrians should be able to stroll north through a continuous string of Portales along a revitalized Los Angeles Mall; over the Main Street bridge lined with retail shops; past the Pico House; through the old Plaza, the City's birthplace; and into Union Station, the transportation crossroads of the Southern California region.



(Figure 10)

**Land Use**

This Plan encourages a return to the original, more inclusive definition of the term "Civic" as it applies to uses and development within the Civic Center. The City's original "Civic Center" contained a wide variety of uses and facilities surrounding a central plaza where citizens could shop, worship, do business and visit, as well as conduct government affairs.

The Plan recommends that the Civic Center contain a mix of uses including residential, cultural, institutional, retail, office, government and open space with the locations of the uses being less important than the character of the uses. In many instances it is more important to establish a "storefront" type of environment, with frequent entrances, "transparent" frontages, and direct engagement with pedestrians, than it is to distinguish whether the uses in that setting are private or public in the nature of their business.



(Figure 11)

**Urban Form**

The form of the Civic Center emerges from the relationship of the uses and the architecture to the Civic Center open space and streetscape. Recommended view corridors and pedestrian connections create a stronger relationship between districts and neighborhoods adjacent to the Civic Center.

In general, the scale and character of the Civic Center area should be kept low and pedestrian-friendly. The tower of City Hall should continue to be the focal point of the Civic Center skyline.

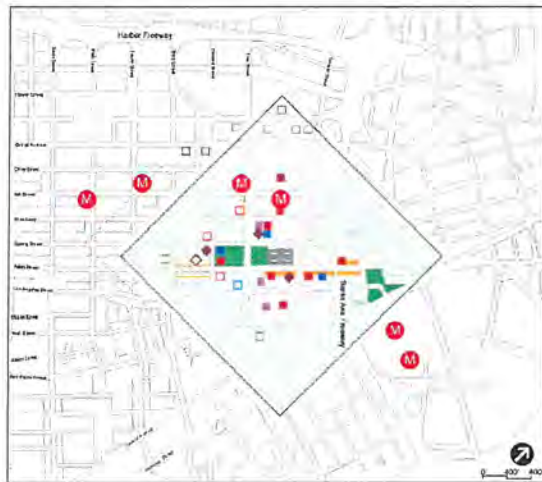


(Figure 12)

### Shared Facilities

Cost savings can be realized when different levels of government share facilities now duplicated by each entity, particularly facilities that provide heating and refrigeration, fleet maintenance, vehicle storage, cafeterias, auditoria and reprographics.

These facilities can also be planned for sharing in the future (as part of future space and facility development), at which time their locations can be selected to activate the pedestrian environment and support the urban design goals of this Plan.



(Figure 13)

### Streetscape and Development Standards

Streetscape and Development Standards for the Civic Center help define the Civic Center as a whole as well as highlighting its Four Quarters through the use of materials, patterns, colors and finishes for open space, landscape, paving, lighting, furniture, view corridors, circulation networks, signage, uses and activities and other related elements. These elements should be integrated within one unified space creating a rich and enhanced environment within the Civic Center and a visual sense of orientation within the District.



(Figure 14)

### Implementation Strategies

The Plan anticipates that a wide range of projects and programs are needed to achieve the vision for the new Civic Center. The implementation strategies called for in this Plan go beyond the usual scope of "asset management" carried out by the various levels of government and allow for:

- The pursuit of new development opportunities for both private sector and public sector office and non-office occupancy requirements within the Civic Center location.
- The construction of new physical improvements called for in the Plan.
- The implementation of a shared facilities strategy.
- The maintenance and operation of common areas including on-going cleaning, repair and replacement of physical improvements, security, marketing programs and programming of spaces.

The first priority should be the development of a coordinated program for common area maintenance and management activities.

Also, the Plan recommends maximizing the opportunities available with the development of proposed projects in the Civic Center area worth approximately \$3 billion. Funds which would be spent in the public right-of-way and open spaces can be used to enhance the Civic Center common areas per the Plan.

This Plan's recommendations capture the good-will and cooperation of the existing Civic Center Authority and suggest formalizing that voluntary organization into a legal entity known as a Joint Powers Authority (JPA) which can carry out the implementation of this Plan.

## **RECOMMENDATIONS OF THE PLAN**

### **Recommendations for Redefining the Civic Center**

*The Civic Center boundary should be redefined as a Ten-Minute Diamond with the rotunda of City Hall as the center point.*

### **Recommendations for Land Use and Locating Government Facilities**

*Revise the land use designations in the Civic Center to accommodate a mix of uses.*

*Recommendations for location criteria for government facilities are prioritized as follows:*

- *Government facilities should be located within the Ten-Minute Diamond.*
- *Sites for each level of government should be located within the Quarter housing their respective government branch or cluster (i.e., City, County, State and Federal).*
- *Sites should be located strategically, adjoining major axes or with important relationships and opportunities in connection with the open space system.*
- *Sites should have convenient proximity to transit facilities such as Metro Rail stations.*
- *Sites where the respective government branch has ownership or control should be considered.*
- *Preference should be given to historic resources that can be rehabilitated or adaptively re-used.*

### **Recommendations for Shared Facilities**

*All levels of government should:*

- *Pursue every opportunity for sharing facilities where potential cost savings exist, with priority given to types of facilities which will maximize savings.*
- *Investigate sharing possibilities for the existing County heating and refrigeration plant.*
- *Develop recommendations for long-range sharing of a state-of-the-art energy system.*
- *Provide incentives for employee parking outside the Civic Center to minimize the need for additional parking spaces and maximize parking spaces available for sharing.*
- *Consolidate maintenance and servicing of government agency vehicles at locations on the perimeter of, or immediately adjacent to, the Civic Center.*
- *Consider the development of additional child care facilities which are shared among levels of government.*
- *Locate child care facilities in areas which are adjacent to open space, rich in cultural resources and adjacent to compatible facilities such as child and family services.*
- *Locate food services at street level in storefronts or on open space.*
- *Encourage employees to walk to food services outside the building by not providing internal cafeterias.*
- *Reinvest a portion of the savings from sharing facilities into the pedestrian-oriented infrastructure in the Civic Center.*

*Location criteria for shared facilities are recommended and prioritized as follows:*

- *Within the shared overlap of the governments' Five-Minute Diamonds.*
- *At street level on sidewalks or on open space with easy accessibility and frequent doorways for facilities which generate pedestrian traffic.*
- *With visible frontage for facilities which are available for public use.*
- *In locations with related or complementary facilities.*
- *Adjacent to the Civic Center for facilities which have minimal access requirements and generate little or no pedestrian traffic (e.g., vehicle maintenance).*

### **Recommendations for Enhancement of the Civic Center**

*Designate the Civic Center as a Pedestrian Oriented District with Development Standards as identified in this Plan.*

*Designate the Civic Center as a Historic Street Lighting District.*

*Specific recommendations to enhance the Civic Center include the following:*

#### **Civic Center Complex**

- *Security issues related to the north and south entrances of City Hall should be resolved so City Hall is accessible from all sides. Re-open the main doors on the west side.*



### ***The Four Quarters***

*Key recommendations for The Four Quarters are as follows:*

#### ***Civic Gardens***

- *Break down or re-configure the walls at each auto ramp for improved visibility and pedestrian access into the Civic Gardens.*
- *Develop strong pedestrian linkages from First Street and Temple Street through the County buildings to the Civic Gardens.*
- *Complete the Civic Gardens with an east-west pedestrian connection to City Hall through the State Office Building site.*

#### ***Civic Square***

- *Develop a public square on the block bounded by First Street, Spring Street, Second Street and Main Street.*
- *Consider the development of Harlem Way as an attractive alley walkway lined with retail.*

#### ***Paseos***

- *Create a permanent pedestrian easement from City Hall East to the Geffen Contemporary (parallel to Temple Street), then south on Central Avenue to connect to First Street.*

#### ***Portales***

- *Develop a "Ponte Vecchio" type structure lined with retail which bridges the 101 Freeway at Main Street.*

#### ***Key Streets***

- *Enhance the City Hall Bridge including a vertical connection to Main Street.*

- *Maintain or increase existing sidewalk widths.*
- *Develop landscaped medians in the center of First Street.*

### **RECOMMENDATIONS FOR IMPLEMENTATION OF THE PLAN**

*This Plan recommends the following actions be taken to implement this Plan:*

#### ***Civic Center Authority***

- *Adopt the Civic Center Shared Facilities and Enhancement Plan.*
- *Forward the Plan to all levels of government for their consideration, with the recommendation to adopt a policy to concentrate their facilities within the Ten-Minute Diamond and preferably within their respective Quarter, and to share facilities whenever feasible, as recommended by the Plan.*
- *Restructure the Civic Center Authority to include membership of other levels of government including Federal and State.*
- *Designate an interim management entity or committee to coordinate the legal, administrative and political work necessary to create a Joint Powers Authority (JPA).*
- *Create a JPA to manage and implement the Plan.*

#### ***City of Los Angeles***

##### ***City Council:***

- *Adopt the Civic Center Shared Facilities and Enhancement Plan and direct the Department of City Planning to rescind the 1969 Civic Center Plan and update the Central City Community Plan to include this Plan.*

##### ***City Attorney:***

- *Review the Plan and make findings as to its legal weight and legal requirements for implementation.*

##### ***Planning Commission:***

- *Adopt the Civic Center Shared Facilities and Enhancement Plan to replace the Civic Center Development Plan as an element of the General Plan.*

##### ***Department of City Planning:***

- *Make recommendations regarding boundaries, land use and zoning changes including implementation of a Pedestrian Oriented District with Development Standards as identified in this Plan.*

##### ***Board of Public Works***

- *Adopt the Streetscape Standards of this Plan as a demonstration project for non-standard City elements.*

##### ***Bureau of Engineering***

- *Make recommendations to the Board of Public Works regarding implementation of the streetscape standards.*
- *Make recommendations regarding implementation of the signage program.*

##### ***Bureau of Street Lighting:***

- *Make recommendations regarding implementation of a Historic Street Lighting District with pedestrian-oriented lighting as a part of an integrated lighting system.*

*Department of Transportation:*

- *Make recommendations regarding implementation of the landscaped medians in the center of First Street.*

*County of Los Angeles*

*Board of Supervisors:*

- *Adopt the Civic Center Shared Facilities and Enhancement Plan.*
- *Make recommendations to improve and develop the State Office Building site (west of City Hall) to include a strong landscaped pedestrian connection from the Court of Flags to City Hall, completing the Civic Gardens.*
- *Make recommendations to develop a strong pedestrian connection from Temple Street to First Street through the Hahn Hall of Administration, the Civic Gardens and the County Courthouse.*

*Community Redevelopment Agency*

*Board of Commissioners*

- *Approve the Civic Center Shared Facilities and Enhancement Plan.*



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LOS ANGELES CIVIC CENTER  
SHARED FACILITIES AND ENHANCEMENT PLAN

INTRODUCTION

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## INTRODUCTION

This Los Angeles Civic Center Shared Facilities and Enhancement Plan has been prepared under the direction of the Los Angeles Civic Center Authority by a team of consultants including architects, planners, landscape architects, urban designers and an economist. The Consultant Team was charged with developing a plan for the Los Angeles Civic Center which includes several components:

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

The general approach taken in the development of this Plan is to build upon existing opportunities and enhance existing resources within the Civic Center area. This Plan describes how to create a Civic Center that celebrates the history and the origin of the region, displays the cultural richness of its people, provides a pleasant environment that showcases the region's physical attributes and provides an interesting and dynamic civic core which represents the region. It also describes how to take advantage of existing development forces to improve and enhance the Civic Center.

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

By supporting government's investment in transit through the development of a pedestrian-oriented Civic Center, automobile trips will be reduced in the Civic Center area which will help conserve natural resources and improve air quality, resulting in a cleaner and more attractive environment.



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LOS ANGELES CIVIC CENTER  
SHARED FACILITIES AND ENHANCEMENT PLAN

THE CURRENT CONTEXT:  
TODAY'S OPPORTUNITY

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## THE CURRENT CONTEXT: TODAY'S OPPORTUNITY

### DEVELOPMENT FORCES

The Civic Center is currently the focus of considerable investment activity in Downtown Los Angeles. There are current and proposed projects in the Civic Center area that total approximately three billion dollars. These projects are being pursued by public, private, cultural and institutional entities as a result of the need to repair and replace seismically damaged buildings, comply with building life safety requirements, modernize facilities and develop new facilities for existing and new organizations. These projects form a critical mass of potential activity that can re-invigorate the Civic Center area and contribute to its re-positioning as a vital district in Downtown Los Angeles. They are a substantial framework upon which to build the future of Downtown Los Angeles.

At the same time, there are actions and policies directing some government facilities to other areas outside the Civic Center. Continued movement in this direction will ultimately be devastating to the Civic Center and the heart of our City.

This Plan helps clarify and define the reasons that the Civic Center should be the preferred location for government facilities: convenience and accessibility to government entities by their constituents, cost benefits related to shared facilities, improved safety and security, support of the investment in transit and existing infrastructure and an enhanced environment with pride of ownership.

### COOPERATIVE PLANNING

The Civic Center Authority, charged with implementing a cooperative planning policy for the Civic Center, has spearheaded the creation of the Shared Facilities and Enhancement Plan with the support of the Central City Association. The Civic Center Authority's membership

of the City of Los Angeles and the County of Los Angeles, with the State of California and the Federal government in advisory roles, provides the beginning of a powerful tool which should be used to influence and shape the future of the Civic Center.

### RELATED PLANNING DOCUMENTS

#### Central City Community Plan

The Civic Center is located primarily in the Central City Community Plan planning area, a part of the General Plan of the City of Los Angeles, with a small portion located in the Central City North Community Planning District. The City's Community Plan designates the area for Civic Center land uses which envisions "government activities" on publicly owned land; "activities and uses related to the government complex, such as office space, retail stores, restaurants, clubs, hotels, etc." on privately-owned land; and public/private uses such as parking garages above or below retail stores.

The Civic Center Shared Facilities and Enhancement Plan envisions a land use plan consistent with the City's Community Plan for the area.

#### Downtown Strategic Plan

The Downtown Strategic Plan (DSP) was approved by the Community Redevelopment Agency (CRA) and the City Council as a guiding vision for Downtown to the year 2020. The DSP envisions that governmental uses continue to be concentrated Downtown and supports the continued development of the Civic Center as a regional center for Los Angeles City, County, State and Federal government activity. The DSP promotes the reuse of historic buildings in the upper Center City for governmental uses, thus connecting and expanding

the Civic Center District. The DSP recommends that:

- Pedestrian-oriented uses be established along the north-south streets to promote the linkage of surrounding districts through the Civic Center District.
- The Civic Center Mall be extended to City Hall and its accessibility and visibility improved by re-configuring its underground parking ramps to favor the pedestrian.
- The Civic Center be programmed more actively for civic celebrations and events.
- Governmental and cultural institutions be encouraged to locate in the Civic Center District with a priority on the infill locations adjacent to City Hall and on the Civic Center Mall.
- Sites of significance to the early history of Los Angeles be identified and commemorated.

The Civic Center Shared Facilities and Enhancement Plan articulates the same goals as the DSP related to the role of the Civic Center as the primary governmental center in the region but recommends that, to be truly "civic" and for all the people, the Civic Center must also include other uses and functions as well. The Civic Center Plan provides detailed urban design, streetscape and development standards and recommendations which reinforce the ideas presented in the DSP.



### **Redevelopment Plans**

The existing Civic Center is located in the City's Central Business District (CBD) Redevelopment Project area and is adjacent to the City's Bunker Hill, Little Tokyo and Chinatown Redevelopment Project areas. The Redevelopment Plan for the CBD Redevelopment Project area contains a number of goals which include:

- To organize growth and change and reinforce viable functions.
- To create a balanced urban environment for people including a full range of around-the-clock activities and uses.
- To create a symbol of pride and identity which gives the Central City a strong image as a major center of the Los Angeles region.
- To achieve excellence in design giving emphasis to parks, green spaces, street trees and places designed for walking and sitting.

The Redevelopment Plan for the Project area also contains land use designations for the "Civic Center Development Area" which include governmental and cultural uses, other uses (office, retail, restaurants, clubs, etc.) related to those in the governmental complex, joint public and private uses, recreation and school uses and open space.

The Civic Center Shared Facilities and Enhancement Plan is consistent with the CBD Redevelopment Plan and provides Streetscape and Development Standards that promote the goals of the Redevelopment Plan.

### **Hill Street Metro Rail Corridor Master Plan**

The Metropolitan Transportation Authority (MTA), the Los Angeles Department of Transportation (DOT) and the CRA are currently planning improvements to the Metro Rail Station portals and areas surrounding the portals at the Civic Center and Pershing Square Stations along Hill Street. The station portals in the Civic Center are located on the south side of Hill Street adjacent to the Court of Flags in the Civic Center Mall and at the southwest corner of First and Hill

Streets. The Hill Street Metro Rail Corridor Master Plan proposes improvements to the portal areas and along Hill Street that will enhance their visibility and provide direct pedestrian connections to important adjacent facilities with the purpose of improving transit ridership.

The Civic Center Shared Facilities and Enhancement Plan contains recommendations for the Civic Center Mall and surrounding areas that reinforce the Hill Street Metro Rail Corridor Master Plan.

### **Angels Walk**

The proposed Angels Walk Plan prepared for the MTA recommends pedestrian-oriented streetscape improvements for Downtown. These improvements are intended to link together the five major transit and pedestrian districts of historic Downtown by improving the pedestrian environment with "way-finding" signs and graphics, street furniture, visual cues and physical connections leading from one district to another. The Angels Walk Plan identifies City Hall, with its central location and stature as a visual landmark, as the symbolic beginning and ending point of the walking network.

The Civic Center Shared Facilities and Enhancement Plan builds on the guiding principles of the Angels Walk Plan by promoting the connection of the Civic Center's key elements and the linkage of the district as a whole with surrounding areas and neighborhoods through improvements to the pedestrian environment.

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LOS ANGELES CIVIC CENTER  
SHARED FACILITIES AND ENHANCEMENT PLAN

GENERAL GOALS AND PRINCIPLES OF THE PLAN

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## GENERAL GOALS AND PRINCIPLES OF THE PLAN

The following goals and principles summarize the issues and concerns which were identified in the initial phases and considered throughout the project.

### CONCENTRATION OF GOVERNMENT

**Goal: Encourage the centralization of all levels (City, County, State, Federal and other local governments) of governmental employment and activity.**

The Los Angeles Civic Center, the largest government center outside Washington, D.C., is home to a concentration of government offices and their support facilities, including facilities for five levels of government--Federal, State, County, City and other local governments.

This Plan strongly recommends that government concentrate its facilities in the Civic Center in order to create a critical mass to help achieve the goals of the Plan, including shared facilities within walking distance, a more accessible government and an attractive and active public environment.

### SHARING FACILITIES

**Goal: Encourage the sharing of government facilities to the extent it makes economic and operational sense and can stimulate pedestrian activity in the Civic Center by fostering interaction between agencies and their facilities.**

Each level of government currently provides its own services resulting in the duplication of some support functions and facilities. This situation presents an opportunity to develop shared facilities among levels of government.

This Plan proposes the sharing of facilities among levels of government which provides an opportunity for government to save on capital, operating and management costs; to improve service to the public; to support the Plan's broader goals of encouraging employees and visitors to use public transportation and to activate public open spaces.

### MAKING GOVERNMENT MORE ACCESSIBLE

**Goals: 1) Promote spatial and functional clarity within the Civic Center; 2) build upon the extensive public investment in the transit system with pedestrian accessibility and linkages; and 3) provide pedestrian-friendly linkages and connections to surrounding culturally and historically distinctive districts and communities.**

The physical setting and environment of government facilities can have a significant impact on how accessible the public perceives government to be.

This Plan encourages the idea of making government more accessible by recommending straightforward organizing concepts and a pedestrian-friendly environment for the Civic Center.

### MIXING USES

**Goal: Facilitate public/private partnerships which bring activity generators (retail, entertainment, housing, support services, parks and public plazas, etc.) into the Civic Center District and adjacent areas.**

The Civic Center should be more than just a government center. It should incorporate a mix of uses including office, retail, cultural, religious, educational, residential and other support services.

This Plan recommends a mix of uses which are compatible and complimentary and generate activity on evenings and weekends as well as during business hours.

### BRINGING LIFE TO THE STREET

**Goals: 1) Delineate the Civic Center as a compact pedestrian-oriented district, convenient to the pedestrian visitor, worker and resident of Los Angeles; and 2) develop open space (including streets) as a major visual and organizing feature and activity element in the Civic Center area.**

The key to the Civic Center's success is the level of activity along streets and sidewalks and within the Civic Center's open spaces. Increased pedestrian activity will result from an attractive and pleasant environment which is clean and provides services and amenities desired by the public. Additional consequences of increased activity include an improved level of safety and security and the social and economic vitality which go with it.

This Plan proposes ways to improve the pedestrian environment including Streetscape and Development Standards which will enhance the character of the District's public spaces.

### REFLECTING CULTURAL DIVERSITY

**Goal: Promote the integration of cultural and historical elements into the Civic Center to help attract regional visitors, link diverse cultures and ethnic groups and foster civic pride.**

Downtown Los Angeles is multi-ethnic and multi-cultural and there continues to be an increase in the diversity of people and activities within Downtown. It is this cultural diversity that makes Downtown

vibrant. This change in demographics also results in a corresponding variety of ideas regarding civic space. This Plan suggests ways to achieve a richer mix of urban spaces, activities (day-to-day and programmed), public art and signage which is more appropriately reflective of the diversity of Angelenos.

### **BUILDING ON HISTORIC AND TOPOGRAPHIC ORIGINS**

**Goal: Support adaptive re-use of historic buildings and infill which is sensitive to the City's origins, the Historic Core and sustainable development.**

The early development of the City of Los Angeles was strongly influenced by its topography, with the hills and the floodplain dictating where the town and subsequent development would be located. Although the development of public facilities in the mid 1900's imposed itself on the topography, the original topography is still evident. This Plan proposes that the Civic Center reflect and celebrate these historic origins through the enhancement of the historic topography, the further definition of the District's unique characteristics and the re-use of historic and older structures in the Civic Center and adjacent areas.

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LOS ANGELES CIVIC CENTER  
SHARED FACILITIES AND ENHANCEMENT PLAN

ORGANIZING CONCEPTS

**HISTORIC CONTEXT**

The Los Angeles Civic Center was developed both because of and ultimately in defiance of, the natural landforms that historically surround it. Various called by the names la Reina de Los Angeles, El Pueblo de Nuestra Senora la Reina de Los Angeles, and El Pueblo de la Nuestra Senora la Reina de Los Angeles de Porciuncula, the old city was first situated around the current Plaza, between the hills to the west and the floodplain of the Los Angeles River to the east.

These topographic constraints caused the expansion of El Pueblo to occur along a north-south axis, with the old Mexican residential district growing modestly to the north and, later, the new Yankee town expanding explosively to the south.



(Figure 15)

When the first plan for the new City was prepared by Lieutenant Edward Ord in 1849, these topographic constraints were recognized in Ord's map, particularly in the designation of Main Street as the easternmost street on top of a low bluff at the edge of the floodplain. The western hills remained sparsely developed for almost one hundred years but eventually became neighborhoods. At first, these neighborhoods were among the most prestigious in the City. With time, however, they began to experience decay and by 1920, Bunker Hill and the other hills nearby were known as a Bohemian enclave. They became a source of some embarrassment to the promoters of the booming new Los Angeles and the hills became the target of plans for clearance and replacement. The riverbed area to the east transitioned from agricultural to industrial use and its flatness became a natural choice for alignment of the rail system that served the region.

With the City Beautiful movement in the 1910's came grand plans for the improvement of Downtown Los Angeles at the same time as the City's and the region's explosive growth generated a significant need for public facilities. These facilities were the focus of major public improvement plans, including new transportation facilities. Beginning with the construction of the original County Hall of Justice, continuing through the development of the Los Angeles City Hall, Union Station and the Music Center in the early 1960's, the public projects supplanted all of the original development and all but a few modest remnants of the original topography. These six decades of civic development imposed an east-west axis on the original north-south landforms. Many of the problems and issues related to the Civic Center area today can be traced to this contradictory move.

This Plan recognizes Downtown's history and the conditions that led to its current configuration and the original patterns of its development. The Plan provides, through its land use and urban design, for a reinforcement and, in some cases, re-introduction of the District's historic building and land features. The Plan also attempts to repair some of the damage done to the urban fabric over the bulk of the 20th Century as whole neighborhoods were removed, auto-oriented circulation grids replaced the pedestrian-friendly street network, hills were leveled and floodplains filled. The Plan re-establishes connections along major streets and suggests that, through a program of encouraging mixed land uses, improving streetscapes and strategically filling in currently vacant or available buildings and sites with public and private development, the fragmented quarters of the old City can again be made whole.

**REDEFINING THE BOUNDARIES**

The existing Civic Center boundary is defined in the City's General Plan. It is based on existing government facilities which have been relatively stable since the 1950's.

However, recent events, such as the Northridge earthquake and government economic problems, coupled with changes in the way government does business, have led to the need for new facilities, renovated facilities and relocated facilities. Short-term and long-term government needs for office space have created a Downtown in the dynamics of change and the immediate need for a flexible plan for orderly growth.

The Civic Center boundary can be flexible. Some government functions will certainly be located outside of it for economic or functional reasons. Government facilities located outside the Civic Center District should be proximate and should focus on locating in the City's historic core to sustain revitalization efforts in this area. However, there are clear benefits to locating within the boundary, such as easy proximity for pedestrians and access to shared facilities and to an improved public environment.

It is critical to focus development to achieve sufficient densities- i.e., building mass, concentrations of workers and visitors, pedestrian activity and supporting retail and services. This Plan recommends a redefined boundary based upon the renewed goals and vision for the Civic Center and the strong desire for a pedestrian-oriented Downtown.



(Figure 16)

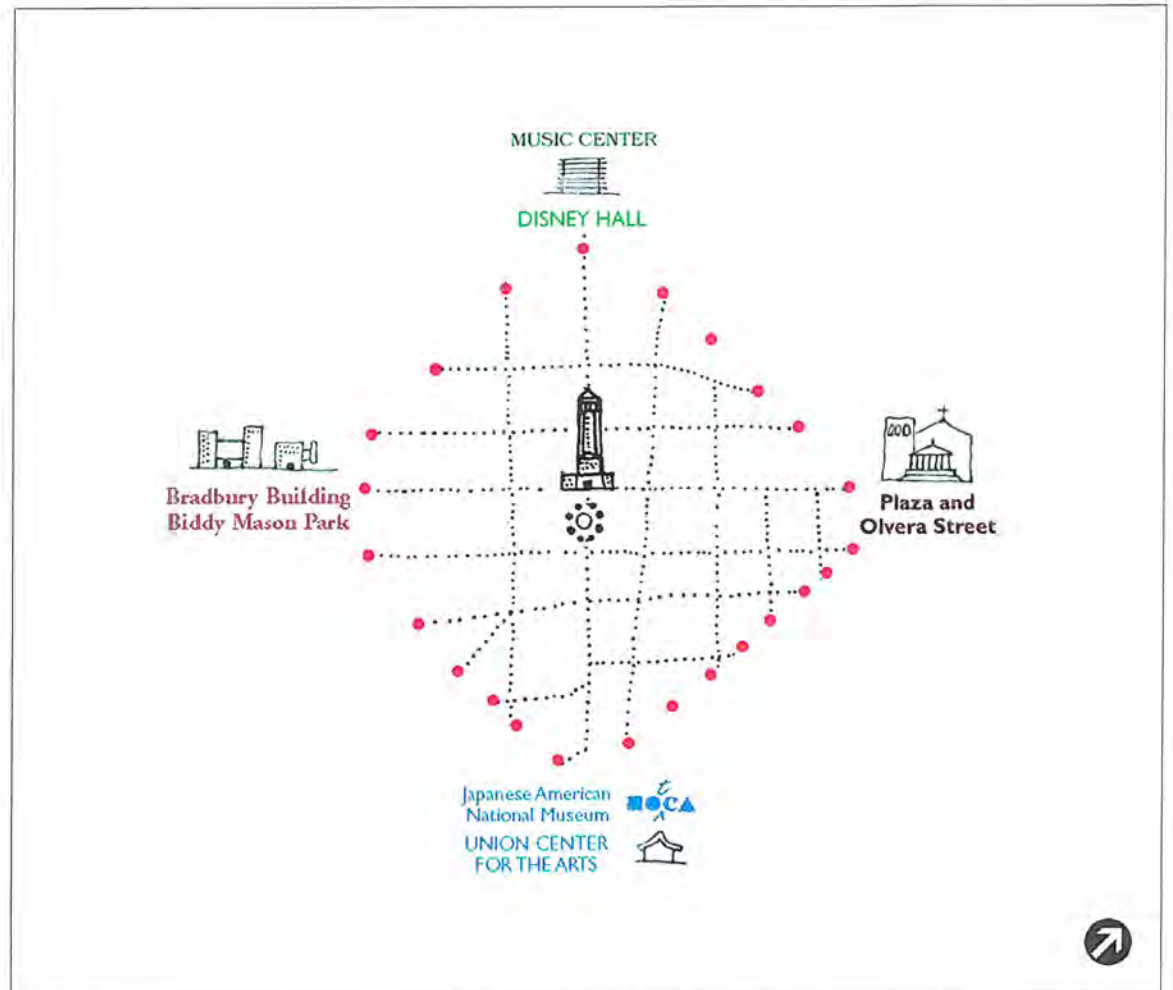
**THE TEN-MINUTE DIAMOND**

The Metro Rail Red Line system in Downtown Los Angeles, when coupled with the DASH shuttle system, provides an opportunity to improve the pedestrian experience in Downtown and to create an exciting urban destination. A redefined pedestrian-oriented Civic Center can build upon existing and planned resources and opportunities to enhance this vision and make it a reality over the next twenty years.

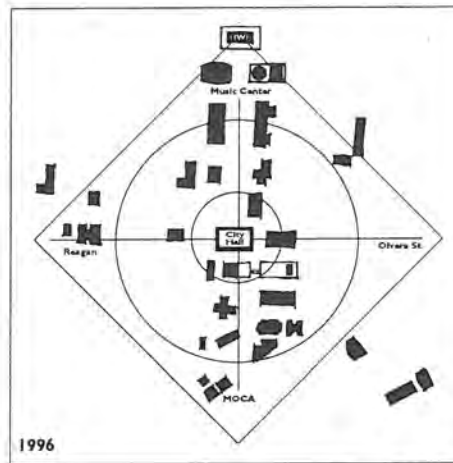
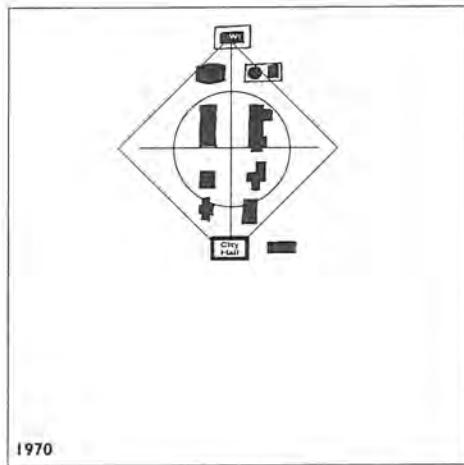
A useful standard for pedestrian travel is the ten-minute walk. At 3 m.p.h., the average pedestrian can walk about 2,600 feet in ten minutes and feels comfortable doing so. A walking distance which can be reached in ten minutes encourages movement of people on foot and is thus a reasonable distance for services and interconnections within the Civic Center.

A ten-minute walk in Downtown Los Angeles from a central location creates a diamond-shaped zone, due to the need to walk in a zig-zag pattern along the grid configuration of streets and sidewalks.

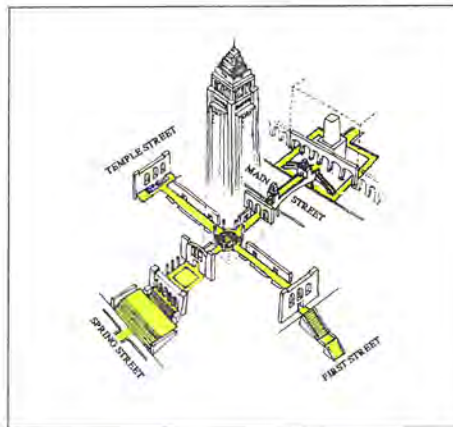
A District based on a ten-minute walk from the rotunda of City Hall yields a faceted, diamond-shaped perimeter that coincidentally captures the majority of existing Downtown government functions and a critical set of cultural facilities.



(Figure 17)



(Figure 18)



(Figure 19)

### CITY HALL AS THE GEOGRAPHIC CENTER

In the 1960's and 1970's, the geographic center of the Civic Center was located approximately half way between the Department of Water and Power (DWP) Headquarters and City Hall. However, with the development of many functions east of City Hall, including City Hall East, Parker Center and the Federal office building complex, as well as new cultural anchors such as the Geffen Contemporary, the Japanese American National Museum and the recently launched Union Center for the Arts, the geographic center has shifted to City Hall.

### CITY HALL ROTUNDA AS THE CENTER AND THE "CROSSROADS"

Symbolically, in its evocation of a lighthouse or belltower, the form of the City Hall building is a natural center point. It identifies the Civic Center from the freeways and other distant vantage points.



(Figure 20)

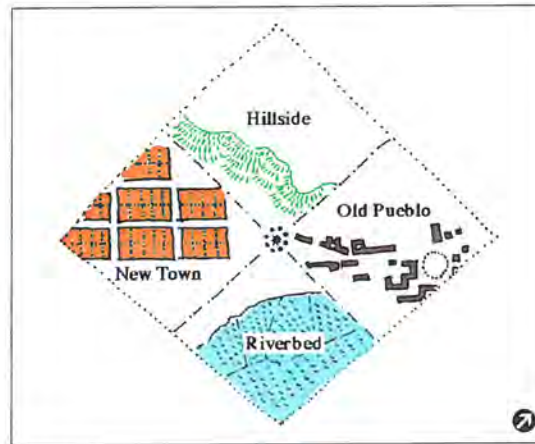
Inside, the rotunda, which lies directly below the tower and is the most significant and symbolically charged interior space in the Civic Center, makes an appropriate pedestrian center point within the district. Furthermore, circulation within the building is organized like two interior streets whose "Crossroads" is the rotunda. This Crossroads is the basis for facilitating easy pedestrian connections in all four directions of the Civic Center District.



## THE FOUR QUARTERS

The Los Angeles City Hall is located at the crossroads of four distinct historic topographies as it was when Lieutenant Edward Ord drafted the City's first official map in 1848: 1) the clay slopes of Bunker Hill, 2) the vineyards and cornfields of the Los Angeles Riverbed, 3) the buildings and open spaces of the original Pueblo de Los Angeles and 4) the unbuilt blocks and lots of the New American Town (now called "the Historic Core").

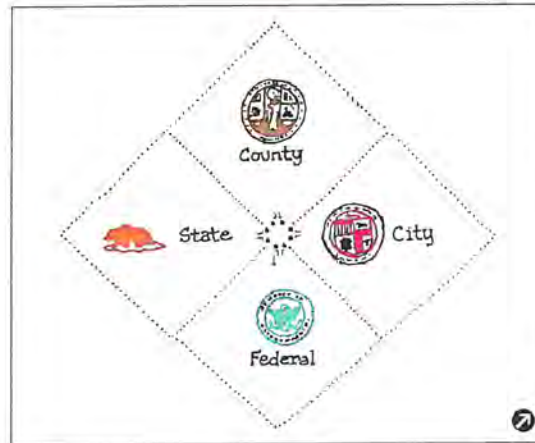
These four very different settings help to explain why, in each direction from City Hall, there is a different urban character. If the Ten-Minute Diamond is divided into four parts, the four different settings are captured in four urban "Quarters". These Quarters provide a useful organizing principal for shared facilities and public space enhancements within the Civic Center.



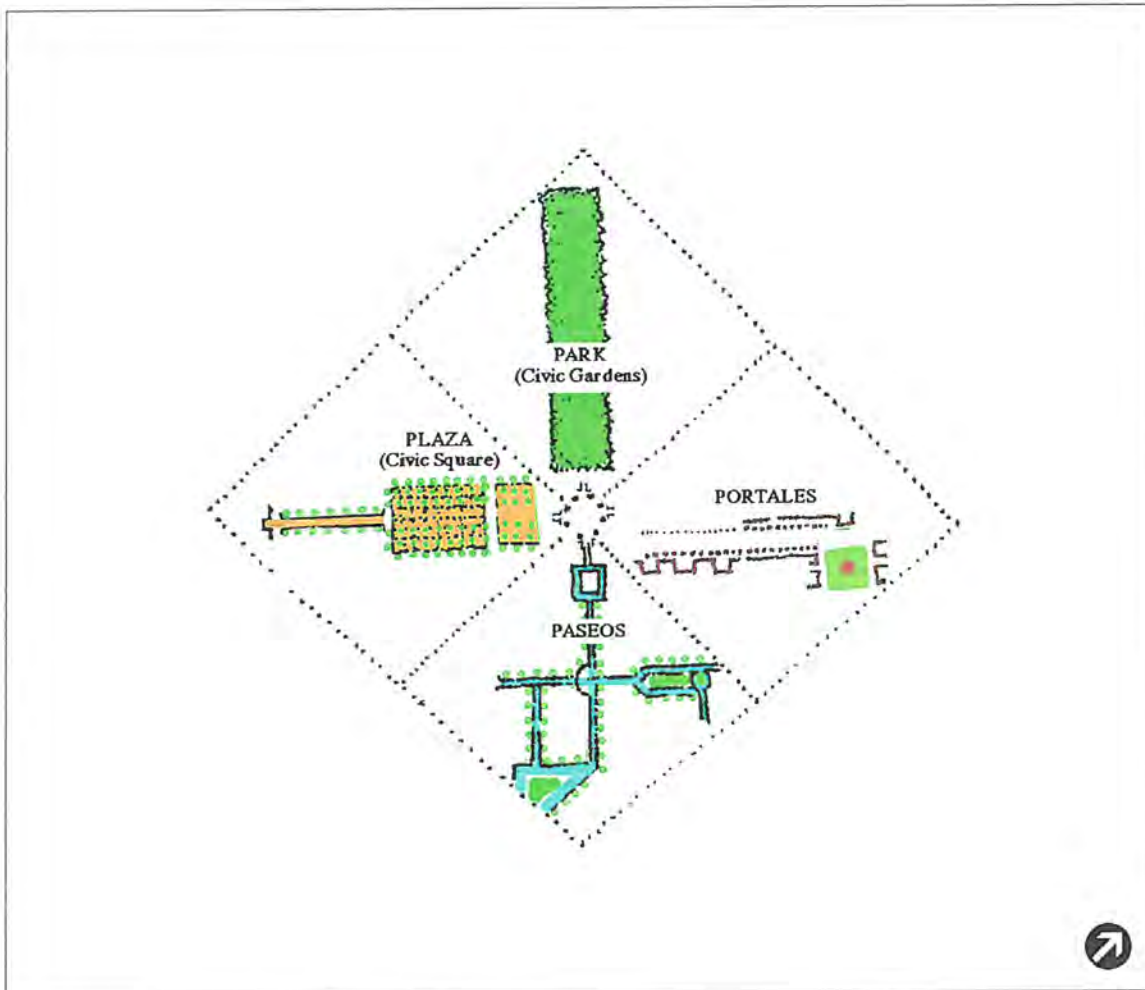
(Figure 21)

## GOVERNMENT QUARTERS

The four levels of government represented in the Civic Center have facilities concentrated in each of the Four Quarters. County government is located primarily on the "Hill"; Federal government has predominantly located along the "River"; City government is clustered around the center (City Hall Rotunda) and in the "Pueblo", the place of origin of the City; and State government has concentrated along Spring Street and Fourth Street in the "Town". These Four Quarters can help organize the clustering of future facilities which will belong to each of the four levels of government.



(Figure 22)



(Figure 23)

**THE OPEN SPACE PINWHEEL:  
PARK, PLAZA, PASEOS AND PORTALES**

With City Hall at the center and the Four Quarters arrayed around it, a "Pinwheel" network of four open spaces is created, each network corresponding to one of the Quarters. This distinctive open space framework will enhance the identity and character of each Quarter, reflect each of the four government levels and provide a framework for future development and facility locations.

- To the west, in the "Hillside Quarter": The existing Civic Center Mall (still incomplete) is transformed into a lush park-like setting or the "Civic Gardens" to serve as a green oasis for workers, visitors, tourists and residents.
- To the south, in the "New Town Quarter" (often referred to as the Historic Core): The empty lots and deteriorating buildings are transitioned into a new "Civic Square". The Civic Square extends City Hall's existing lawn on the south for public gatherings and creates a common for diverse neighbors such as the Los Angeles Times and the New Otani Hotel.
- To the east, in the "Riverbed Quarter": A network of pedestrian passageways or "Paseos" meander around new buildings and connect with the two existing sets of Paseos in Little Tokyo and within the Federal office building complex.
- To the north, in the "Old Pueblo Quarter": Main Street is developed with a continuous pedestrian promenade of storefronts and cafes from City Hall to Olvera Street and Union Station. Beginning with the arcades, or "Portales", of City Hall East, pedestrians proceed north through a continuous string of portales along a revitalized Los Angeles Mall, over the Main Street bridge lined with retail shops, past the Pico House and into the old Plaza, the City's birthplace.

**RECOMMENDATIONS FOR REDEFINING THE  
CIVIC CENTER**

*The Civic Center boundary should be redefined as a Ten-Minute  
Diamond with the rotunda of City Hall as the center point.*

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LOS ANGELES CIVIC CENTER  
SHARED FACILITIES AND ENHANCEMENT PLAN

LAND USE AND URBAN DESIGN GUIDELINES

## LAND USE AND URBAN DESIGN GUIDELINES

Land use in the Civic Center area is influenced by the interplay of numerous existing plans for the surrounding districts as well as by the needs generated by various public and quasi-public entities. Land use recommendations are made in the context of the principles of the Ten-Minute Diamond, the use of public projects to bolster Downtown, respect for the historical fabric through acknowledgment of the Four Quarters and, finally, through a focus on the "New Town Quarter" and the new Civic Square as the symbolic heart of the "New City".

### EXISTING AND CURRENTLY PLANNED LAND USE CONDITIONS

*Figure 24, Composite of Existing and Currently Planned Land Uses*, illustrates that Civic Center properties clustered along the First and Temple Street corridors are only loosely defined for "public use". The areas to the south are called "mixed use, including residential", without specifying which street fronts should be residential (although expressing a preference for housing on the Second and Third Street corridors south of the Civic Gardens). Housing has also been the subject of private sector discussion and informal proposals in the areas to the north and south of the County cluster, including the idea of housing, a school or a park on Fort Moore Hill. There is a cluster of cultural facilities existing and expanding to the east of Parker Center and to the west of the County cluster, at both ends of the east-west Civic Center axis. Finally, numerous plans, at the level of public policy as well as through private initiative, are targeted to revitalize the Historic Core (Broadway, Spring and Hill Streets).

### PROPOSED LAND USES

The Civic Center Plan does not propose substantive changes to the land use designations, except to encourage a broadly inclusive definition of the term "Civic" as it applies to uses and development

within the Civic Center. However, the Plan does recommend what should be the focus of the key streets and strategic sites.

The Plan encourages a mix of "civic" uses adjoining the Civic Square in a manner that provides a strong symbolic presence for both public sector (City, County, State, etc.) and private sector (press, hotel, etc.) institutions at the heart of the City.

The Plan also encourages the intermixing of residential uses throughout the Ten-Minute Diamond, particularly to help activate the Civic Center area on weekends and evenings and to take advantage of the various cultural institutions in Downtown which are mainly concentrated in the Civic Center.

The Plan endorses concepts from the DSP, the CRA and elsewhere, that residential uses be encouraged along the Second Street and Third Street corridors between Flower and Los Angeles Streets.

*Figure 25, Suggested Mix of Land Uses*, illustrates the preferred approach to land use in this Plan, including locations where "use" is less important than "character". In many instances, it is more advantageous to develop a "storefront" type of environment, with frequent entrances, "transparent" frontages and direct engagement with pedestrians, than it is to distinguish between whether the uses in that setting are private or public and the nature of their business. It is preferable that the two are seamlessly interwoven.

### The Four Quarters

Several general principles apply to the development of the concept of a "Civic Center" built on pedestrian circulation. More specific principles apply to each of the Four Quarters and relate to the overall open space network and the characteristics of each respective Quarter.

### Hillside Quarter

The uses along the Civic Gardens should remain largely government-oriented, but their relationship to the open space should be improved. The Gardens should be re-conceptualized as a necklace of terraced gardens with improved access both from the bordering streets and through the surrounding buildings. The Gardens should be extended to the east, with the block between Broadway and Spring Street developed as a multi-use area containing shared uses for all of the government branches.

### New Town Quarter

The Plan proposes a mix of "civic" uses around a new Civic Square. These uses should include City Hall, the Los Angeles Times and Times Mirror and other public and private uses. The Civic Square will provide expanded open space to the south of City Hall and provide the opportunity to incorporate active urban park elements such as food vendors and kiosks. By temporarily closing surrounding streets (Main, Second, First and Spring Streets), the Civic Square can become a major public gathering place for special events.

### Riverbed Quarter

East of City Hall is one of the few places left in the Civic Center area where some of the old City's irregular street pattern (reflecting former agricultural uses) still survives. The Plan recommends a network of government buildings and public spaces organized around the historic street pattern, with a strong pedestrian orientation to connect City Hall and a growing cluster of cultural facilities at First Street and Central Avenue.

### El Pueblo Quarter

The Plan supports the return of Main Street as a significant pedestrian spine connecting the New Town with the Old Pueblo. The mix of public and private uses along Main Street should be tied together by continuous arcades with a strong storefront orientation as a means for encouraging pedestrian use along the north-south axis. Significantly, the Main Street portales will connect the old Plaza, the heart of the old City with the new Civic Square, the symbolic heart of the New City.

### Development of Public Facilities

Land use proposals in this Plan are influenced by the location of sites and buildings which are currently available to accommodate government functions.

There are approximately twenty-four acres of vacant or under-developed land in the Civic Center with a potential development capacity of up to twelve million square feet. In addition there is substantial capacity in historic buildings that could accommodate public facility requirements.

Table 1 summarizes the major facilities required or projected for each of the major public participants in the Civic Center area. The total development need--whether through new construction or rehabilitation of existing structures--is for approximately 4.1 million square feet of public functions that are not adequately located in the Civic Center today.

LOS ANGELES CIVIC CENTER Estimated Future Development Needs				
	SPACE REQUIREMENTS (not usable sq. ft.)			
	Existing to Remain	Estimated Long Term New or Supplemental	Total (Existing and New)	Short-Term Relocations During Rehab
<b>CITY OF LOS ANGELES</b>				
City Hall	565,680			565,680
City Hall East	437,666			
City Hall South	74,455			
Police Administration (1)		272,000		
Police Operations and Support (1)		907,000		
Personnel (2)		139,000		
Community Services (2)		215,000		
Public Works (2)		371,000		
Emergency Operations Center; LAPD "911" Dispatch Center; LAFD "911" Dispatch Center		100,000		
<b>Subtotal</b>	1,077,801	2,004,000	3,081,801	565,680
<b>STATE OF CALIFORNIA</b>				
Reagan State Building	619,400			
Old Broadway Building		402,000		
Additional Consolidation (3)		75,000		
Caltrans District 7 Headquarters		200,000		
Caltrans Transportation Management Center		50,000		
<b>Subtotal</b>	619,400	727,000	1,346,400	

- (1) Police Facilities Study (Kosmont & Associates, 1996).
- (2) Office Facilities Master Plan (Gensler Associates, 1996).
- (3) State of California Los Angeles Area Strategic Facilities Plan (Albert C. Martin & Associates, 1993) describes up to 325,000 square feet of additional consolidation potential in Downtown Los Angeles.

(Table 1)

**LOS ANGELES CIVIC CENTER**  
*Estimated Future Development Needs (continued)*

	<b>SPACE REQUIREMENTS (net usable sq. ft.)</b>			
	<i>Existing to Remain</i>	<i>Estimated Long Term New or Supplemental</i>	<i>Total (Existing and New)</i>	<i>Short-Term Relocations During Rehab</i>
<b>UNITED STATES GOVERNMENT</b>				
Roybal Federal Office Building	517,666			
U.S. Courthouse (312 North Spring Street)	445,673			
300 North Los Angeles Street	750,318			
Immigration and Naturalization Services		400,000		
Miscellaneous Leased Space (4)		246,050		
New Federal Courthouse		300,000		
<b>Subtotal</b>	1,713,657	946,050	2,659,707	
<b>COUNTY OF LOS ANGELES</b>				
Hahn Hall of Administration	581,818			
County Courthouse	440,510			
County Sheriff (4)		Unknown		
Hall of Records (4)		Unknown		
Public Works Department (4)		Unknown		
Miscellaneous Leased Space (4)		Unknown		
<b>Subtotal</b>	1,022,328	Unknown	1,022,328	
<b>LOS ANGELES UNIFIED SCHOOL DISTRICT</b>				
LAUSD Headquarters		500,000		
<b>Subtotal</b>		500,000	500,000	
<b>TOTAL: ALL AGENCIES</b>	4,433,186	4,177,050	8,610,236	666,680

(4) May be candidates for eventual relocation back to the Civic Center.

**FACILITY LOCATION CRITERIA**

Government facilities should be located within the Ten-Minute Diamond and within their respective Quarter. Priority should be given to strategic sites which adjoin major axes or open space elements, are near transit facilities and are government-owned or controlled. Preference should also be given to historic resources that can be rehabilitated or adaptively re-used.

(Table 1: continued)

**SUMMARY OF EXISTING AND CURRENTLY PLANNED LAND USES**

Land use plans have been adopted for the districts surrounding the Ten-Minute Diamond and land use requirements for the Civic Center District are contained in the City's General Plan. In addition, land use recommendations are contained in the CRA's Civic Center Development Area of the CBD Redevelopment Project and more recently the Downtown Strategic Plan. Land use in the Downtown Strategic Plan is generalized with an emphasis on mixed use blocks and streets, and does not necessarily define the most desirable mix of public, private and sidewalk-oriented uses. Redevelopment plans for Little Tokyo and Bunker Hill are more specific and their design for development is more fully realized at this time.

- Open space
- Primarily government use
- Cultural and institutional uses
- Primarily commercial
- Mixed use, including residential
- Primarily residential
- Primarily industrial
- M Metro Rail Stations



COMPOSITE OF EXISTING AND CURRENTLY PLANNED LAND USES

(Figure 24)





SUGGESTED MIX OF LAND USES

(Figure 25)

### SUGGESTED MIX OF LAND USES

This Plan recommends that public facilities centralize in the Civic Center and that the various branches of government cluster in each of the Four Quarters. However, since pedestrian activity is the most important aspect of this Plan, the precise mix of uses is less important to the success of the Civic Center as a District than is the quality and character of the street. Uses which generate activity along the streets and open space are encouraged.

- **Open space.** Areas accessible to public use and open to the sky.
- **Civic mix.** A mix of commercial office, retail and, possibly, residential uses with government functions and facilities interwoven.
- **Commercial mix.** Mixed use, including residential, with a predominantly commercial office theme.
- **Cultural mix.** Cultural, entertainment and related retail-type uses, with strong sidewalk orientation, adjoining highly active, highly programmed public spaces.
- **Residential mix.** Mixed use, including commercial office, with a predominantly residential theme. Ground floor retail.
- **Government.** Predominantly government uses.
- **Retail.** Conventional retail functions, but at a small "storefront" scale.
- **Residential.** Primarily residential uses, with ground floor retail, service and community uses intermixed as needed to support the residential community.
- **Cultural and Institutional.** Schools, museums, churches, performance centers, etc.
- Storefront configuration.** Sidewalk orientation, frequent entries for direct pedestrian access, display windows and "transparent" facades for view of interior activities. May include retail, commercial office, government office and services and cultural uses.
- **Parkfront configuration.** Orientation of uses to the Civic Gardens, including increased frequency of penetrations into the government buildings and programmed Garden uses (such as an arboretum, aviary, restaurant, etc.)
- Community mix.** Fort Moore area. Includes potential for new residential and open space uses with adjoining elementary school and historical exhibits.

## AVAILABLE SITES

There are ample parcels and buildings within or adjacent to the Ten-Minute Diamond to accommodate future public facility development including the 4.1 million square feet of government uses currently projected for the Civic Center area. On sites that are either currently vacant or occupied by buildings that could be removed without loss of historic structures, there is capacity for nearly 12 million square feet of development if it is built out to the densities allowed by current zoning. Development capacity would be somewhat less under the densities implied in the DSP; however, a substantial supply of older historic resources adds more capacity to the Civic Center District.

■ Government buildings to remain

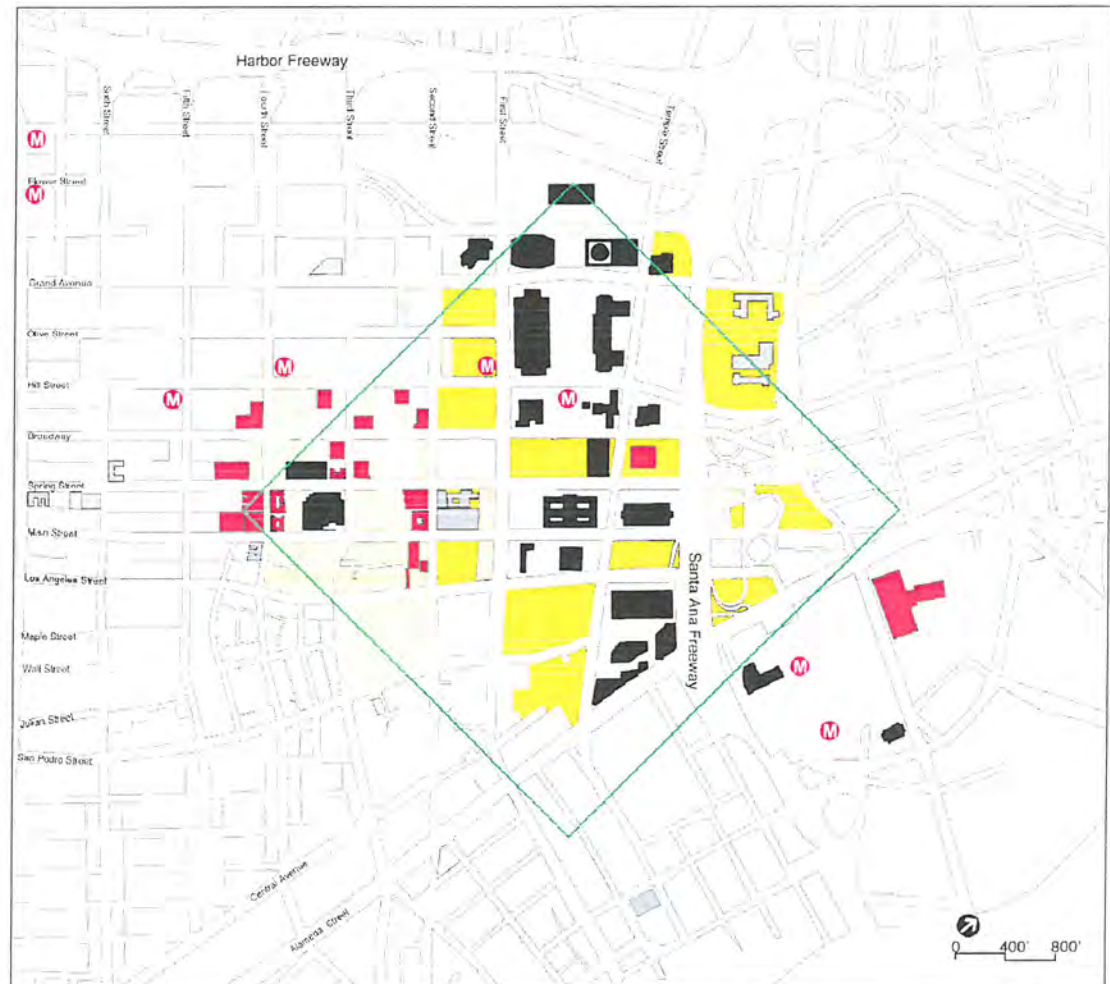
### Properties available for development and recycling

■ Government occupancies to be vacated

■ Buildings available for rehabilitation and occupancy

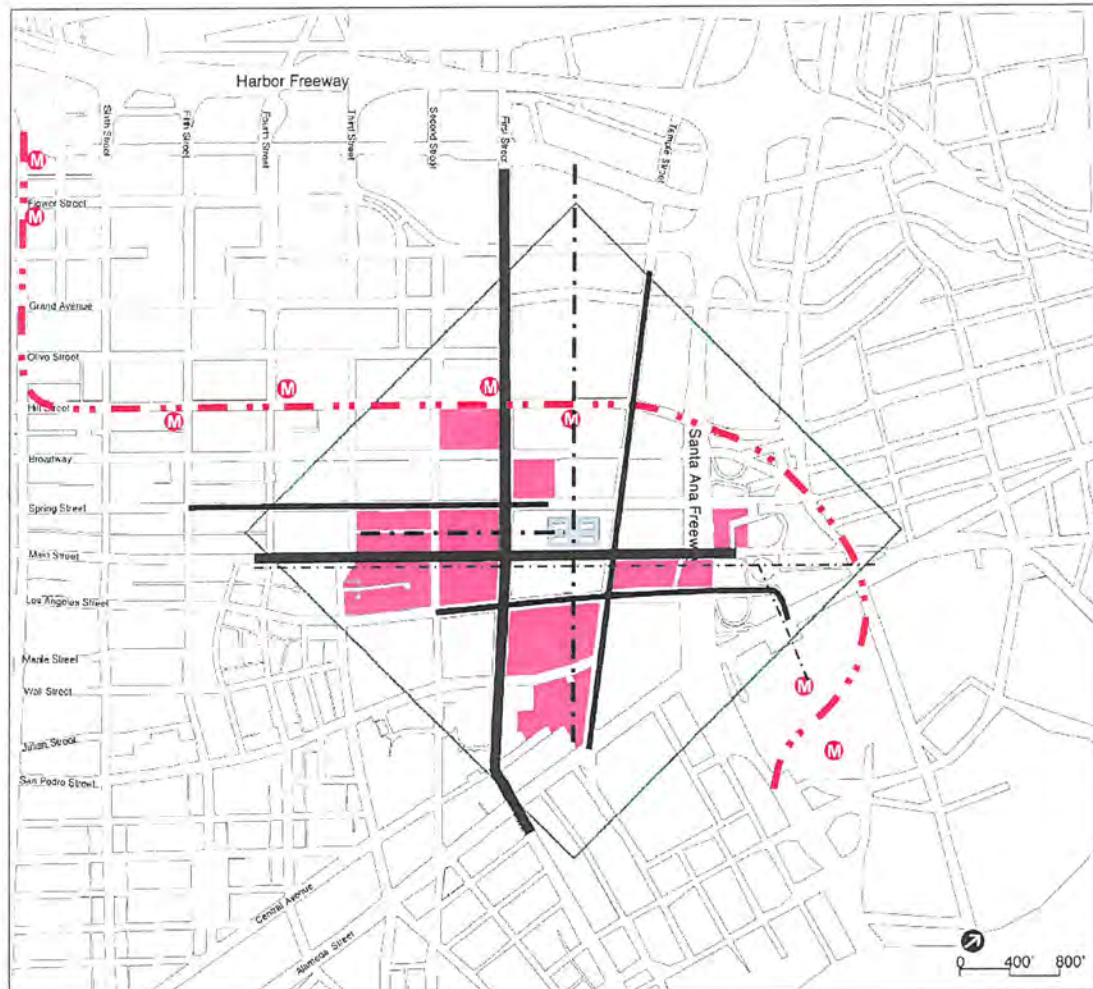
■ Properties in public ownership

■ Properties in private ownership



BUILDINGS AND SITES AVAILABLE FOR GOVERNMENT USE

(Figure 26)



MAJOR AXES AND STRATEGIC SITES

(Figure 27)

## MAJOR AXES AND STRATEGIC SITES

Two of the major physical organizing elements of the Plan are the framework of its circulation system and the visual axes.

First Street and Main Street are the most important streets which form the primary circulation axes of the Civic Center. Secondary circulation axes include Temple Street as an east-west connector and Spring and Los Angeles Streets connecting north to south in a stepped pattern with Main Street.

The Metro Rail Red Line is also an important circulation element, with major organizing nodes at each of its portals.

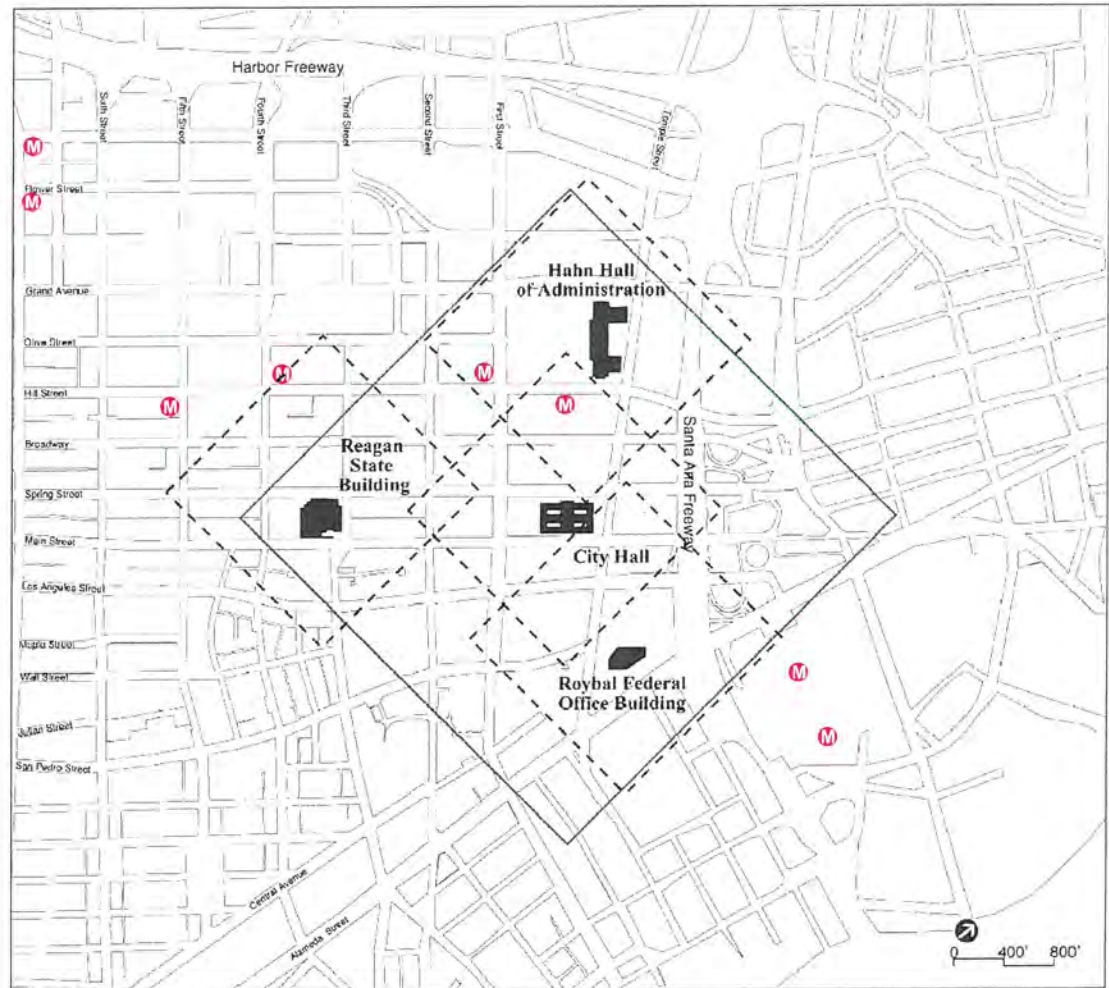
Visual connections are important along the east-west axis of the Civic Gardens, through the rotunda of City Hall, extending east to the museum complex at Central Avenue and also along the Main Street axis from El Pueblo to Fourth Street.

Priority should be given to development on sites at strategic locations adjoining the major axes or with important relationships and opportunities in connection with the open space framework.

- Strategic sites
- Primary circulation axis
- Secondary circulation axis
- Metro Red Line
- Primary visual axis
- Secondary visual axis

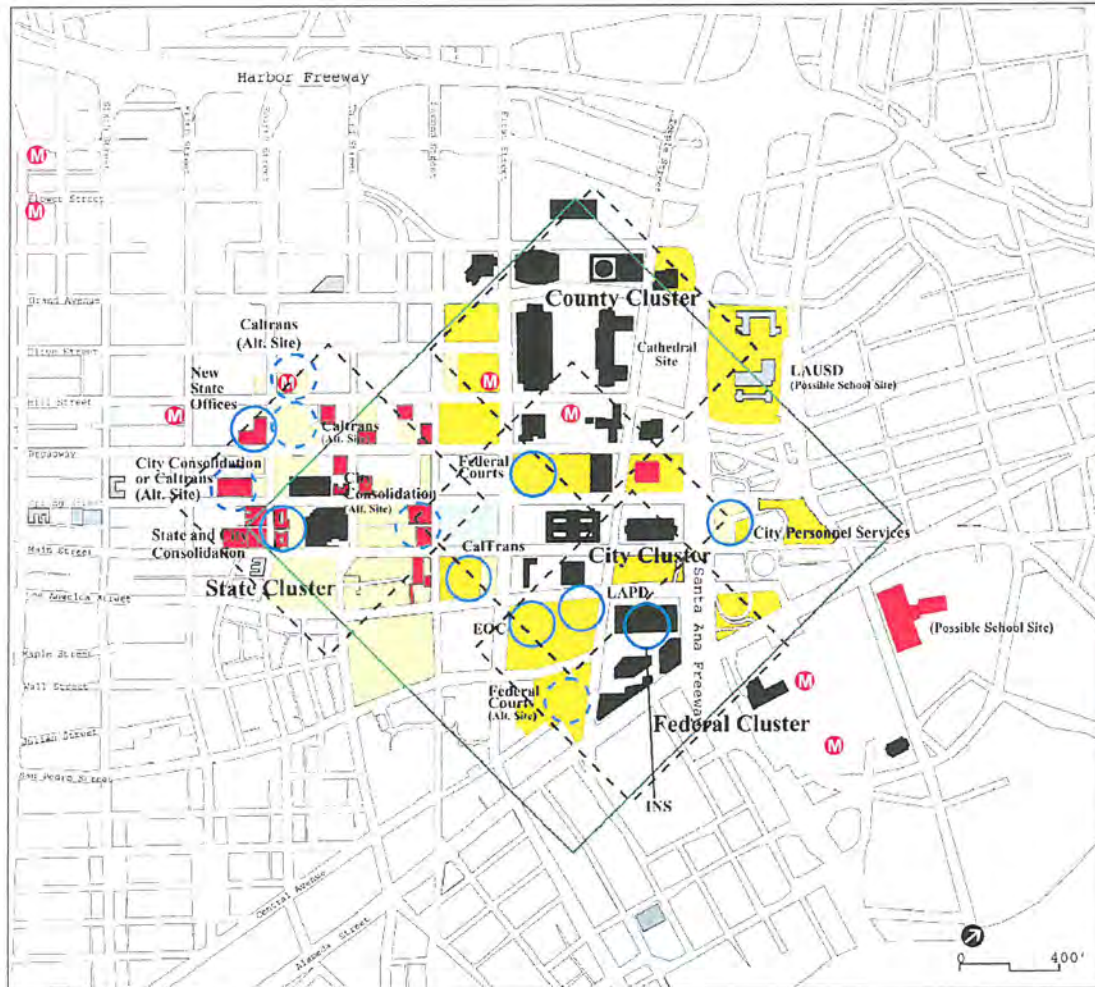
**A PLAN BASED ON PEDESTRIAN WALKING DISTANCES**

The land use concepts in this Plan concentrate Civic Center uses within a ten-minute walking distance of City Hall. For each branch of government, smaller, five-minute walking distances are defined, which create diamond-like areas within the Ten-Minute Diamond. To establish these diamonds, five-minute walking distances are taken from the key facility for each level of government: the Hahn Hall of Administration (for Los Angeles County), the Roybal Federal Office Building (for the State of California), the Reagan State Building (for the State of California) and the rotunda of City Hall (for the City of Los Angeles).



**FIVE-MINUTE WALKING DISTANCE DIAMONDS**

*(Figure 28)*



COMPOSITE PRIORITY SITES

(Figure 29)

**COMPOSITE PRIORITY SITES:  
A FACILITIES PLAN EXAMPLE**

Applying this Plan's recommended criteria for locating new government facilities could lead to a distribution of government uses as illustrated in *Figure 29, Composite Priority Sites*. Examples for locations of facilities for each of the respective government clusters may be found on *Figure 30 through Figure 34*.

The sites and projects on this map are illustrative only of an application of the principles and strategies discussed herein. The maps that follow are also illustrations of the current possibilities for each of the government levels and their respective clusters.

These are suggested scenarios only. Each government will of course make its own evaluation and selection of sites for its own facilities.

- Potential government facility locations
- Government buildings to remain
- Properties available for development and recycling**
- Government occupancies to be vacated
- Buildings available for rehabilitation and occupancy
- Properties in public ownership
- Properties in private ownership
- Civic Square

## CITY FACILITY PRIORITY SITES

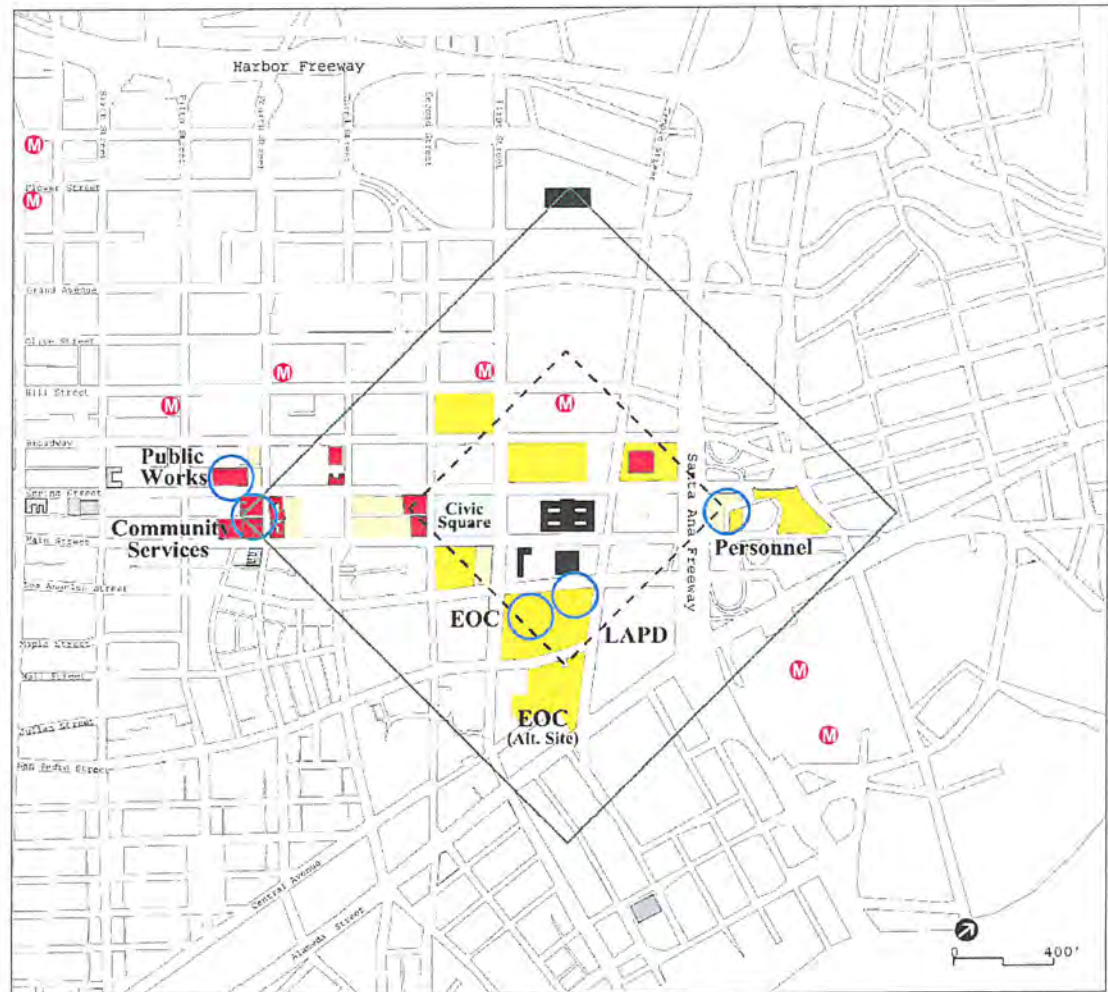
The City cluster lies at the center of the Ten-Minute Diamond, with City Hall as the focal point. As the central cluster, the City touches on all four of the Quarters and the "pinwheel" of open spaces pivoting off of the City Hall fulcrum. This links City Hall, as the symbolic center point of the Civic Center, with all of the Quarters of the Civic Center. However, its strongest relationship should be with the Pueblo Quarter through continuous portales or arcades on Main Street.

Applying the site location criteria of the Civic Center Plan (see Recommendations for Land Use and Locating Government Facilities, page 45), the following are some location ideas:

- New Los Angeles Police Department (LAPD) facilities could be built in phased construction on the existing Parker Center site. This location would allow continued proximity of the LAPD to other City central administrative functions.
- New facilities for the Emergency Operations Center and the Los Angeles Fire Department (LAFD) "911" Dispatch Center could be located on the western portion of the existing Parker Center site.
- Personnel services could be consolidated in renovated structures between City Hall and Union Station, adjacent to the Old Plaza.
- Public Works and Community Services functions could continue to be consolidated in rehabilitated buildings in the Historic Core.

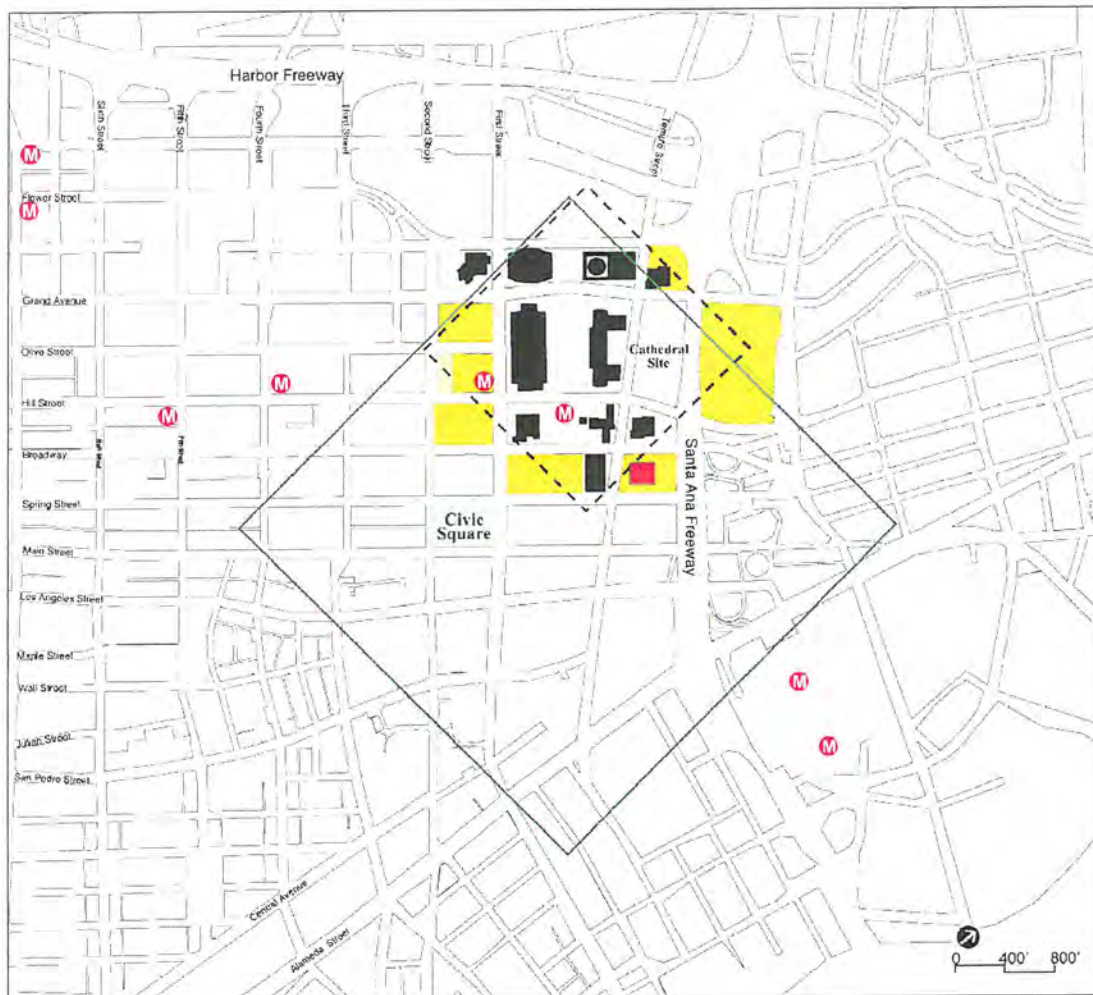
The sites and projects identified on this map are illustrative only of an application of the Civic Center Plan's generalized site location criteria and strategies. These are suggested scenarios only. Each government will of course, make its own evaluation and selection of sites for its own facilities.

- Potential government facility locations
- City buildings to remain
- Properties available for development and recycling**
  - Government occupancies to be vacated
  - Properties in public ownership
  - Buildings available for rehabilitation and occupancy
  - Properties in private ownership



CITY OF LOS ANGELES PRIORITY SITES

(Figure 30)



COUNTY OF LOS ANGELES PRIORITY SITES

(Figure 31)

### COUNTY FACILITY PRIORITY SITES

There are no known new space requirements for Los Angeles County departments and agencies.

However, the County's major property holdings in the Hillside Quarter of the Civic Center make it a major player in the future development of the Civic Center. The Archdiocese's new Cathedral is being planned for the site on Temple Street and Grand Avenue.

These are suggested scenarios only. Each government will of course make its own evaluation and selection of sites for its own facilities.

○ Potential government facility locations

■ County buildings to remain

#### Properties available for development and recycling

■ Government occupancies to be vacated

■ Buildings available for rehabilitation and occupancy

■ Properties in public ownership

■ Properties in private ownership

## STATE FACILITY PRIORITY SITES

The State cluster is largely contained within the New Town Quarter adjacent to the Civic Square and links strongly with the Historic Core of Broadway and Spring Street. The State cluster touches on the Ten-Minute Diamond at its southerly point and the Fourth Street corridor "hinges" off the Diamond to the west.

Applying the site location criteria of the Civic Center Plan and maintaining consistency with the State's "Consolidation Plan", the following are some location ideas:

- The State's major future facility requirement is for new Caltrans facilities. If it is functionally feasible to locate these facilities in existing structures, then there are several candidates within the State cluster. However, if a new site is required, Caltrans could build on site they own at First and Los Angeles Streets..
- Other new projects, also in revitalized buildings, could be located according to the State Consolidation Plan. This would be consistent with the Civic Center Plan location criteria.

The sites and projects identified on this map are illustrative only of an application of the Civic Center Plan's generalized site location criteria and strategies. These are suggested scenarios only. Each government will of course, make its own evaluation and selection of sites for its own facilities.

○ Potential government facility locations

■ State buildings to remain

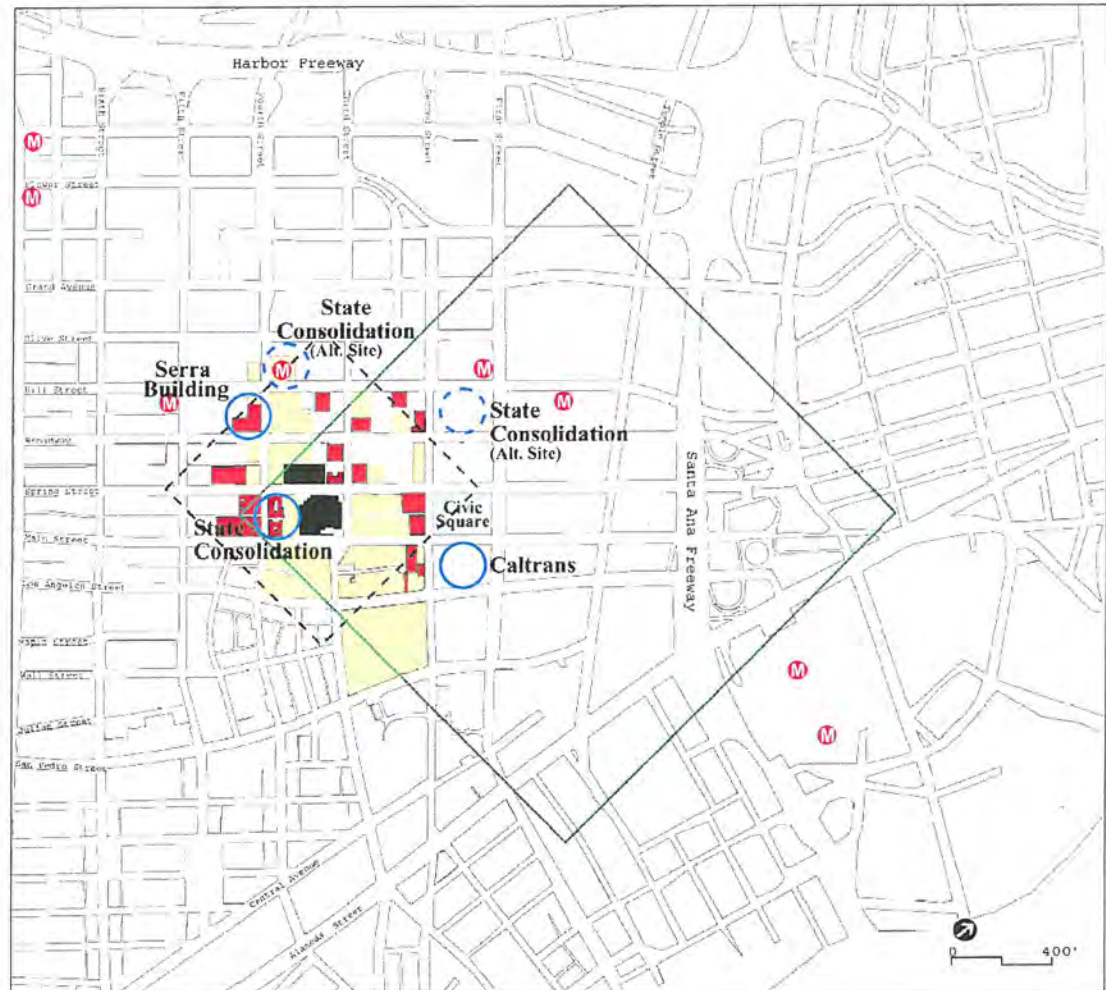
### Properties available for development and recycling

■ Government occupancies to be vacated

■ Buildings available for rehabilitation and occupancy

■ Properties in public ownership

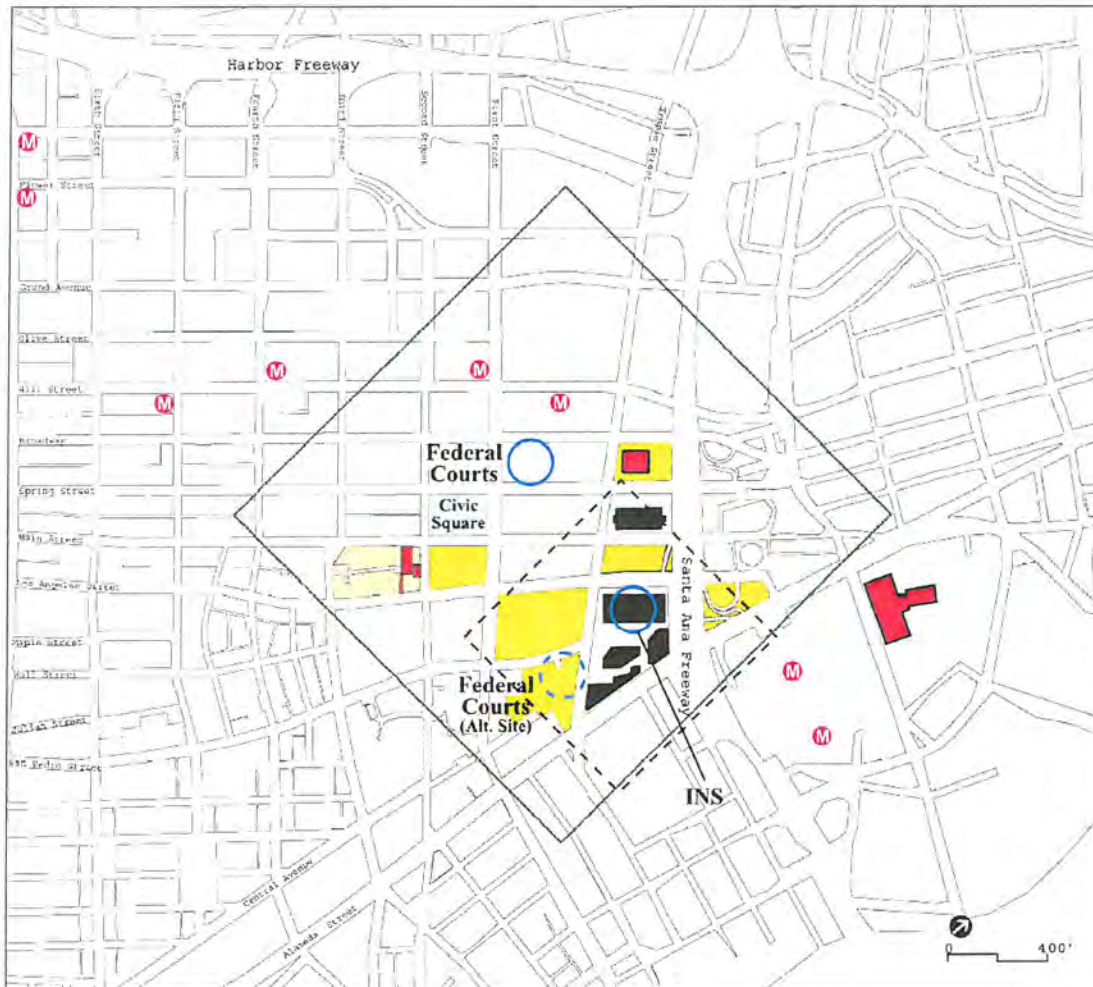
■ Properties in private ownership



STATE OF CALIFORNIA PRIORITY SITES

(Figure 32)





FEDERAL PRIORITY SITES

(Figure 33)

### FEDERAL FACILITY PRIORITY SITES

The Federal cluster is located in the Riverbed Quarter and is oriented around the open space system of Paseos that reflect the old street pattern. This cluster should help link together the Old Pueblo and the New Town Quarters, touching the edges of both the old Plaza and the new Civic Square.

Applying the site location criteria of the Civic Center Plan the following are some location ideas:

- New Federal consolidated office facilities might be located within new construction south of the Roybal Federal Office Building, adjacent to new police facilities. Such development might be linked to the existing Federal complex through a series of paseos and courtyards, ultimately connecting to Main Street and to the Alameda District via the existing rail bridge. This bridge should be converted to pedestrian use.
- New facilities for the Immigration and Naturalization Service (INS) could be located in a remodel of the existing General Office Building at 300 North Los Angeles Street.
- New Federal courts facilities could be located on a vacant lot on the corner First Street and Broadway, across from City Hall.

The sites and projects identified on this map are illustrative only of an application of the Civic Center Plan's generalized site location criteria and strategies. These are suggested scenarios only. Each government will of course, make its own evaluation and selection of sites for its own facilities.

- Potential government facility locations
  - Federal buildings to remain
- Properties available for development and recycling
- Government occupancies to be vacated
  - Properties in public ownership
  - Buildings available for rehabilitation and occupancy
  - Properties in private ownership and occupancy

### OTHER FACILITY PRIORITY SITES

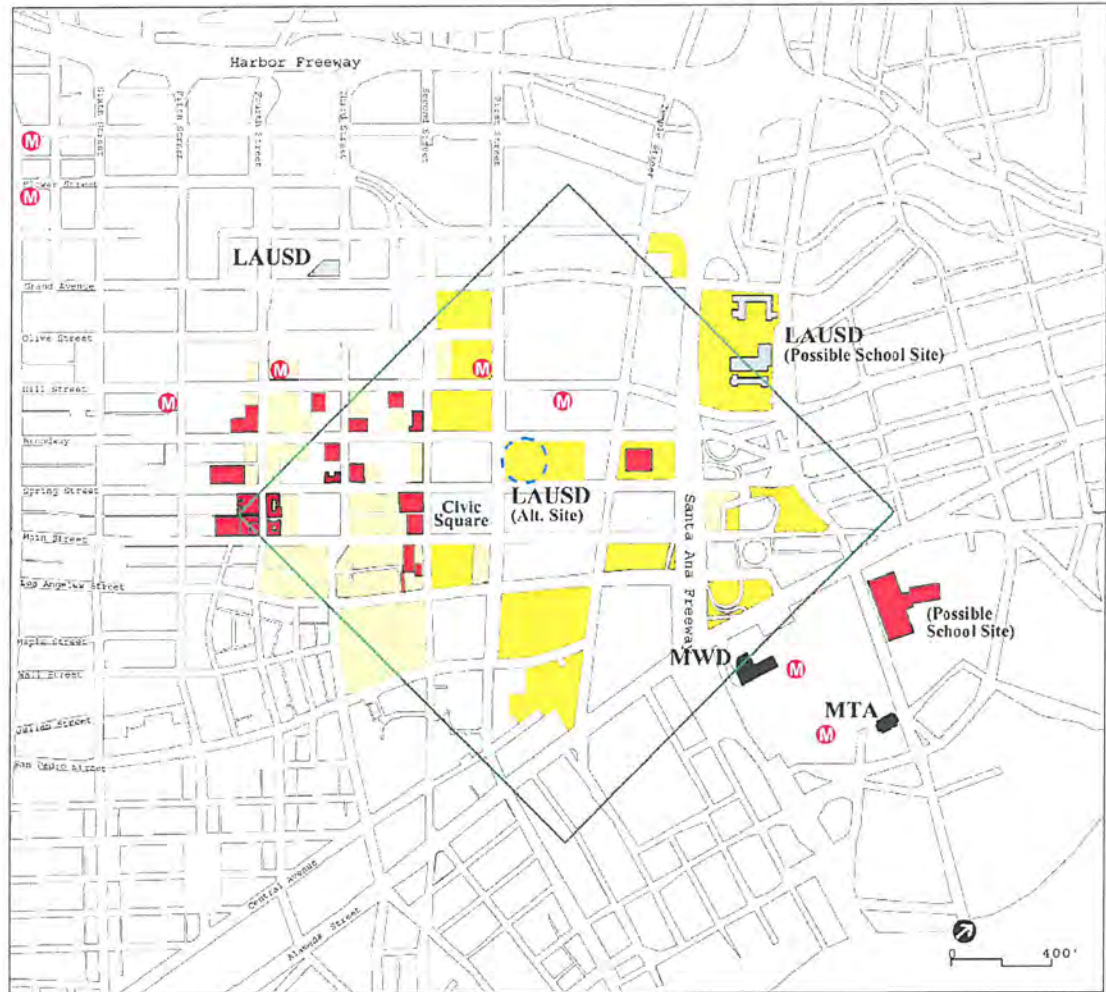
The Metropolitan Transportation Authority (MTA) and the Metropolitan Water District (MWD) have selected the Union Station transportation hub as the site for their headquarters facilities. In addition, the Los Angeles Unified School District (LAUSD) is currently located at the edge of the Hillside Quarter, across the freeway from the Los Angeles County facilities.

Applying the site location criteria of the Civic Center Plan, the following are some location ideas:

- The LAUSD could occupy new facilities on the site of the existing State Building at 107 S. Broadway.

The sites and projects identified on this map are illustrative only of an application of the Civic Center Plan's generalized site location criteria and strategies. These are suggested scenarios only. Each government will of course, make its own evaluation and selection of sites for its own facilities.

- Potential government facility locations
  - Other Government buildings to remain
- Properties available for development and recycling**
- Government occupancies to be vacated
  - Buildings available for rehabilitation and occupancy
  - Properties in public ownership
  - Properties in private ownership



OTHER PRIORITY SITES

(Figure 34)



SURROUNDING DISTRICTS

(Figure 70)

### SURROUNDING DISTRICTS

There are a number of areas which are adjacent to, or overlapping the Ten-Minute Diamond that are part of other neighborhoods and Districts including Little Tokyo, Bunker Hill, El Pueblo, Chinatown, Union Station and the Broadway and Spring Street National Register Historic Districts. These areas should be linked with and woven into the Civic Center District while maintaining their own character.

## KEY STREETS

Streets often divide and separate an area, but can be made to connect an area if their design is considered as part of the integrated, unified space. An active, vital city has streets which are shared comfortably by vehicles and pedestrians. In order to achieve this compatible relationship, however, several elements must be present.

- A roadway should allow pedestrians to cross easily with a relationship between activities on both sides of the road.
- Vehicle speeds should not be intimidating to pedestrians.
- Sidewalk widths should accommodate adequate pedestrian traffic but not be so wide as to seem empty.
- Elements in the sidewalk should create a pedestrian scale and if necessary, a protective barrier between pedestrians and moving vehicles.
- Pedestrian crossings should feel safe and secure.

There are other elements which contribute to an interesting and comfortable pedestrian experience:

- Textures, patterns and colors in the sidewalk and surrounding elements.
- Charming architectural ornamentation and a bit of history
- Sidewalk amenities such as storefronts with interesting display windows, furniture (kiosks, newsstands, telephones) and seating.
- Street trees providing shade and comfort
- Pedestrian-oriented lighting which improves the level of security and enhances the environment and the quality of the night-time experience.

In the Civic Center area, several streets are identified both as District-wide connectors and as key open space elements within the District. The sidewalk widths along these streets should be maintained or increased and the pedestrian environment enhanced.

### First Street

First Street connects the Hillside Quarter, Civic Square and City Hall, extending between Little Tokyo and Bunker Hill.

The street is relatively wide, provides parallel parking along the curbs, carries slow to moderately moving traffic and has several activity generators along its route including City Hall, Little Tokyo, the Latino Museum, the New Otani Hotel, the Los Angeles Times, the County Law Library, the Music Center and the future Disney Hall.

First Street should become the main Civic Boulevard through the Civic Center. Ideas are as follows:

- Develop a pedestrian promenade with mixed use
- Close First Street adjacent to gathering spaces for special events.



(Figure 71)

- Emphasize transit and amenities--mitigate noise and fumes.
- Provide more visual prominence to the First Street portal of the Civic Center Metro Rail Station.
- Emphasize attractive landscaping on both sides of First Street.
- Develop center medians with landscaping.

- Develop a processional tree canopy with lights to create a dramatic ceremonial promenade which links the Quarters within the Civic Center.

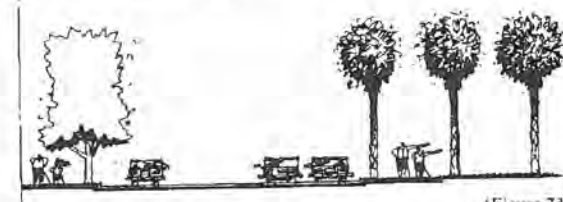


(Figure 72)

- Encourage numerous front doors on First Street.

### Spring Street

Spring Street has a ceremonial character from City Hall south toward the Historic Core, linking the Civic Square and the west front of City Hall with the New Town Quarter.



(Figure 73)

The majestic west entry steps of City Hall are on Spring Street. Spring Street also forms the west boundary of the south lawn of City Hall and the Civic Square.

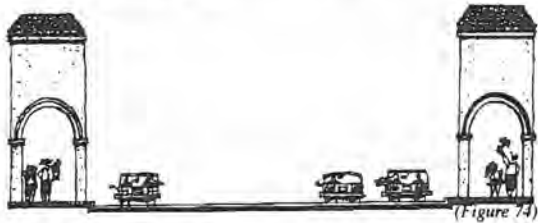
Spring Street is a southbound, one-way street, with a "contra-flow" bus lane. Vehicular traffic moves moderately fast and little or no parallel parking is provided.

- A strong pedestrian link should be created from the Civic Gardens across Spring Street to City Hall

### Main Street

Main Street, the original "Calle Principal", connects El Pueblo and the historic Plaza through the Civic Square to old St. Vibiana's Cathedral. The west side of City Hall East and its arcades abut Main Street. As retail uses and mixed uses are developed to the north and south of City Hall along Main Street, arcaded facades should be emphasized in order to link the Plaza and the Civic Square more strongly.

- Using Portales, link the original Plaza to the "Ponte Vecchio", City Hall and the Civic Square.



(Figure 74)

### Los Angeles Street

Los Angeles Street passes from the Old Pueblo Quarter, through the Riverbed Quarter to the New Town Quarter. It links Union Station and the old Plaza with City Hall East and the Paseos and then with Little Tokyo.

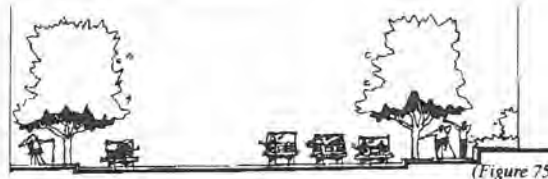
Traffic movement is usually slow to moderate on this two-way street which accommodates parallel parking on both sides.

- Since pedestrian movement is currently sparse, steps need to be taken to create a more hospitable pedestrian environment.

### Temple Street

Temple Street is a major gateway for vehicles and for pedestrians, linking elements from the Hillside Quarter past City Hall and the Portales with the Paseos and Little Tokyo. Temple Street becomes more important with future development of Our Lady of the Angels Cathedral, across from the Hahn Hall of Administration, and of the Parker Center site.

Vehicles exiting the freeway often traverse Temple Street to their destinations. Transit passengers also congregate on Temple at several intersections where there are major bus transfer stations. Governmental facilities located on Temple include the Hahn Hall of Administration, City Hall, the Hall of Justice, the Federal Courthouse, the Roybal Federal Office Building, the Veterans' Medical Center and Parker Center. Temple provides a link from the Federal office building complex to the County facilities.



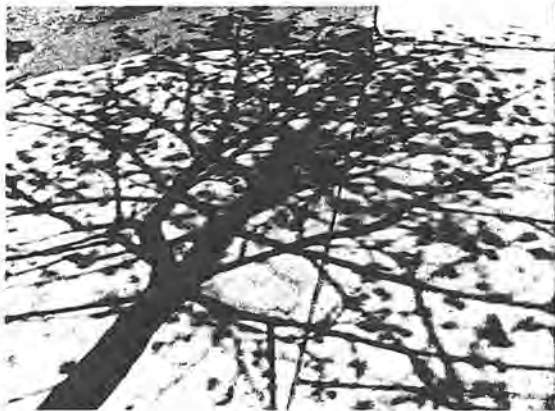
(Figure 75)

- Temple Street should have a consistent tree canopy and street lights.

## LANDSCAPING THE CIVIC CENTER: STREETS AND OPEN SPACE

This landscape plan is designed to enhance the pedestrian environment and help create a unified Civic Center. It reinforces the open space network and the pedestrian experience within the Civic Center, rather than continuing the traditional method of lining each street with one tree type, a strategy which tends to respond more to vehicles than to pedestrians.

Trees used within the Civic Center should generally have a soft, lacy form with leaves which move with the wind, creating shadow patterns and movement on the sidewalk. Stiff trees with dense canopies should be avoided.



(Figure 76)

Street tree spacing should be determined by the tree type and character. Trees should generally be between twenty feet and thirty-five feet on center and should be integrated with street and pedestrian lighting to provide adequate illumination.

All trees should be irrigated on a regular basis until they are established and then as necessary to maintain their health and vigor.

Mature existing street trees should remain until they need to be removed and they should be interplanted with the proposed tree types.

An alternative tree replacement plan would be to relocate trees which are still desirable to other locations such as parks or schools, in order to implement this complete landscape plan.

### Streets

#### First Street

Line First Street with Mexican Fan Palms interspersed with Jacarandas and with an additional row of Jacarandas along the inside of the sidewalk wherever space permits. Where possible, the street trees should be reinforced with landscaping adjacent to the sidewalk or with another row of trees to create an alley.

The recommended landscaped medians down the center of First Street (see *Recommendations for Enhancement of the Civic Center*, page 84) should be planted with Canary Island Date Palms and flowering perennials (low white shrub roses) underneath.

#### Temple Street

Line Temple Street with Jacarandas similar to First Street so that the Civic Gardens are edged on both sides in a similar manner.

#### Main Street

Line Main Street with Mexican Fan Palms from the Civic Square north to El Pueblo. There should be a break where the arcades occur. London Planes should extend from the Civic Square to the south.

#### Spring Street

Line Spring Street with London Planes consistent with the existing predominant street tree north of Temple and south of First Street. The east side of the street should have a row of Mexican Fan Palms along the Civic Square and City Hall.

#### Los Angeles Street

Line Los Angeles Street with Sawleaf Zelkova integrated with existing Ficus or alongside the Ficus located on adjacent property.

#### 101 Freeway

Mexican Fan Palms planted below grade along the 101 Freeway should extend upwards, framing the overpass bridges with the exception of the "Ponte Vecchio" on Main Street. The existing Palms should be maintained and supplemented with additional specimens, with dramatic lighting at night. Additionally, the existing planters on the bridges should be planted with flowering perennials. The streets along the freeway (Aliso and Arcadia) should be lined with Pink Tabebuia leading across the freeway and up to Union Station, to connect with the Pink Tabebuias leading to the trains.



LANDSCAPING THE STREETS AND OPEN SPACE

(Figure 77)

## Landscaping the Open Space Network

### *Civic Gardens*

The Civic Gardens as a unified open space is overlaid across all the roadways from Hope Street to City Hall, interrupting the Jacarandas on Hope; the Chinese Elms on Grand, Olive, Hill and Broadway; and the London Planes on Spring Street; with clusters of Canary Island Date Palms. Dominant trees within the Gardens should be Ficus, Jacaranda, Tipus, Silk Trees, Palms and Elms.

### *Civic Square*

The landscaping of the Civic Square should link with the landscape of the south lawn of City Hall which is predominantly green space with walkways through it. The Civic Square should have a balance of landscaped areas for softness and comfort and hardscape for gathering spaces, seating and circulation.

The landscape should be dramatic and bold, creating a focal point for the main civic space.

### *Paseos*

The passageways, courtyards and open spaces of the Paseos in the Riverbed Quarter should be enhanced with Sycamores reminiscent of those which grow naturally along the rivers and creeks of the Los Angeles region.

### *Portales*

No trees should be located immediately adjacent to the arcades due to intense pedestrian activity and limited sidewalk space. Where breaks occur in the arcade, Mexican Fan Palms should rise above the arcade columns. California Peppers and fruitless Olive trees should be adjacent to buildings which are set back from the sidewalk.

## **ILLUMINATING THE CIVIC CENTER: AN INTEGRATED STRATEGY**

One of the primary goals of the Civic Center Plan is to activate the District for pedestrians. There is currently considerable pedestrian activity during weekdays, but very little at night and on weekends. A strong and integrated lighting program will build on investments in the pedestrian environment by extending the usefulness of those improvements into the night-time hours. Existing cultural activities, for example at the Music Center, the Geffen Contemporary and the Japanese American National Museum, can be linked at night if there is high quality lighting for pedestrians throughout the Civic Center District.

Lighting the pedestrian environment of the Civic Center involves several different aspects of lighting which should be integrated into an overall strategy.

### **Building Lighting**

The illumination of historic building facades, or monumental building elements and interesting architectural elements, will contribute greatly to the pedestrian environment and the character and ambiance of the Civic Center.

### **Lighting from Signage and Interiors**

Most successful night-time streets draw heavily on the "spilling" of commercial signage and interior light onto the sidewalk.

As part of this Plan, additional illumination of the pedestrian environment should be encouraged from building interiors, lobbies, display windows, neon marquees, shops and offices and from signage, whether institutional, office or retail. This type of lighting should be promoted in certain areas through Development Standards which encourage continuous storefront windows, multiple doorways and retail signage. Such Standards should also discourage blank walls along sidewalks and ground floor offices which are not used at night.

In some areas, it may be neither possible nor desirable to have interior light or signage illuminating the pedestrian environment. In such cases, additional pedestrian lighting should be provided.

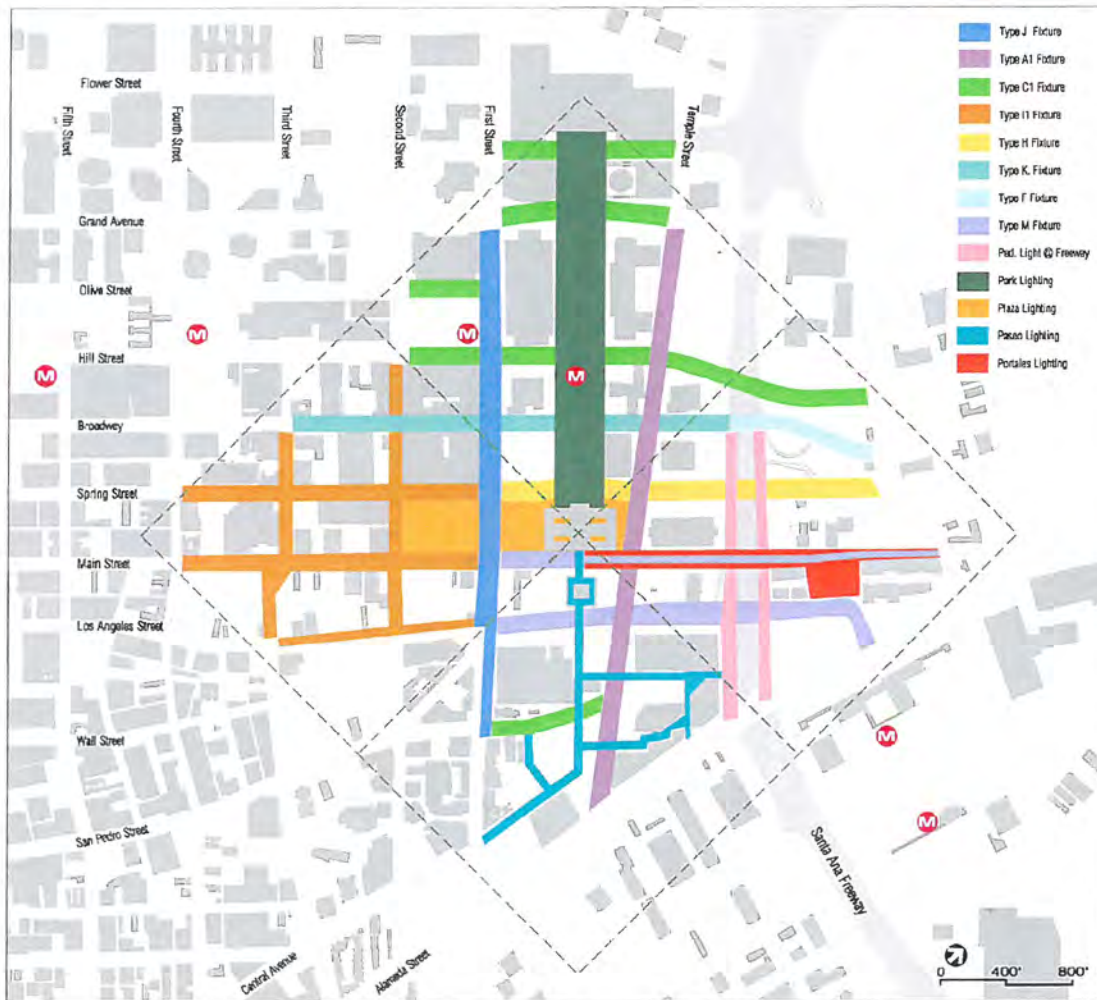
### **Monumental Lighting**

City Hall has long been associated with light. Its tower has been likened to a lighthouse or beacon. It is often illuminated on holidays and for many years its pinnacle was surmounted by the Lindbergh beacon which provided a landmark for pilots.

The illumination of major public buildings achieves several things. It identifies the Civic Center as a collection of major buildings of civic importance. It makes the Civic Center more visible and identifiable from a distance, for example from the freeways, nearby skyscrapers, hillsides and passing aircraft. And, if done properly, the illumination of building facades, particularly those of lighter color, can add a significant amount of ambient illumination to the pedestrian environment.

An overall program for lighting building facades, water fountains, statuary, specimen trees and other monuments, is appropriate to the Civic Center and promotes a sense of higher ambient lighting, security and vitality. Existing programs, such as the seasonal lighting of City Hall and the lighting of the DWP building and fountains, should be integrated into an overall program that pertains to the entire District.





ILLUMINATING THE STREETS AND OPEN SPACE

(Figure 78)

### Lighting the Open Space Network

It is critical to improve the character and the quality of the Open Space Network with a lighting plan which responds to each unique spatial environment. Such lighting can be highly varied in terms of its source and its effect. Light fixtures may be pole-mounted or attached to building facades. Surfaces which may be illuminated include walkways, building facades and landscaping.

#### *Civic Gardens*

Park and garden-type lighting with pole lights, lights in trees and uplighting of trees should be the main light source in the Civic Gardens.

#### *Civic Square*

Plaza lighting should be designed for gatherings and events with pole lights defining the circulation paths, spot lights and flood lights for focal points and twinkle lights for other special effects. Facades and architectural features of all the surrounding buildings should be illuminated.

#### *Paseos*

A variety of approaches to lighting the Paseos will include wall lights on buildings, overhead hanging lights and subtle landscape accent lighting.

#### *Portales*

Lighting should be provided on walls on the outside of the arcade and on the ceiling and walls inside the arcade creating a warm glow.

## Street Lighting and Pedestrian Lighting

Street lighting is defined as lighting along the edge of the public right-of-way for streets with vehicular traffic. This lighting must provide sufficient illumination of the roadway and pedestrian crosswalks to achieve national standards of traffic safety.

Pedestrian lighting will be more successful when designed specifically for pedestrians and integrated with the street lighting, than if it is designed as a by-product of street lighting. Light quality is as important as light quantity- pedestrian activity can be discouraged not only by darkness, but also by glare and excessive brightness.

There are currently twenty-two different types of street lighting fixtures in the Civic Center District. These fixtures are typically made up of several components which include: a pole, a pole base, a luminaire and a bracket arm for the luminaire. Some fixtures integrate all of these components. Other fixtures have been "mixed-and-matched" over the years. Many of the components are historic and some have been designated as cultural and historic resources.

These fixtures should be reused or relocated within the Civic Center in order to achieve an overall street lighting palette which identifies the Civic Center District as a whole, while reinforcing the character of the open space network for pedestrians. Historic fixtures should be restored or replicated as necessary and consideration should be given to designating the Civic Center as a Historic Street Lighting District. This designation will assure the protection of the historic poles and fixtures.

In some cases, existing fixtures may not provide adequate or appropriate lighting for pedestrians or vehicles. Additional pedestrian fixtures must be introduced with luminaires that are set at a lower height more appropriate to the pedestrian realm, with light quality that encourages sidewalk activity. Additional fixtures may also need to be introduced to achieve adequate roadway lighting levels.

Existing lights which are being proposed for continued use, or reuse in other locations, include those shown here (see Appendix B, *Existing Streetscape Conditions*, for existing locations and reference codes).



(Figure 79)

Existing lights on Temple Street should remain (Type A1).



(Figure 81)

Existing lights on Broadway should remain (Type K). Add more if necessary.



(Figure 83)

Existing lights on Spring Street should remain (Type H). Add more if necessary.



(Figure 85)

Existing lights on Main Street north of First Street should remain (Type M). Change globe to historic lantern type. Add more if necessary.



(Figure 80)

Existing lights on First Street should remain (Type J). Other types should be replaced with this type. Add more if necessary.



(Figure 82)

Existing lights on Broadway north of the 101 Freeway should remain (Type F). Add more if necessary.



(Figure 84)

Existing lights on Spring Street and Main Street south of First Street should remain (Type I1). Add more if necessary.



(Figure 86)

Existing lights on Hope Street, Grand Avenue and Hills Street between First Street and Temple Street and on San Pedro should remain (Type C1). Add more if necessary. Supplement with pedestrian lights.



PAVING THE CIVIC CENTER

(Figure 87)

**PAVING THE CIVIC CENTER**

Sidewalks should utilize pedestrian-friendly paving with rich colors, textures and patterns. The standard throughout the Civic Center is proposed to be a warm buff-colored concrete (similar to the concrete paving at Maguire Gardens) with a diamond-shaped scoring pattern (a square grid turned on a 45 degree angle). The pattern should typically be a 24" x 24" scoreline grid but could vary in size depending on the location and its relationship to the open space system. The patterning should reinforce the open space network and the texture should vary as it relates to the character of the pedestrian environment.

**Paving the Open Space Network**

In addition to paving streets and sidewalks, it is critical to further develop the character and the quality of the open space network with a paving plan which responds to each unique spatial environment.

*Hillside Quarter and Civic Gardens*

In the Hillside Quarter, sidewalk areas should have a 18" x 18" scoreline grid. Warm, friendly garden-type paving, such as decomposed granite, should be added in some locations and the concept of the Gardens reinforced through the use of a green or gray-green concrete detail.

*New Town Quarter and Civic Square*

In the New Town Quarter, sidewalk areas should have a 24" x 24" scoreline grid which incorporates a special detail patterning.

Medium textured concrete with patterning in a sand or mustard color should be used to pave places to gather for events.

*Riverbed Quarter and Paseos*

In the Riverbed Quarter, sidewalk areas should have a 6" x 6" scoreline grid.

Textured and patterned paving with exposed aggregate (gray and blue stones) should provide interest and be reminiscent of the riverbed. The creative use of river rock is encouraged.

#### *Old Pueblo Quarter and Portales*

In the Old Pueblo Quarter, sidewalk areas should have a 12" x 12" scoreline grid with a relatively smooth texture (the texture must meet abrasiveness requirements for safety).

Smooth tile-like patterning in a terra-cotta color should link the arcades with El Pueblo.

#### **Crosswalks and Mid-Block Crossings**

Pedestrian paving in roadways should identify crossing zones as pedestrian-friendly to both vehicles and pedestrians and should be used to link pedestrian pathways and the open space system.

The proposed paving material for crosswalks and mid-block crossings is a square asphalt block paver which is turned at a 45 degree angle, reinforcing the diamond patterning of the sidewalks.

Paving colors should be subtle rich earth tones (gray, terra-cotta, buff,

cream, brown and black) with mottling. Simple patterning at each crossing can uniquely identify the location and will reinforce other key elements which combine to create a rich textured environment within the Civic Center.



(Figure 88)



FURNISHING THE CIVIC CENTER

(Figure 89)

## FURNISHING THE CIVIC CENTER

The selection of specific furniture (benches, trash receptacles, telephones, kiosks, news vendor boxes, bus shelters, drinking fountains) should be determined by use, maintenance requirements, adjacencies and aesthetics.

### Sidewalks

Furniture on sidewalks should be standardized throughout the Civic Center with exceptions where it makes sense to introduce a richer palette of furniture to connect open spaces with the pedestrian network. Standard furniture should be low maintenance, heavy duty, vandal resistant, suitable for lingering but discouraging to loitering. It should be easy to clean.

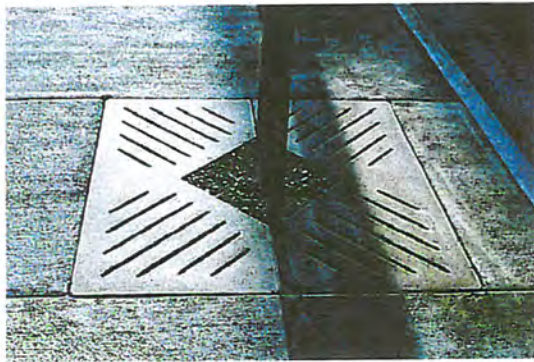
### Open Space

Furniture within the open space network should vary to reflect the character of the open space and associated uses. Therefore it should be richer and more detailed than typical street furniture.

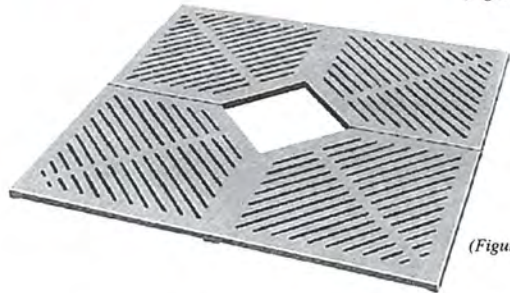
## Furniture Types

### Tree Grates

Tree grates in the sidewalks should be pre-cast concrete to match the adjacent sidewalk color and texture and should be formed with breakaway or removable sections to accommodate tree growth.



(Figure 90)



(Figure 91)

In open space areas, a similar pattern fabricated out of metal with a customized pattern reflecting a map of the Civic Center could be used.

### Benches

All benches in the Civic Center should be selected from an approved palette or family of benches. Selection of the type of bench should be based on usage and maintenance requirements.



(Figure 92)

Bus benches and benches adjacent to the sidewalk should be made out of metal. A different color of paint could be used for the benches in each Quarter.



(Figure 93)

Benches located in open space could be a park-type bench with wood seat and back.



(Figure 94)

Special benches which need to be two-directional or are located in tight spaces should be backless.

All benches should have intermediate arms to inhibit sleeping on them. Benches which incorporate advertising should be prohibited in the Civic Center.

Private property owners should be encouraged to select benches which are compatible with the Civic Center palette of furniture.

### **Bus Shelters**

Bus shelters should be of a simple yet distinctive design and should be located throughout the Civic Center. They should be very transparent with seating, lighting, trash receptacles and other amenities provided at the shelter or nearby. Amenities could also include telephones, flower and newsstands, shoe-shine stands, Civic Center maps and transit information. Maps and transit information could also be available at a nearby transit store as well as at cafes and food kiosks within the Civic Center.



(Figure 95)

### **Trash Receptacles**

Trash receptacles should be a classic style with functionality as a key element. They should be heavy duty and easy to clean.



(Figure 96)

### **News Vendor Boxes**

All news vendor boxes should be required to be of a uniform black color and of the same size and shape. They should be a maximum of one box high and three or four boxes wide with an adequate space in between each set of banks to avoid the appearance of a barricade.

Each bank could be surrounded by an attractive enclosure design to enhance the character of the Civic Center.



(Figure 97)

### **Drinking Fountains**

Accessible drinking fountains should be provided in all open spaces and where large groups of people could congregate (e.g., major bus transfer stops, courtyards, plazas, parks, etc.).

The design could be contemporary (Figure 98) or an ornamental design created to enhance the character of the open space.



(Figure 98)

### **Special Furniture**

In key areas special furniture should help create the character and the charm of a space as well as providing additional functionality. As an example, San Francisco and New York have kiosks with newsstands outside and toilets inside. The kiosk is paid for and maintained by the newsstand vendor.



(Figure 99)

## OTHER DISTRICT-WIDE GUIDELINES

The character and quality of the environment in the Civic Center can be enhanced even more than described in the previous sections through sensitive planning and design of plazas, courtyards, parking lots, signage and other furnishings and details which are part of the urban fabric.

### Plazas and Courtyards

Plazas and courtyards should be designed for flexible use and should accommodate group gatherings as well as small intimate groups or individuals.

Important elements to incorporate into the design of these open spaces include visibility (into and out of), shade, seating areas, accessible circulation pathways, lighting, landscaping and focal points (monuments, art, fountains, etc.). Where possible, these should be designed to activate, not drain, pedestrian activity on the street.

### Landscape (Parking Lots, Vacant Property, etc.)

All parking lots, vacant lots and property which has open space should be appropriately landscaped to enhance the Civic Center environment. Landscaping should provide shade, buffering of incompatible uses, safety and security and an attractive setting within the Civic Center.

Utilities should be located underground whenever possible so there is no interference with desired landscaping and view corridors.

### Tree Planting

Standards for street tree planting should be modified to be consistent with recommendations from the Urban Forestry Advisory Committee. A street tree management plan should be implemented in the Civic Center including annual pruning and other aspects of tree care which will establish a healthy urban forest.

## Security

In order for the Civic Center to be a successful and dynamic urban place, all users must feel safe and secure. This is particularly important in the design of public space, since there are limited means available for controlling access. The most effective safety measure is the mutual surveillance that comes with more "eyes on the street". Use of the public space by the greatest number of people possible should be encouraged. For example, there is ample opportunity to design the Civic Square for surveillance, with clear visibility into the center of the space from around its perimeter. Therefore, no barriers or special security devices should be necessary in this situation.

The Civic Gardens is an example of a more difficult security problem. Enclosed by buildings on two sides and obscured by landscape and parking ramps on the others, the Gardens will be difficult to observe from the streets. During daytime hours, when the Gardens are active due to programmed activities and attractions within them (such as food facilities, an aviary or botanical garden), the users will provide their own surveillance. At night, when they are not as heavily used, however, it may be necessary to enclose the Gardens with ornamental fencing to secure the space. Generally, spaces which cannot be observed from a vehicle at the perimeter of the space may require a secured perimeter during evening hours.

Another urban security issue is the deterrence and prevention of terrorist actions, especially at high-profile public facilities. This issue has led to the placement of unsightly temporary concrete barricades around Federal buildings. The barriers are designed to stop unauthorized vehicles from entering the site but are not conducive to a pedestrian-friendly environment. Such harsh solutions should be avoided as much as possible. Buildings and public spaces should be designed with plant materials and other natural elements of the urban landscape such as planter walls, street furniture, or architectural features to minimize terrorist access. Barriers should be unobtrusive while communicating a positive attitude.

## Banners

All high mast street light poles should be able to accommodate banners.

## Signage

Signage and graphic identification is a key element which is currently absent from the Civic Center. There are several types of signage which need to be addressed as noted below.

### Directional Signs

Directional signs should be placed outside of the Civic Center area to direct vehicles and pedestrians to the Civic Center.

Directional signs should be placed within the Civic Center to direct vehicles and pedestrians toward key destinations including governmental facilities and cultural facilities and public parking.

### District Identification

The Los Angeles Civic Center should have an identifiable graphic representation which is colorful and easily recognizable (see *Figure 69, Thresholds*). This identification should be used to identify the entries into the District. All signage within the Civic Center should be colorful and festive as well as clear and simple in design. The style should be classic and tasteful using four colors, one for each Quarter.



(Figure 100)



### ***Pedestrian Directories***

Pedestrian directories are critical (and relatively low cost) unifying elements for the entire District. They should be located intermittently throughout the Civic Center, particularly at all public parking facilities and areas with high pedestrian activity. The directories should locate the viewer and indicate key governmental and cultural facilities and landmarks. The directory map could also be reproduced in print for use by local businesses.

One idea from Angels Walk, which can be easily implemented, proposes to mount special way-finding signage on the back side of existing pedestrian signals ("ped heads") to indicate the travel time on foot to major destinations.

### ***Building Identification***

Buildings should be identified by easy-to-read identification signage. This is a critical element for locating government functions and services and for minimizing architectural barriers to building interiors. The entries of all buildings should be well fit with decorative wall mounted fixtures.

### ***Historic Preservation***

Preservation of historic resources in the Civic Center should be encouraged through the offering of incentives for renovation and reuse of historic buildings and other historic resources.

### ***Art and Monuments***

It is important to tie together all existing public art including outdoor sculpture, monuments, special paving, murals, inscriptions, structures (such as the bandstand in the Plaza) and all indoor elements such as paving, murals, paintings, sculpture, light fixtures, ceilings, sculptures and busts, in a way which makes the art accessible and encourages pedestrians to experience the richness and diversity which is present.

An integrated public art program should be developed to coordinate existing and future programs (including MTA and CRA programs) and to provide a catalyst for community and cultural pride. This program should include a public education aspect such as Art Walks or Tours.

### ***Events and Cultural Programming***

Events such as street fairs, open air markets, concerts, performances, art fairs, political speeches, charity dinners, civic celebrations public ceremonies will encourage the interaction of people in the temperate climate of Los Angeles and the ambience of the enhanced Civic Center.

The coordination required for scheduling and programming events must be accounted for in the management of the Civic Center (see *Maintenance and Operations*, page 86).

## **RECOMMENDATIONS FOR ENHANCEMENT OF THE CIVIC CENTER**

*Designate the Civic Center as a Pedestrian Oriented District with Development Standards as identified in this Plan.*

*Designate the Civic Center as a Historic Street Lighting District.*

*Specific recommendations to enhance the Civic Center include the following:*

### **Civic Center Complex**

- *Security issues related to the north and south entrances of City Hall should be resolved so City Hall can be accessible from all sides. Re-open the main doors on the west side.*

### **The Four Quarters**

*Key recommendations for The Four Quarters are as follows:*

#### **Civic Gardens**

- *Break down or re-configure the walls at each auto ramp for improved visibility and pedestrian access into the Civic Gardens.*
- *Develop strong pedestrian linkages from First Street and Temple Street through the County buildings to the Civic Gardens.*
- *Complete the Civic Gardens with an east-west pedestrian connection to City Hall through the State Office Building site.*

#### **Civic Square**

- *Develop a public square on the block bounded by First Street, Spring Street, Second Street and Main Street.*

- *Consider the development of Harlem Way into an attractive alley walkway lined with retail.*

#### **Paseos**

- *Create a permanent pedestrian easement from City Hall East to the Geffen Contemporary (parallel to Temple Street), then south on Central Avenue to connect with First Street.*

#### **Portales**

- *Develop a "Ponte Vecchio" type structure lined with retail which bridges the 101 Freeway at Main Street.*

#### **Key Streets**

- *Enhance the City Hall Bridge including a vertical connection to Main Street.*
- *Maintain or increase existing sidewalk widths.*
- *Develop landscaped medians in the center of First Street.*

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LOS ANGELES CIVIC CENTER  
SHARED FACILITIES AND ENHANCEMENT PLAN

CONCEPTUAL IMPLEMENTATION STRATEGY

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## CONCEPTUAL IMPLEMENTATION STRATEGY

Implementation of the Civic Center Plan is a complex and challenging endeavor. The scope of proposed activities and improvements is certain to test the management and development practices in place today. Clearly, new organizational structures and approaches should be considered in conjunction with a commitment to realize the vision proposed by this Plan.

### SCOPE OF IMPLEMENTATION STRATEGIES

Some of the implementation activities contemplated herein go beyond the usual scope of asset management practices carried out by the various governments located within the Civic Center. These activities are as follows:

- Construction of new physical improvements called for in the Plan.
- Pursuit of new development opportunities for both private sector and public sector office and non-office occupancy requirements.
- Implementation of a shared facilities strategy.
- Maintenance and operation of common areas including marketing programs and programming of spaces.

Following is a detailed description of some of these activities.

#### Physical Improvements

##### *Capital Improvement Programs*

Currently there are limited funds for special capital improvements such as those identified by this Plan. Large portions of the Plan however, can be implemented as each level of government's capital

improvement program for individual projects within the Civic Center proceeds. In order for this to occur, the Plan must be adopted as a guideline or Strategic Plan by all levels of government and the Streetscape Standards recommended herein must be adopted by the City.

#### *Demonstration Projects*

Pilot demonstration programs could also be developed by each level of government. For example, the City could implement all or some of the recommendations in the Plan as they relate to current projects (see Project Development). In addition, the improvements recommended for First Street and the development of the Civic Square should be a priority.

The County could develop the State Office Building site with parking and an east-west pedestrian promenade through the site which includes food kiosks and seating under shade trees along a plaza or park. Revenues lost due to a reduced parking area could be partially replaced by revenues from food services.

An even more ambitious demonstration project for the County would be the creation of a public/private partnership to develop a shared Civic Commons on the State Office Building site.

#### *Project Development*

All levels of government should use new projects to define the Civic Center and implement enhancements by requiring projects to comply with the Plan and the guidelines herein (see Capital Improvement Programs) thereby investing their infrastructure dollars in the Civic Center common areas. Focus on projects which are happening now or in the near future.

Potential projects and projects underway (total value is approximately \$3 billion) include:

- Archdiocese
  - Our Lady of the Angels Cathedral
- City of Los Angeles
  - City Hall Seismic Renovation
  - City Hall East Renovation
  - City Hall South Renovation
  - Parker Center Replacement
  - LAPD "911" Dispatch Center
  - LAFD "911" Dispatch Center
  - Emergency Operations Center
  - Child Care Facility Relocation
  - El Pueblo Plaza Improvements
  - Hill Street Metro Rail Corridor Master Plan
  - Los Angeles Mall Renovation
  - First Street North Parking Structure
  - Office Consolidation Projects
- County of Los Angeles
  - Disney Hall
  - Hahn Hall of Administration Rehabilitation
  - Courthouse Rehabilitation
  - Court of Flags Seismic Renovation
  - State Office Building Site Improvements
- State of California
  - Caltrans District 7 Headquarters
  - Caltrans Transportation Management Center
  - Junipero Serra Building Rehabilitation
  - Washington Building Rehabilitation
  - Office Consolidation Projects

- United States
  - 300 North Main Street Rehabilitation
  - 312 North Spring Street Rehabilitation
  - INS Building
  - Courthouse Expansion
- CRA
  - Broadway Revitalization
  - Little Tokyo Revitalization
  - Spring Street Revitalization
  - Second Street Housing
  - Third Street Improvements
- LAUSD
  - Office Relocation Project
- MTA
  - Angels Walk
  - Portal Linkage Plans
  - Main Street "Ponte Vecchio"
- MWD
  - Headquarters at Union Station
- Catellus Development Corporation
  - Alameda District Plan
  - Union Station Frontage
- Geffen Contemporary Expansion
- Japanese American National Museum Expansion
- Latino Museum
- Little Tokyo Gymnasium
- Terminal Annex
- Times Mirror Rehabilitation
- Union Center for the Arts

### **New Development Opportunities**

Utilize the Civic Center Authority, or form a Civic Center Development Corporation, which has the ability to respond immediately to each independent opportunity to:

- Keep government facilities in the Civic Center.
- Entice new development (public and private) into the Civic Center.
- Provide a mechanism for the creation of public/private partnerships.
- Act as landlord or developer (could also manage operations and maintenance).
- Monitor Civic Center development and oversee implementation of all or portions of this Plan.
- Provide or seek funding.

### **Shared Facilities**

In the past, sharing facilities has been a difficult concept to implement due to the absence of a structure. While it is possible to create a conceptual plan which identifies specific opportunities for sharing present-day facilities, as well as those planned for the future, the chances of such a plan being successfully implemented will depend largely on the consortium of governments' ability to create the necessary policy and structure to carry out the plan.

This will require a paradigm shift among mid-level management and staff that will change the ways that government workers view themselves in relation to their Civic Center neighbors.

There are two basic models for the development of new, shared facilities. One involves a single agency acting as the developer through project completion, with other interested agencies contracting through individual agreements. The other envisions a management entity as the developer and manager of such facilities.

One of the best opportunities involves the development and management of a heating and refrigeration system which would tie together all government-owned buildings (with the possible exception of the three Federal Buildings, which may not be able to share).

### **Maintenance and Operations**

The first order of business for the implementation of the Civic Center Plan should be the development of a coordinated program for common area maintenance and management activities for the greater Civic Center area.

The Civic Center should be managed as one unified space much like a shopping center common area is managed. Management activities should include regularly scheduled maintenance of all open space elements including landscape, repair and replacement of physical elements, cleaning, programming of spaces and events, public relations and marketing.

One idea is to establish a benefit fund to pay for common area maintenance and management programs and enhancements. The benefit fund can consist of voluntary contributions by the participating governments. The participating governments will need to approve the amount of the commitment to the fund.

This can be accomplished through the Central City Association's proposed Business Improvement District (BID) which could have special provisions for the Civic Center. If a coordinated maintenance and operations program is underway, it will make more sense for government to locate in the Civic Center to receive value from their maintenance contributions.

### **EXISTING IMPLEMENTATION MECHANISMS**

Currently, the governmental entities (City, County, State and Federal) which represent the majority of Civic Center interests fulfill many roles, including those of property owner, end user, landlord and

property or asset manager. Furthermore, each level of government has different methods and procedures which are implemented with varying degrees of commitment and success and with a variety of funding procedures, opportunities and constraints. These methods and procedures are carried out with no formal mechanism to provide common management, development or maintenance functions across individual realm boundaries other than the voluntary participation of the members of the Civic Center Authority. Currently, any effort to operate the Civic Center in a unified and coordinated fashion, as the civic equivalent of a multi-owner retail district (e.g., Old Pasadena or Third Street Promenade) will fail without a coherent implementation structure.

#### **Examples of Problems with Current Implementation Mechanisms**

This Civic Center Plan calls for comprehensive streetscape improvements to be developed throughout the Civic Center area. Under current practice, the construction of these improvements would be the responsibility of the City of Los Angeles, since these improvements are intended to be built in the City's public right-of-way. However, depending on their location, other levels of government would be the principal beneficiaries of these improvements.

Another method for building improvements in the public right-of-way is to require specific improvements to be constructed as private development occurs. This approach in the Civic Center is not effective since other sovereign governments cannot be compelled to comply with City requirements. Also, improvements which are built piecemeal never create a unified district or one which is completed.

If these non-city governmental entities were private businesses and wished to build the improvements in a unified manner, the City could use a BID or an assessment district to recoup its expenditures in proportion to the benefit received. Through a BID the area would receive state-of-the-art physical improvements, which are financed by the City and repaid through assessments. Both the property owner and the City typically receive long-term benefits from the increased

property values which result from higher visitation and increased foot traffic and activity. However, when the property owners are sovereign governments instead of private businesses there is no mechanism to compel shared investment in common improvements. The result is that the City has little incentive to make district-wide public improvements particularly when the benefits created for frontage properties will not be reflected in the City's tax base. Therefore, the area-wide public improvements in a multi-government district are unlikely to be made. Instead, each governmental entity makes its own improvements in its own realm as needs and budgets permit.

Consider also, the example of attracting new development opportunities to the Civic Center. Assume that a public agency with a regional jurisdiction wants to move out of its existing overcrowded headquarters and locate in a new or rehabilitated building. Standard practice is for that public agency to issue a Request for Proposals (RFP) describing its program and facility needs and, perhaps, designating a specific search area. The RFP is issued to the wider development community, including both private sector developers and public and private landowners. After all the proposals are received, the public agency typically selects the top candidates and conducts serial negotiations with all parties to "sweeten the deal."

This Plan recommends that public agencies should move to, or remain in, the Civic Center area. But past practice has demonstrated that the public Civic Center property owners are poorly suited to keep pace with the private sector in "deal" negotiations. This situation, in which the long-term benefits of retaining and attracting public sector agencies to the Civic Center is often overwhelmed by the short-term power of deal economics, needs to be resolved. One solution is for the various government agencies to pre-empt the issuance of an RFP, particularly if it involves a wide search area. Instead they should seek to identify candidate government-owned Civic Center sites and make a deal before the opportunity of a private contest defuses and confuses the policy objective.

A second approach, in those circumstances in which the Civic Center property owners are competing for a public agency occupancy, is that those government owners should be granted the authority and

flexibility to compete with private property owners on an equal basis, marketing their development opportunity and enhanced deal economics with the same focus and commitment as their private sector counterparts.

In summary, the different governmental entities and the overlapping real estate roles that they each play - as builders of public works, landlord and developer, public space property owner's asset manager - make it very difficult to act on the comprehensive scale required to successfully implement this Plan. Accordingly, new organizational arrangements are recommended to minimize these constraints.

## **A NEW IMPLEMENTATION APPROACH**

### **Joint Powers Authority**

A new approach is suggested to improve implementation efforts and the outcome of this Plan. This approach captures the goodwill and cooperation of the existing Civic Center Authority and formalizes that voluntary organization into a legal entity known as a Joint Powers Authority (JPA) which can manage and implement some or all of the activities identified above and has several advantages over exclusively utilizing the current procedures.

A JPA is enabled by State law and permits different levels of government to create a special purpose entity to pursue a specific mission. A JPA is directed by a Board of Directors and governed by bylaws. Prior to start-up, the proposed organizational, administrative and financial arrangements are subject to approval by all the legislative bodies of the participating governmental entities. As members of the JPA, each level of government would still be subject to its own rules and regulations and could still maintain ultimate control over its own properties. If specific actions or decisions by the JPA require legislative approval from a member government's legislative bodies, this process can be incorporated into the JPA bylaws or operating procedures.

Currently in Downtown there are three JPA's operating, including the

State Building Authority (participants include the State and the City), the Convention Center Authority (the City and the County) and a First and Broadway JPA formed to manage the development of the State Office Building property (the City, the County and the State).

A Civic Center JPA would provide a formal mechanism for ongoing coordination and information-sharing among the governmental property owners of the Civic Center. Components of the City, County, State, Federal and other local governments' departments, which currently provide property management and maintenance functions for Civic Center properties, could become "staff" to the JPA. Funds which are currently budgeted to provide these services (including overhead) for Civic Center properties could be contributed to the JPA to provide working capital and a management and maintenance budget.

An even more ambitious program would be to consolidate the disparate asset management, development opportunities and public improvement construction activities currently carried out by each level of government under the management of a JPA. At a minimum, allocation of existing property management and maintenance funds to a Civic Center JPA could enable a more comprehensive common area maintenance program, with opportunities for common maintenance standards and economies of scale in construction. Implementation of more ambitious programs could be carried out directly by the JPA or by entities created or contracted by the JPA to carry out these tasks.

For example, the JPA can create a spin-off development corporation to build the called-for public improvements, such as a Civic Commons. The development corporation could also act as a clearinghouse for attracting and retaining new development within the Civic Center area. Alternatively, the JPA could contract with an existing public agency (such as the CRA, the City's General Services Department or the County's Asset Management Division) or a private company to act as the JPA's agent for pursuing new development activities. The precise organizational arrangements are beyond the scope of this Plan and may be best formulated on an opportunity-by-opportunity basis under a JPA umbrella. However, the foundation of this recommendation is that a unit of government whose sole mission is to implement this Civic Center Plan should be created and empowered to carry out this

purpose.

An appropriate role for a Civic Center JPA could include the following functions:

- Formalizing the current voluntary arrangements of the Civic Center Authority into an ongoing management and oversight organization.
- Pursuing Civic Center development opportunities on an ad hoc, coordinated basis.
- Planning for prioritization and construction phasing of proposed public improvements.
- Carrying out one or more specific capital improvement projects as proposed in this Plan and receiving financial authorization from the JPA's participating governments to build the specific improvements.
- Providing centralized and coordinated property management and maintenance of existing and planned public spaces.
- Programming, marketing and promoting public activities (e.g., cultural, recreational, entertainment, educational) within the greater Civic Center.

## FUNDING AND FINANCING

Funding of Plan improvements can be compared to a private sector model. An assessment district or a BID would be the likely mechanism to finance improvement construction beyond specific project development by each level of government. However for a multi-government context, an advantage of a JPA is the ability to borrow money through bond issues or similar debt structures in order to finance construction. Presumably any JPA financing could only be done with the express approval of the participating governmental entities. Furthermore, the underlying security for such debt would be the General Funds of the participating governments. Thus, the ability to provide funding to carry out the proposed Plan improvements is first

and foremost a question of political will among the participating governments. However, if the JPA were to receive the various authorizations to borrow money and the JPA proceeded to issue debt to be repaid over a number of years, the participating governments providing this debt authorization would be bound to serve that debt for the term.

Funding of supplemental management and operation costs could also be allocated and managed through a BID, with contribution commitments being made on a voluntary basis by each level of government. Typically, contributions would match those being made by private property owners or businesses within the same district.

With regard to financing a development corporation, other governments have used four vehicles to fund similar public corporations:

- A Salaries and Expense Fund can be appropriated annually by member governments, particularly during the start-up phase of the corporation. Contributions could take the form of a lump sum appropriation, an assessment on properties or a contract for services.
- A Revolving Land Acquisition and Pre-Development Fund can finance pre-development activities in anticipation of repayment when individual projects, both public and private, proceed.
- A Public Development Fund can be used for monies appropriated by governments to pay for special projects or common area activities. State and Federal transportation money has been a particularly valuable source of funds for common area improvements in the past.
- A Gifts and Donations Fund can be established to seek and hold contributions from individuals, corporations and private organizations.

The corporation could also issue tax-exempt debt for projects approved by its Board. For example, British Columbia allows this but requires

its Building Corporation to invest its own equity for at least 20% of project costs.

In order to be successful, the corporation must operate outside of existing government contracting, personnel and other systems. It should however, have clear policies to ensure fairness with regard to hiring and procurement practices.

Ultimately, the corporation should be self-sustaining out of earned revenues. When the Civic Center Plan is completed, the corporation should go out of business, except to the extent it is needed to hire maintenance and operations services.

#### **Funding Priorities**

- The first issue which should be addressed for the Civic Center should be the development of a coordinated program for common area maintenance and management activities for the greater Civic Center area. This could be coordinated through the Central City Association's BID program.
- The Civic Center Authority should consider issuing an RFP to develop and manage a heating and refrigeration system which would tie together all government-owned buildings which could participate. Such a project should be undertaken prior to the City making a commitment to undertake a similar project on its own (an RFP has already been issued for preliminary needs assessment).
- A demonstration project (suggestions are identified herein) should be undertaken.
- Existing conditions and elements should be enhanced including:
  - Trees
  - Lights
  - Furniture
  - Crosswalks and Mid-Block Crossings
  - Sidewalk Paving
  - City Hall Bridge Stairways or Escalators

- Implement small projects including breaking down the walls along the streets at the auto ramps which access parking under the Civic Gardens to allow visual access and more direct pedestrian access.
- Renovate and operate the Fort Moore/Hill Street Fountain.
- Implement large projects (e.g., develop the Civic Square or the Civic Commons).



**RECOMMENDATIONS FOR  
IMPLEMENTATION OF THE PLAN**

*This Plan recommends the following actions be taken to implement this Plan:*

**Civic Center Authority**

- *Adopt the Civic Center Shared Facilities and Enhancement Plan.*
- *Forward the Plan to all levels of government for their consideration, with the recommendation to adopt a policy to concentrate their facilities within the Ten-Minute Diamond, preferably within their respective Quarter and to share facilities whenever feasible, as recommended by the Plan.*
- *Restructure the Civic Center Authority to include membership of other levels of government including Federal and State.*
- *Designate an interim management entity or committee to coordinate the legal, administrative and political work necessary to create a JPA.*
- *Create a JPA to manage and implement the Plan.*

**City of Los Angeles**

**City Council:**

- *Adopt the Civic Center Shared Facilities and Enhancement Plan and direct the Department of City Planning to rescind the 1969 Civic Center Plan and update the Central City Community Plan to include this Plan.*

**City Attorney:**

- *Review the Plan and make findings as to its legal weight and legal requirements for implementation.*

**Planning Commission:**

- *Adopt the Civic Center Shared Facilities and Enhancement Plan to replace the Civic Center Development Plan as an element of the General Plan.*

**Department of City Planning:**

- *Make recommendations regarding boundaries, land use and zoning changes including implementation of a Pedestrian Oriented District with Development Standards as identified in this Plan.*

**Board of Public Works:**

- *Adopt the Streetscape Standards of this Plan as a demonstration project for non-standard City elements.*

**Bureau of Engineering**

- *Make recommendations to the Board of Public Works regarding implementation of the streetscape standards.*
- *Make recommendations regarding implementation of the signage program.*

**Bureau of Street Lighting:**

- *Make recommendations regarding implementation of a Historic Lighting District with pedestrian-oriented lighting as a part of an integrated lighting system.*

**Department of Transportation:**

- *Make recommendations regarding implementation of the landscaped medians in the center of First Street.*

**County of Los Angeles**

**Board of Supervisors:**

- *Adopt the Civic Center Shared Facilities and Enhancement Plan.*

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LOS ANGELES CIVIC CENTER  
SHARED FACILITIES AND ENHANCEMENT PLAN

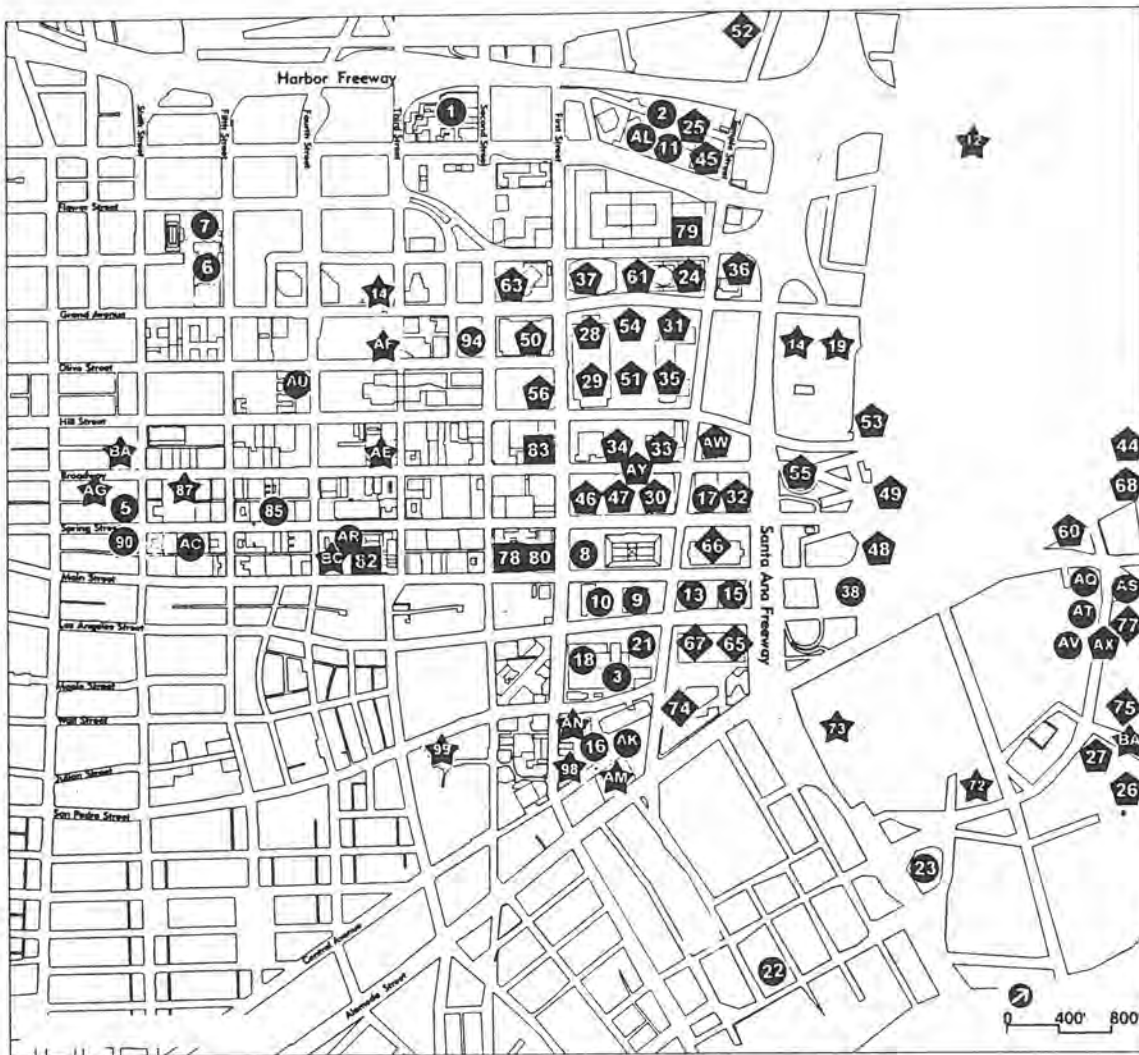
APPENDICES

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LOS ANGELES CIVIC CENTER  
SHARED FACILITIES AND ENHANCEMENT PLAN

APPENDIX A:  
EXISTING FACILITY INVENTORY

This data was provided by the various levels of government. Any discrepancies between this information and the text is the result of subsequent information and clarifications obtained from government staff who were interviewed in person and by telephone.



**LEGEND**

**key ownership**

- CITY OF LOS ANGELES
- ⬢ COUNTY OF LOS ANGELES
- ◆ FEDERAL
- STATE OF CALIFORNIA
- ★ OTHER

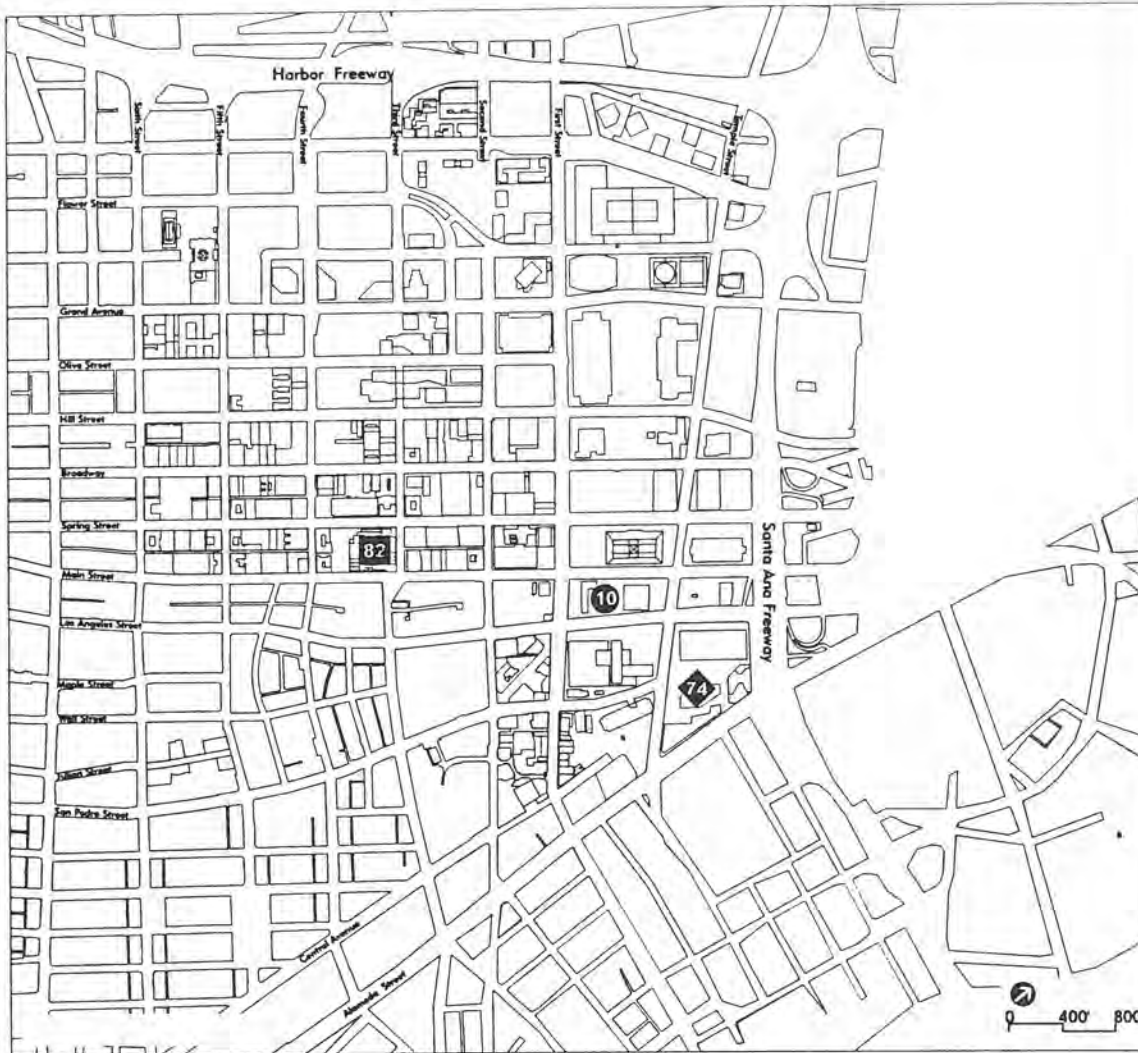
- 1 department of city planning
- 2 city zoning appeals
- 3 auditorium (parker center)
- 4
- 5 center facilities
- 6 central library
- 7 central library/ staff parking
- 8 city hall
- 9 city hall east
- 10 city hall south
- 11 d.a.-major fraud division
- 12 e. manford evans adult school
- 13 LA mall
- 14 LAUSD administrative offices
- 15 los angeles children's museum
- 16 lot 7
- 17 lot 4
- 18 lot 5
- 19 metropolitan high school
- 20
- 21 parker center
- 22 personnel
- 23 piper tech
- 24 ahmanson theater
- 25 central health center
- 26 central jail
- 27 central jail
- 28 county courthouse
- 29 county courthouse

- 30 county criminal courts
- 31 county hall of administration
- 32 county hall of justice
- 33 county hall of records
- 34 county law library
- 35 county offices
- 36 music center offices
- 37 dorothy chandler pavilion
- 38 el pueblo
- 39
- 40
- 41
- 42
- 43
- 44 fleet garage
- 45 health administration building
- 46 lot 10
- 47 lot 11
- 48 lot 13
- 49 lot 15
- 50 lot 17
- 51 lot 18
- 52 lot 20
- 53 lot 21
- 54 lot 22
- 55 lot 25
- 56 lot 26
- 57 lot 28
- 58 lot 29

**Facility Ownership**

See next page for continuation of legend

**LOS ANGELES CIVIC CENTER  
SHARED FACILITIES AND ENHANCEMENT PLAN**



**LEGEND**

**key ownership**

- CITY OF LOS ANGELES
- ⬢ COUNTY OF LOS ANGELES
- ◆ FEDERAL
- STATE OF CALIFORNIA
- ★ OTHER

total

**building**

- 10 city hall south
- 74 roybal federal building
- 82 ronald reagan state bldg

**address**

- 111 first st
- 255 e. temple st
- 300 s. spring st

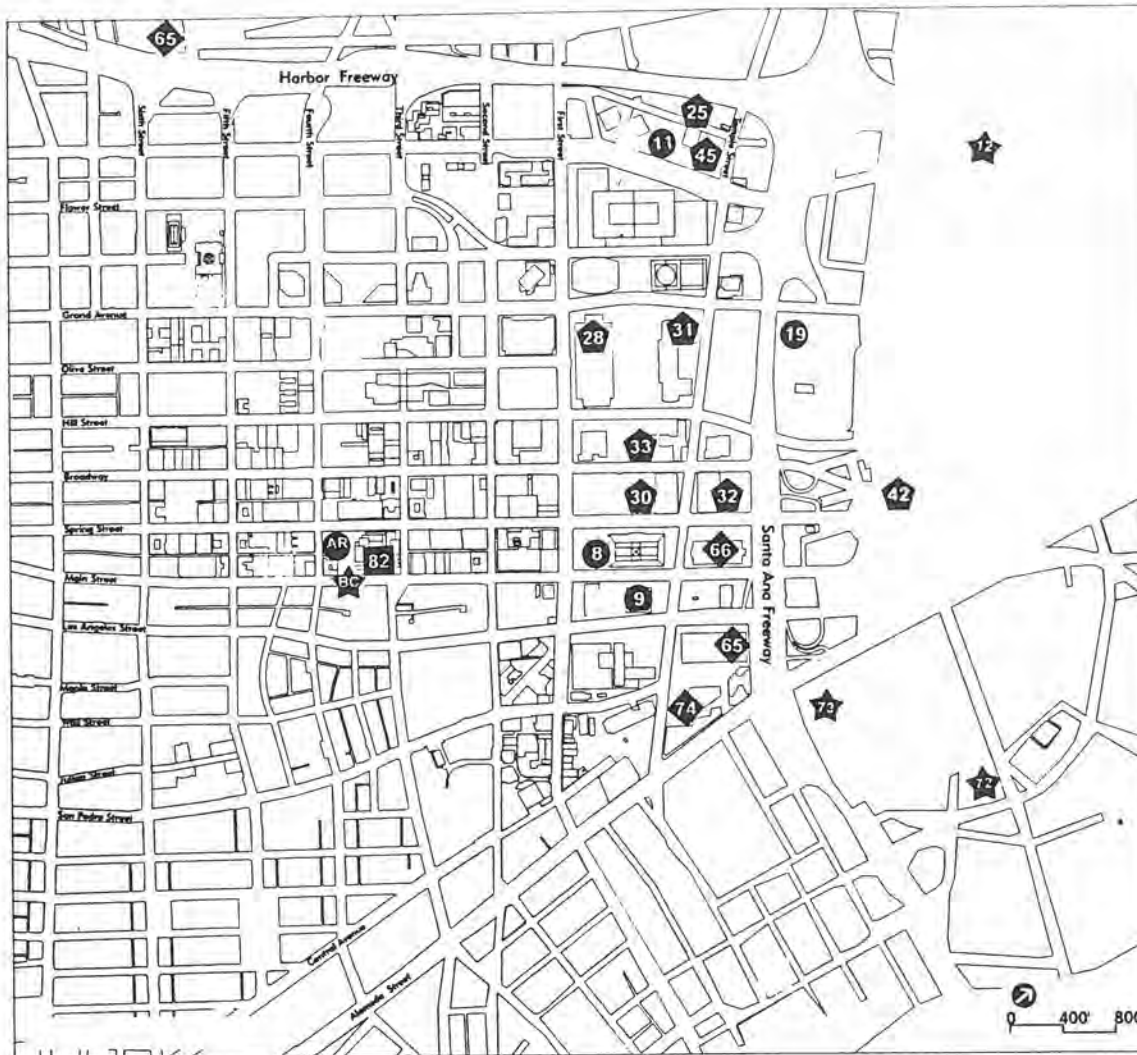
**capacity**

- 56
- 95
- 56

**Childcare**

---

**LOS ANGELES CIVIC CENTER**  
 SHARED FACILITIES AND ENHANCEMENT PLAN



**LEGEND**

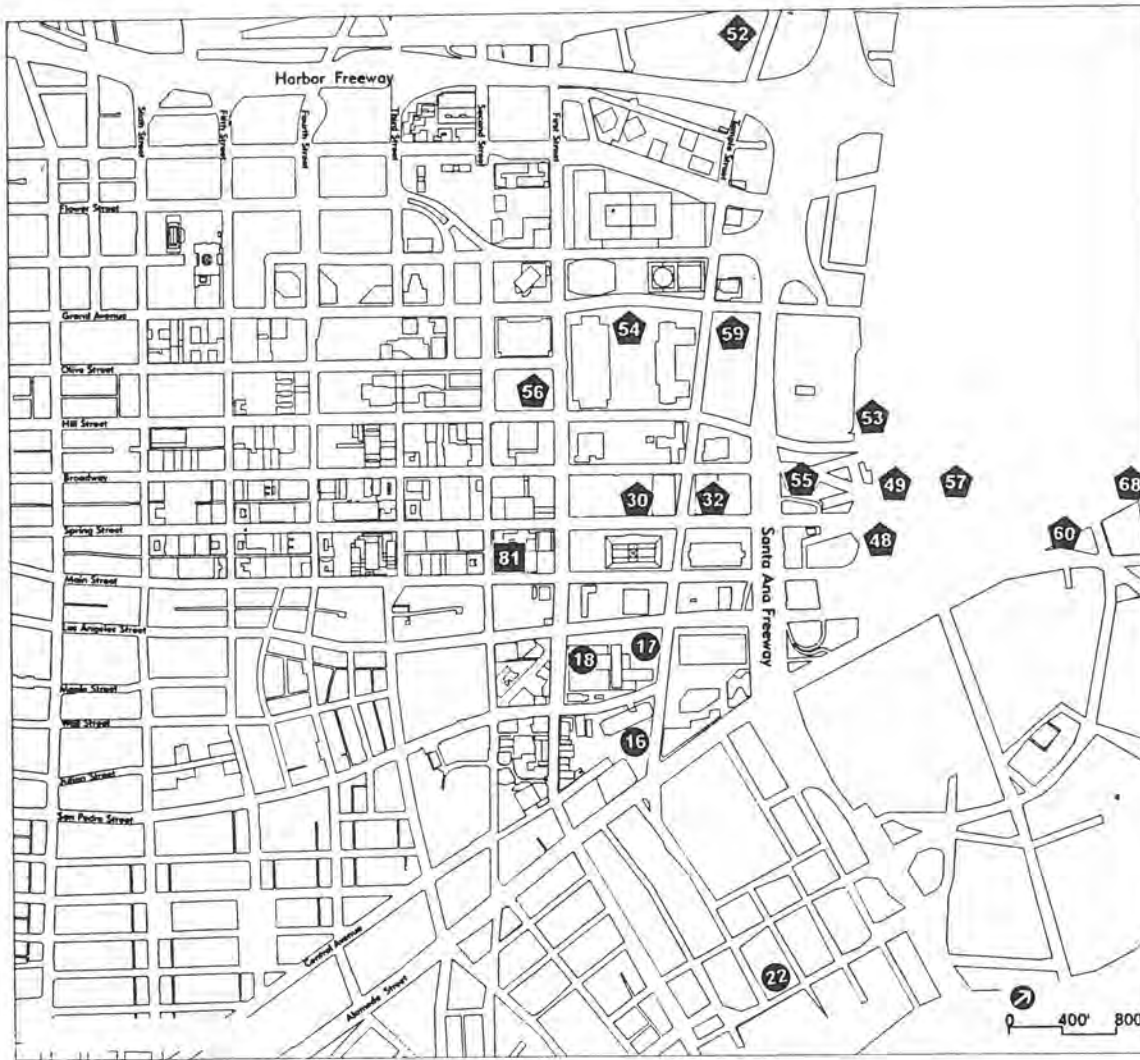
**key ownership**

- CITY OF LOS ANGELES
- ⬠ COUNTY OF LOS ANGELES
- ◆ FEDERAL
- STATE OF CALIFORNIA
- ★ OTHER

building	address	capacity
2		
4		
8	city hall	200 spring st 380,220,80,60,40,40,50
9	city hall east	200 n. main st 60
11	d.a.- major fraud division	201 n. figueroa st 80
12	e. manford evans adult school	717 n. figueroa st not known
19	metropolitan high school	727 wilson st not known
20		
25	central health center	241 n. figueroa st 130
28	county court house	110 n. grand ave 1300,77,23,3
30	county criminal courts	210 w. temple st 2,500
31	county hall of administration	500 w. temple st 1155
32	county hall of justice	211 w. temple st 126
33	county hall of records	320 w. temple st 742
42	el pueblo	524 n. spring st 75
45	health administration building	313 n. figueroa st 460
65	federal building	1340 w. sixth st 16
66	federal courthouse	312 n. spring st 27
72	MTA gateway transit center	#1 gateway plaza 350
73	MWD	800 n. alameda st 266(bdrm)/5(cont)
74	roybal federal building	255 e. temple st 31
82	ronald reagan state bldg.	300 s. spring st -
85	city cultural affairs	433 s. spring street 45
AR	CRA board room	354 s. spring 42
BC	old RTD building board room	425 s. main not known

Courtrooms / Hearing Rooms / Meeting Rooms

**LOS ANGELES CIVIC CENTER**  
 SHARED FACILITIES AND ENHANCEMENT PLAN



**LEGEND**

**key ownership**

- CITY OF LOS ANGELES
- 🏠 COUNTY OF LOS ANGELES
- ◆ FEDERAL
- STATE OF CALIFORNIA
- ★ OTHER

**building**

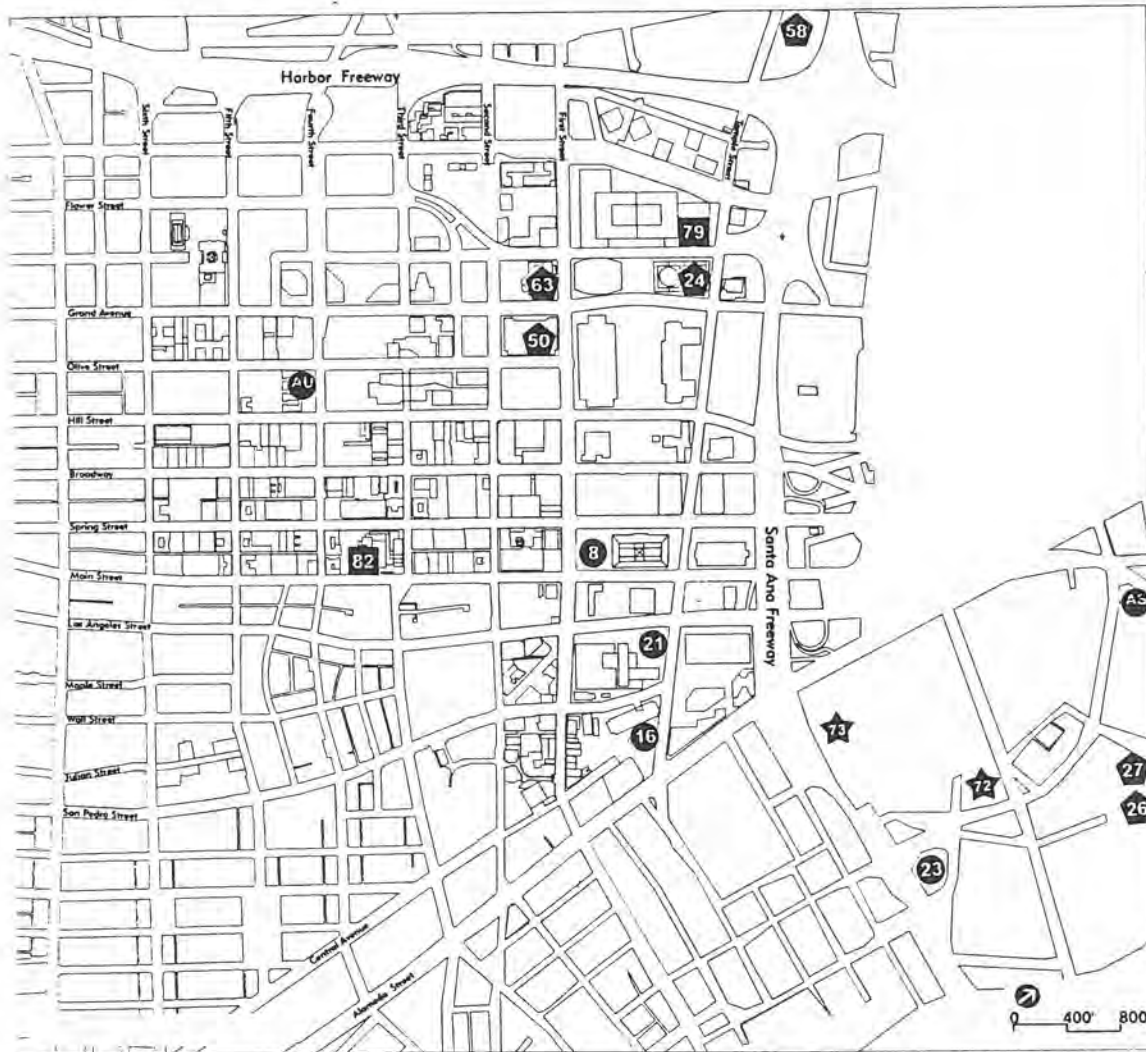
16	lot 7
17	lot 4
18	lot 6
22	personnel
30	county criminal courts (lot 19)
32	county hall of justice (lot 12)
48	lot 13
49	lot 15
52	lot 20
53	lot 21
54	lot 22
55	lot 25
56	lot 26
57	lot 28
59	lot 30
60	lot 45
64	employee parking
68	location 30
69	location 401b
70	location 402a
81	dept. of trans. main st. parking lot

**address**

300 e. temple	300
200 e. temple st	100
110 n. los angeles st.	266
700 e. temple st	124
210 w. temple st	1059
211 w. temple st	213
515 n. main st	70
527 n. spring st	238
501 w. temple st	1133
555 n. broadway st	185
232 n. grand st	18
418 n. spring st	90
120 s. olive st	210
615 n. spring st	67
331 n. grand st	72
725/33 n. spring st	288
111 w. 18th st	233
900 lyon st	500
6th & ceres sts	107
wide & central sts	65
120 s. main st	524

**Parking Lots**

**LOS ANGELES CIVIC CENTER**  
 SHARED FACILITIES AND ENHANCEMENT PLAN



**LEGEND**

**key ownership**

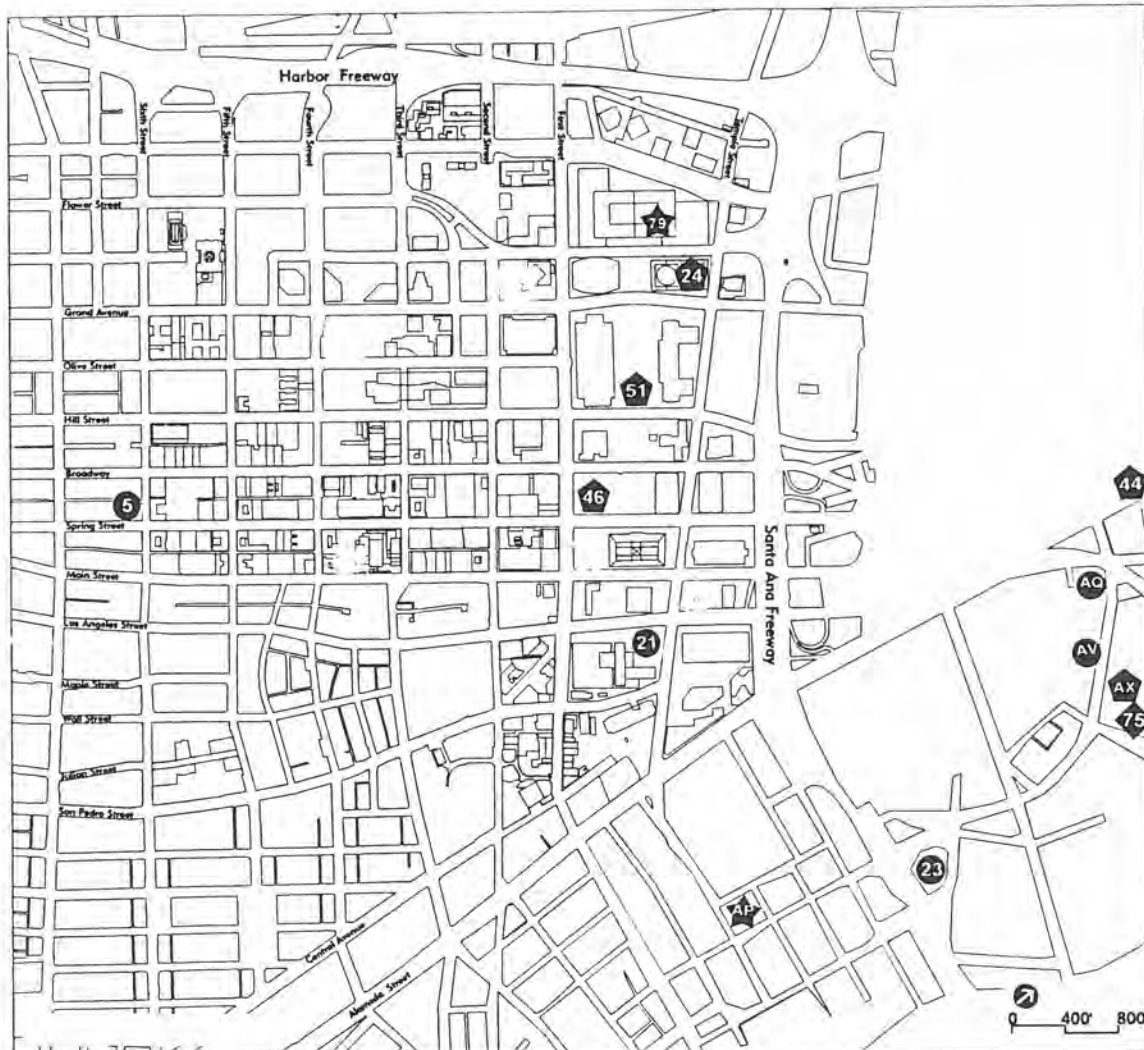
- CITY OF LOS ANGELES
- ⬢ COUNTY OF LOS ANGELES
- ◆ FEDERAL
- STATE OF CALIFORNIA
- ★ OTHER

building	address	capacity
8	city hall	465
13	LA mall	2400
16	lot 7	not known
21	parker center	240
23	piper tech	600
24	ahmanson theatre (lot 14)	1485
26	central jail	688
27	central jail	1674
50	lot 17	1295
58	lot 29	890
62	DPSS	235
63	disney hall parking	2500
72	MTA gateway transit center	2500
73	MWD	768
79	department of water and power	2300
82	ronald reagan state bldg.	598
AS	municipal court parking	200
AU	library staff parking	200

**Parking Structures**

**LOS ANGELES CIVIC CENTER**  
 SHARED FACILITIES AND ENHANCEMENT PLAN





**LEGEND**

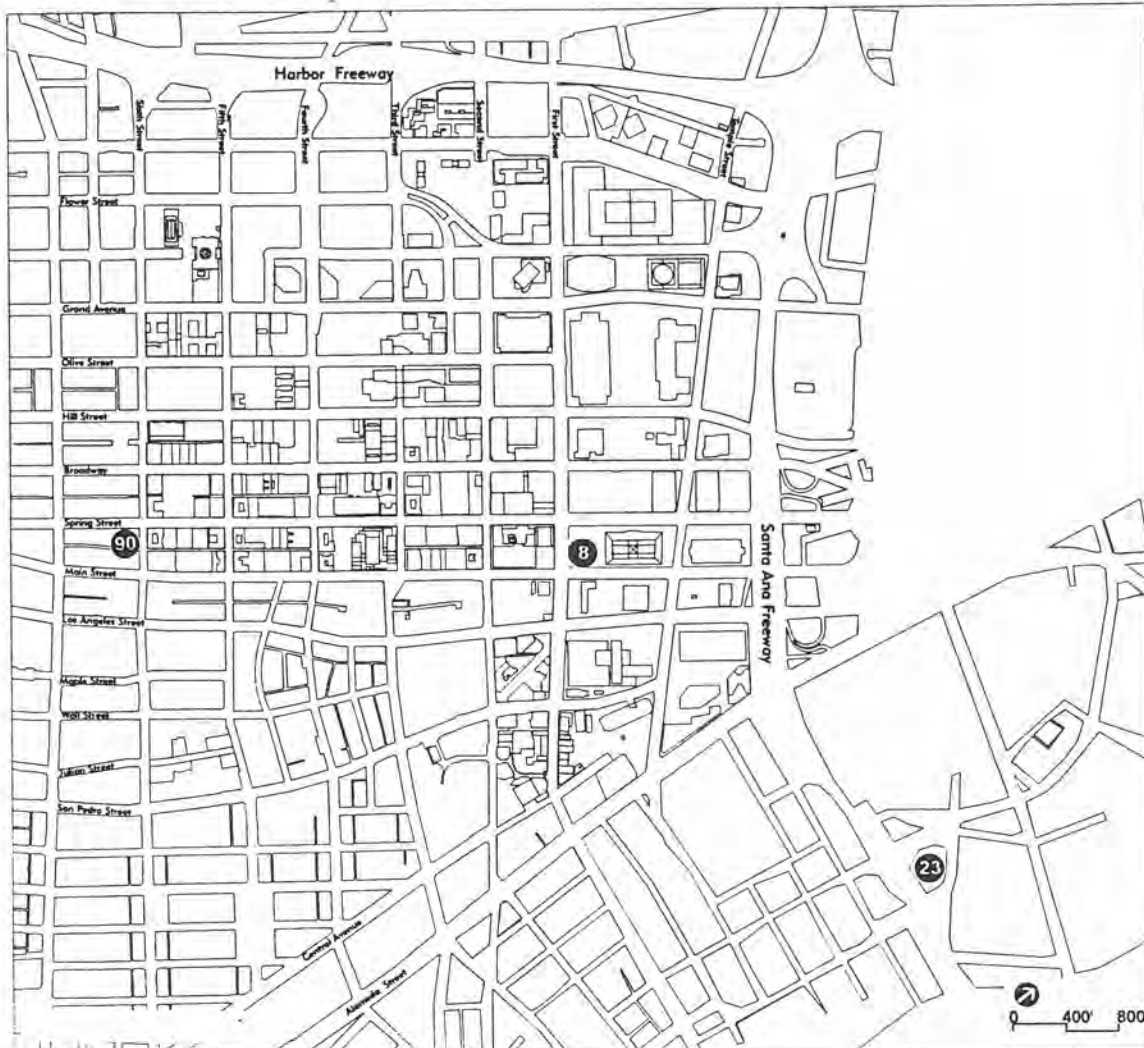
**key ownership**

- CITY OF LOS ANGELES
- ⬠ COUNTY OF LOS ANGELES
- ◆ FEDERAL
- STATE OF CALIFORNIA
- ★ OTHER

building	address	capacity	
2	city facilities	201-221 n. figueroa	not known
5	center facilities	251 e. sixth st	14
21	parker center	150 n. los angeles st	(service)7
23	pipe tech	555 so. ramirez st	(service)2
44	fleet garage	1055 n. alameda st	400
46	lot 10	145 n. roadway st	580
51	lot 18	140 s. grand st	1248
71	maintenance garage	1111 sunset blvd	(feet) 250
75	terminal 31 feet-bus	938 n. vignes st.	65
79	department of water and power	111 n. hope	(service)8/B(b)
96	garage	1354 newton st	2
AP		444 e. temple st.	7(s)/6(b)
AQ	city storage parking fleet	vignes and main	80
AV	police storage and maintenance	vignes and bauchet	200
AX	LA county sheriff bus parking	498 bauchet	250

**Parking / Vehicle Maintenance / Fleet**

**LOS ANGELES CIVIC CENTER**  
 SHARED FACILITIES AND ENHANCEMENT PLAN



**LEGEND**

**key ownership**

- CITY OF LOS ANGELES
- ⬢ COUNTY OF LOS ANGELES
- ◆ FEDERAL
- STATE OF CALIFORNIA
- ★ OTHER

**building**

- 8 city hall
- 90 public works
- 23 piper tech

**address**

- 200 spring st.
- 600 s. spring st
- 555 so. ramirez st

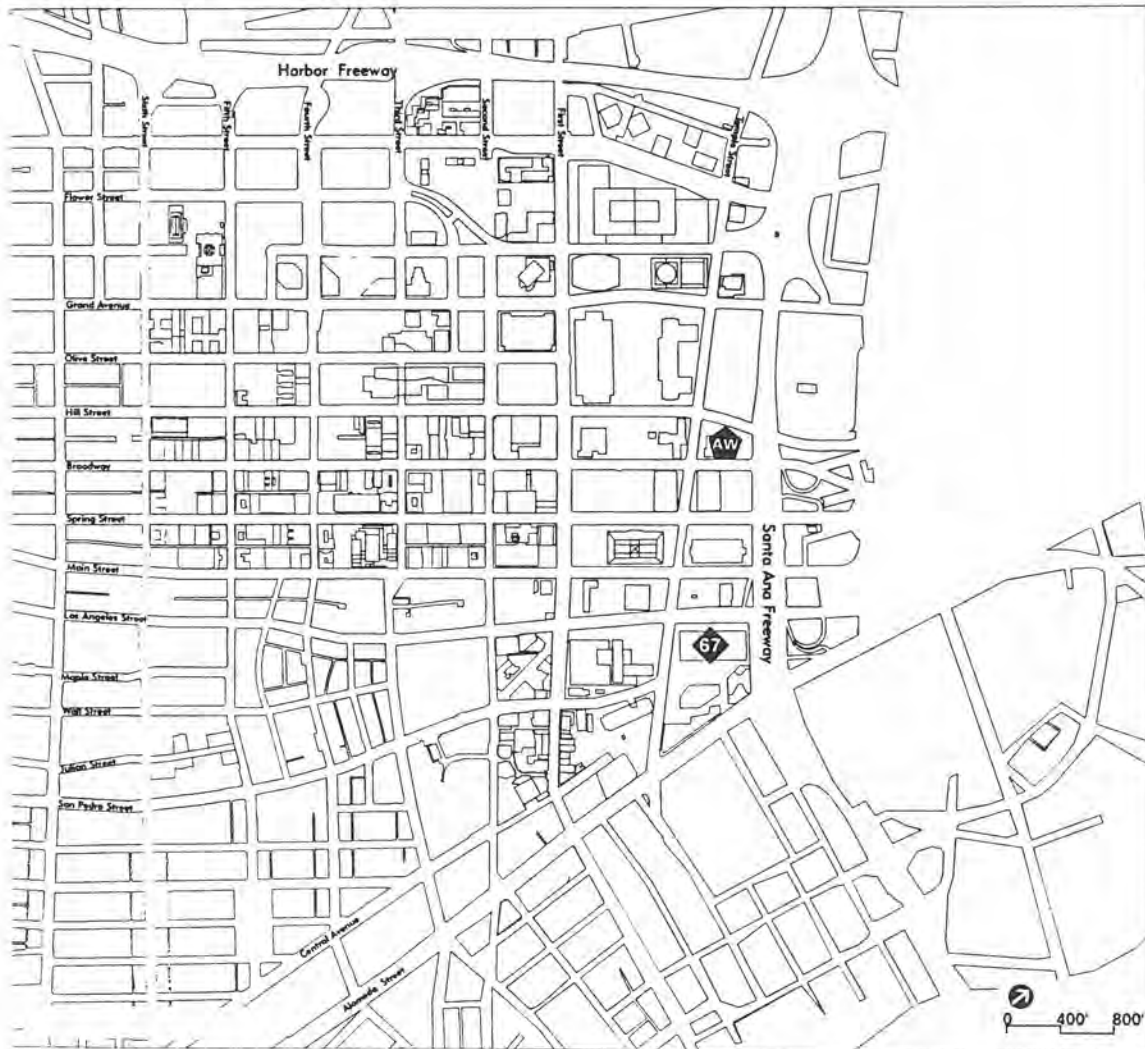
**capacity**

- 3
- 1
- 1

Printing and Reprographics

---

**LOS ANGELES CIVIC CENTER**  
 SHARED FACILITIES AND ENHANCEMENT PLAN



**LEGEND**

**key ownership**

- CITY OF LOS ANGELES
- ◆ COUNTY OF LOS ANGELES
- ◆ FEDERAL
- STATE OF CALIFORNIA
- ★ OTHER

**building**

- 67 gsa building federal cooling plant
- AW county of la cooling plant

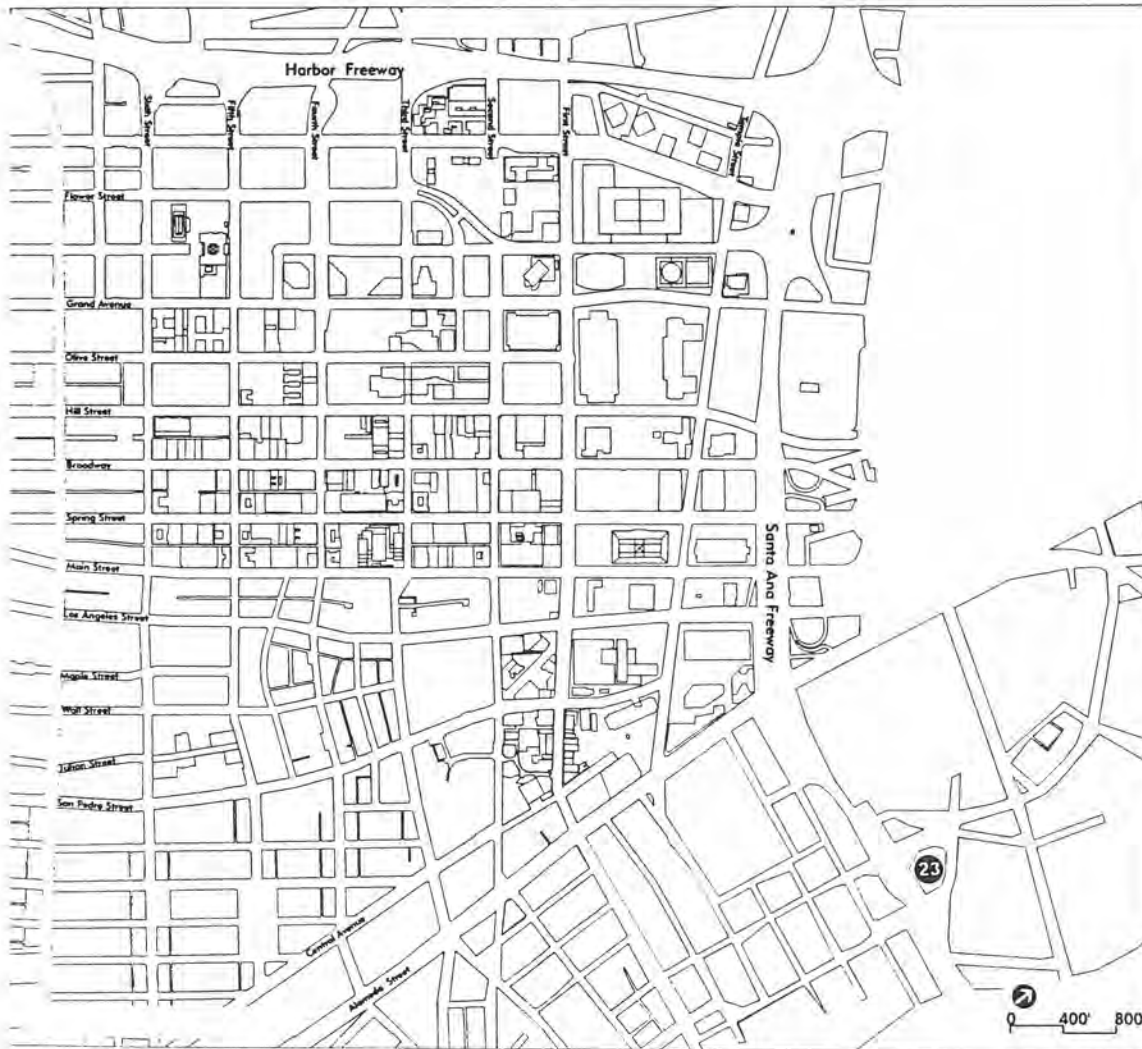
**address**

- 300 n. los angeles
- 301 n. broadway

**capacity**

- not known
- not known

Heating and Cooling Plants



**LEGEND**

**key ownership**

- CITY OF LOS ANGELES
- ⬢ COUNTY OF LOS ANGELES
- ◆ FEDERAL
- STATE OF CALIFORNIA
- ★ OTHER

**building**

23 piper tech

**address**

555 s. ramirez

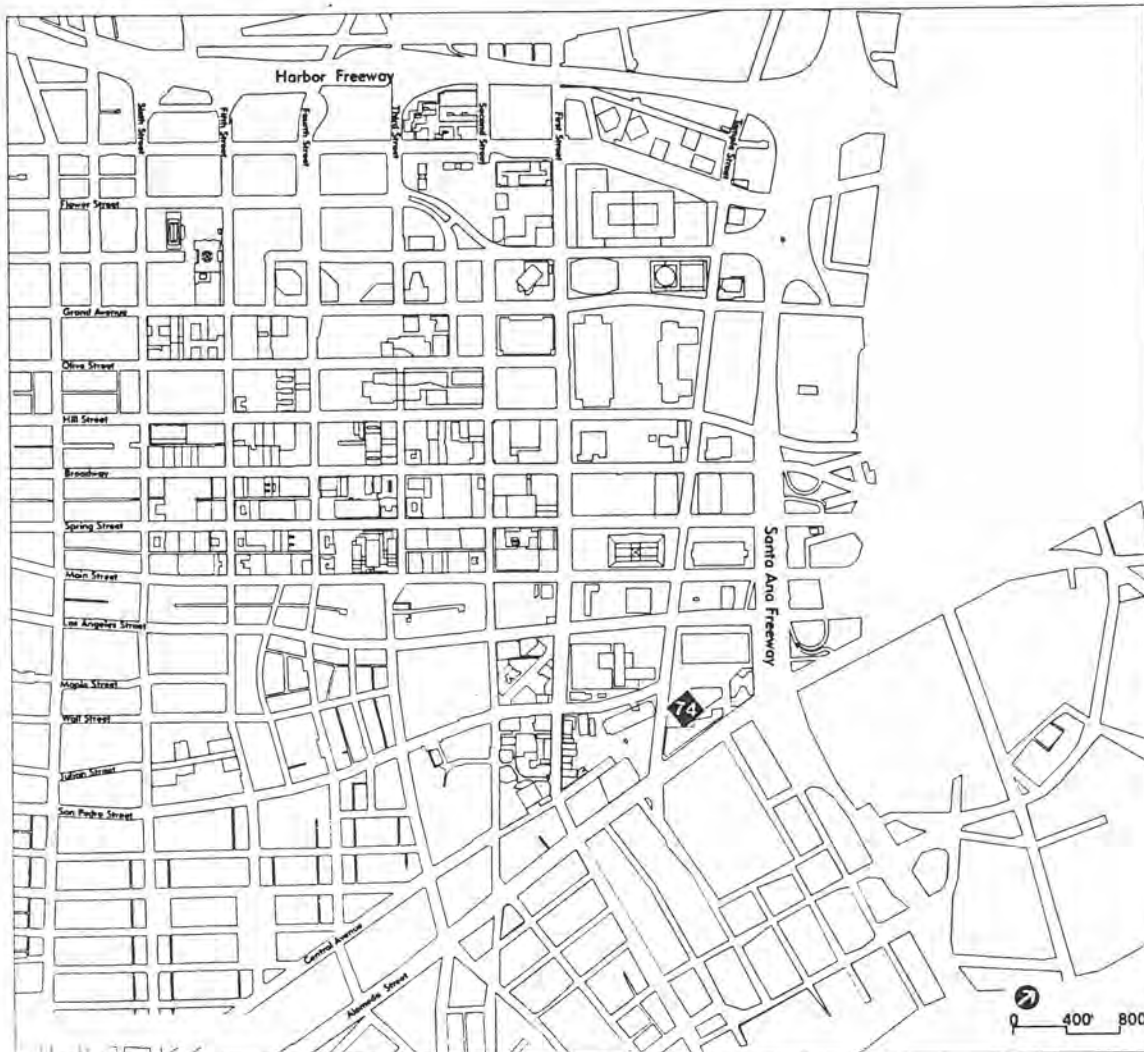
**capacity**

not known

Laboratories

---

**LOS ANGELES CIVIC CENTER**  
 SHARED FACILITIES AND ENHANCEMENT PLAN



**LEGEND**

**key ownership**

- CITY OF LOS ANGELES
- ⬢ COUNTY OF LOS ANGELES
- ◆ FEDERAL
- STATE OF CALIFORNIA
- ★ OTHER

**building**

74 roybal federal building

**address**

255 e. temple st

**capacity**

800sf

Fitness Centers

---

**LOS ANGELES CIVIC CENTER**  
 SHARED FACILITIES AND ENHANCEMENT PLAN

LEGEND

key ownership

- CITY OF LOS ANGELES
- ⬢ COUNTY OF LOS ANGELES
- ◆ FEDERAL
- STATE OF CALIFORNIA
- ★ OTHER

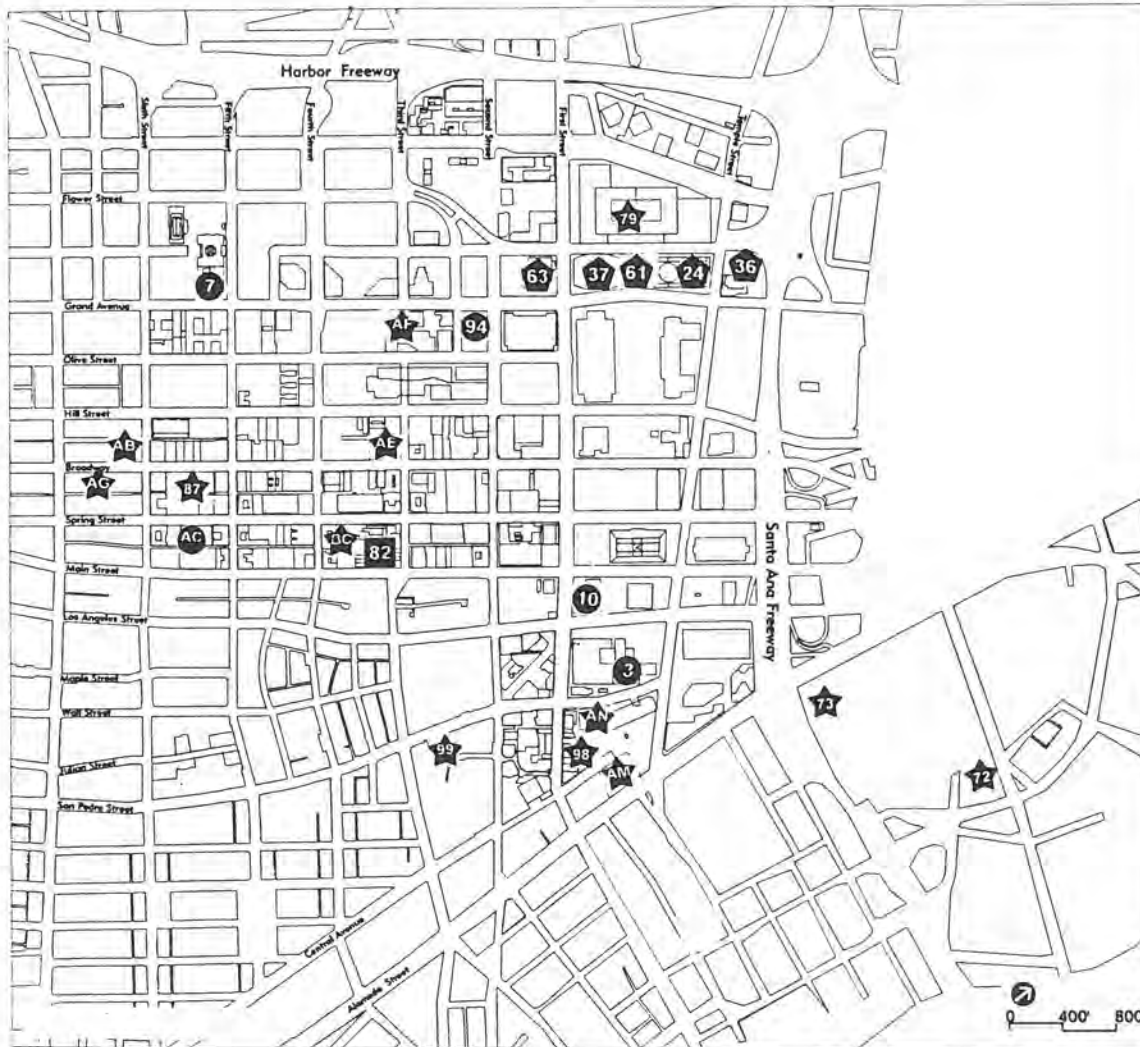
59	lot 30
60	lot 45
61	mark taper forum
62	DPSS
63	disney concert hall
64	employee parking
65	federal building
66	federal courthouse
67	federal GSA building
68	location 30
69	
70	
71	maintenance garage
72	MTA gateway transit center
73	MWD headquarters
74	roybel federal building
75	terminal 31 (bus)
76	US postal facilities alameda station
77	US postal facilities terminal annex
78	caltrans headquarters
79	department of water and power
80	dept. of trans. district offices
81	dept. of trans. main st. parking lot
82	ronald reagan state bldg.
83	state office building
84	
85	cultural affairs
86	
87	broadway theatres

88	
89	california first bank
90	public works
91	
92	
93	
94	colburn school of performing arts
95	
96	
97	garage
98	japanese american national museum
99	japanese american cultural center
AA	lafd personnel
AB	los angeles theatre
AC	los angeles theatre center
AD	m.s.l.d.e.f. building
AE	million dollar theatre
AF	museum of contemporary art
AG	palace theatre
AH	
AI	
AJ	
AK	parcel
AL	department of city planning
AM	geffen contemporary
AN	union center for the arts
AO	
AP	

AO	city storage parking
AR	CRA
AS	municipal court parking
AT	parking enforcement storage lot
AU	parking structure
AV	police storage and maintenance
AW	county of los angeles cooling plant
AX	LA county sheriff bus parking
AY	lot 12
AZ	
BA	MTA
BB	
BC	old RTD building

Facility Ownership

See previous page for additional facilities



**LEGEND**

**key ownership**

- CITY OF LOS ANGELES
- ◆ COUNTY OF LOS ANGELES
- ◆ FEDERAL
- STATE OF CALIFORNIA
- ★ OTHER

**building**

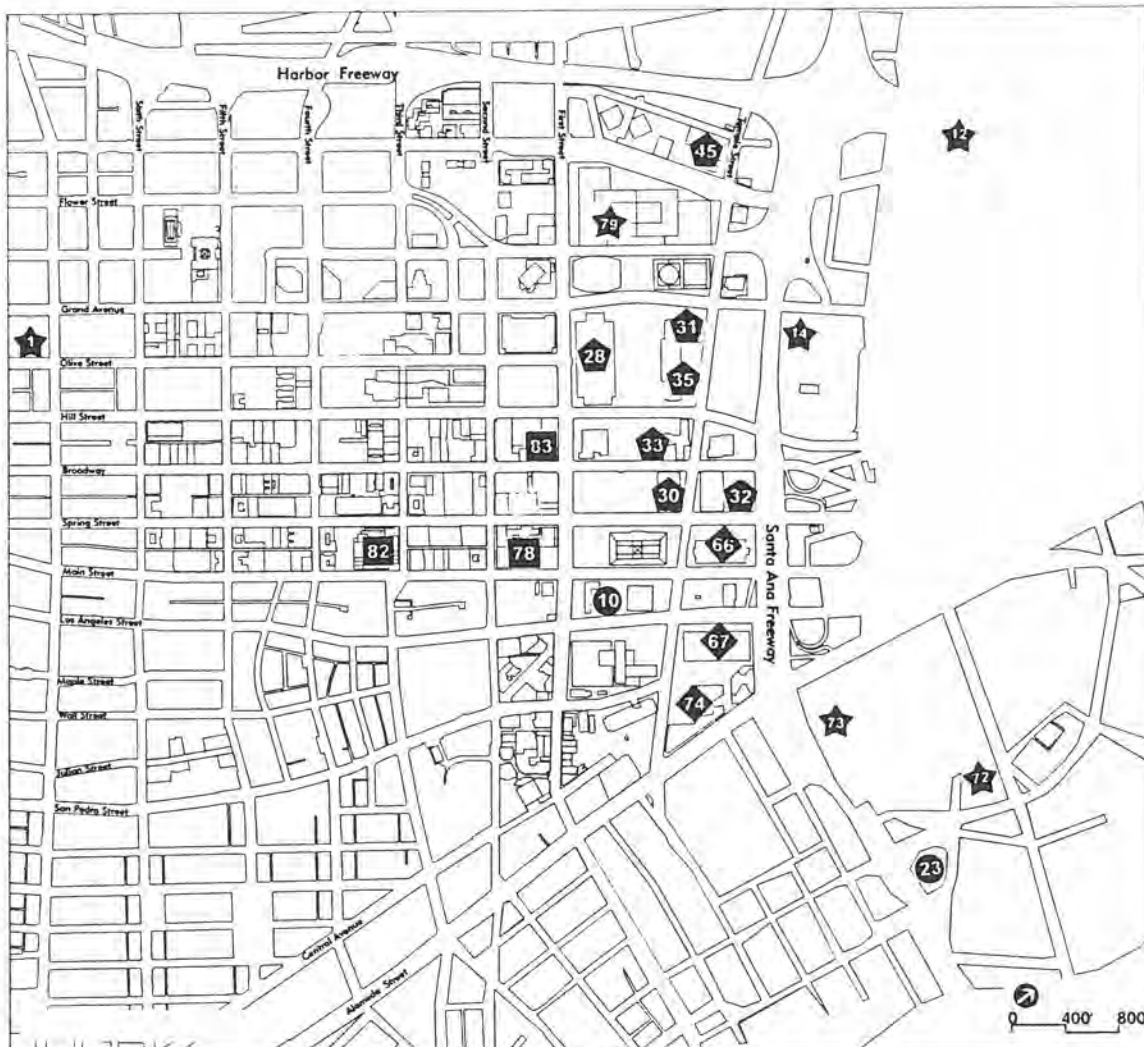
3	auditorium (parker center)
7	mark taper auditorium
10	city hall south
24	ahmanson theater
36	music center offices
37	dorothy chandler pavilion
61	mark taper forum
63	disney concert hall
72	MTA
73	MWD
79	department of water and power
82	ronald reagan state bldg.
87	broadway theatres
94	colburn school of performing arts
98	japanese american museum
99	japanese american cultural center
AB	los angeles theatre
AC	los angeles theatre center
AE	million dollar theatre
AF	museum of contemporary art
AG	palace theatre
AM	geffen contemporary
AN	union center for the arts
BC	old RTD building

**address**

150 n. high	450
630 w. fifth st.	450
111 first st.	120
215-45 n. grand ave	not known
301 n. grand ave	not known
135 n. grand ave	not known
205-11 n. grand ave	250
120 s. hope	not known
#1 gateway plaza	350
800 n. alameda	268
111 n. hope st.	150
300 s. spring st.	250
roxie, cameo, arcade	not known
313 s. figueroa st.	420
355 e. first st.	230
244 s. san pedro st.	850
615 s. broadway ave.	2,004
514 s. spring st.	1,216
307 s. broadway ave	2,200
250 s. grand ave.	not known
630 s. broadway ave.	1,187
152 n. central ave.	not known
120 n. san pedro st.	not known
425 s. main st	not known

**Arts / Music Center / Auditoriums**

**LOS ANGELES CIVIC CENTER**  
 SHARED FACILITIES AND ENHANCEMENT PLAN



**LEGEND**

**key ownership**

- CITY OF LOS ANGELES
- ⬢ COUNTY OF LOS ANGELES
- ◆ FEDERAL
- STATE OF CALIFORNIA
- ★ OTHER

**building**

**address**

**capacity**

building	address	capacity
1		
4		
10	city hall south	111 first st
12	e manford evans adult school	717 n. figueroa st
14	LAUSD administrative offices	450 n. grand ave
23	piper tech	555 so. ramirez st
28	county court house	110 n. grand ave
30	county criminal courts	210 w. temple st.
31	county hall of administration	500 w. temple st
32	county hall of justice	211 w. temple st
33	county hall of records	320 w. temple st
35	county offices	500 w temple st
45	health administration building	313 n. figueroa st
66	federal courthouse	312 n. spring st
67	federal GSA building	300 n. los angeles st
72	MTA gateway transit center	#1 gateway plaza
73	MWD	800 n. alameda
74	roybal federal building	255 e. temple st
78	caltrans headquarters	120 s. spring st
79	department of water and power	111 n. hope st.
82	ronald reagan state bldg.	300 s. spring st
83	state office building	107 s. broadway st

**Cafeteria and Other Food Facilities**

**LOS ANGELES CIVIC CENTER  
SHARED FACILITIES AND ENHANCEMENT PLAN**

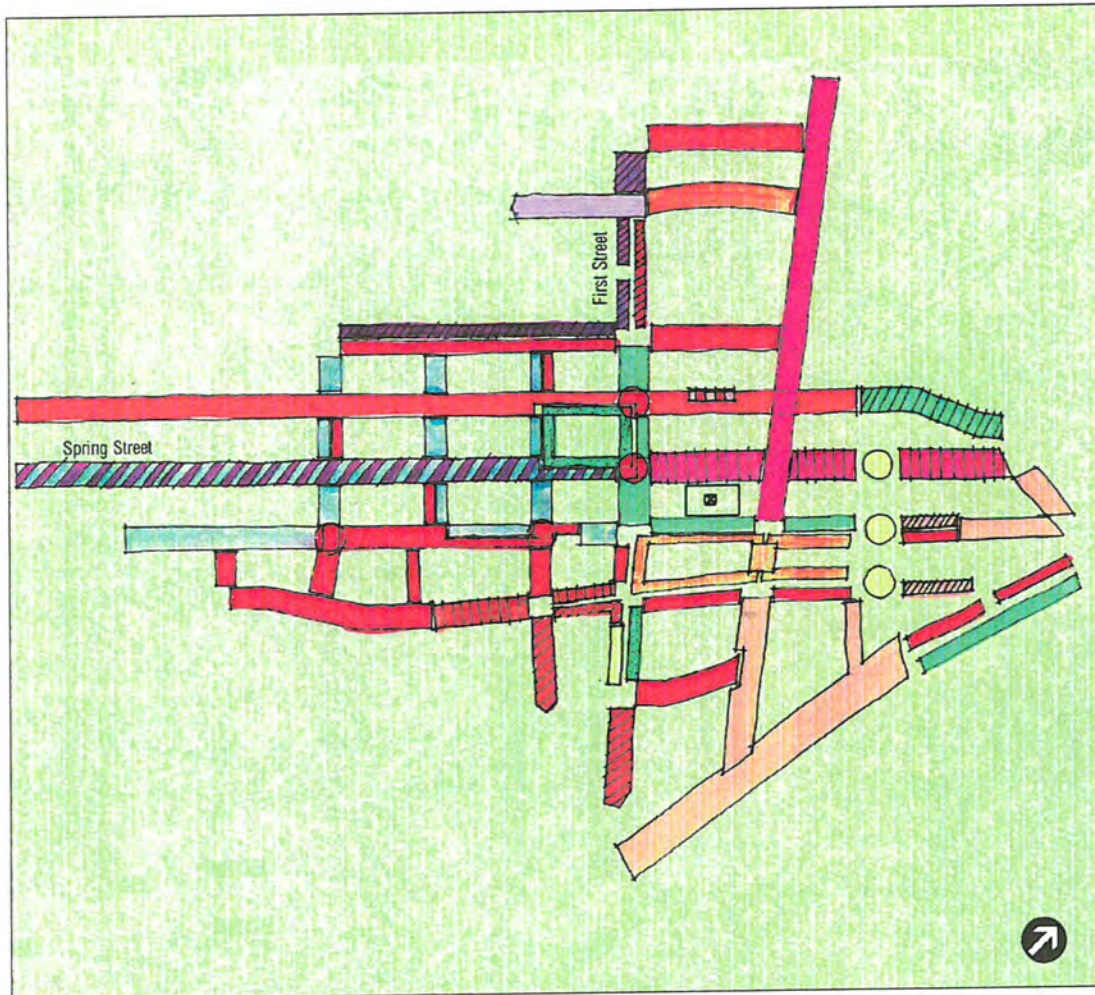


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LOS ANGELES CIVIC CENTER  
SHARED FACILITIES AND ENHANCEMENT PLAN

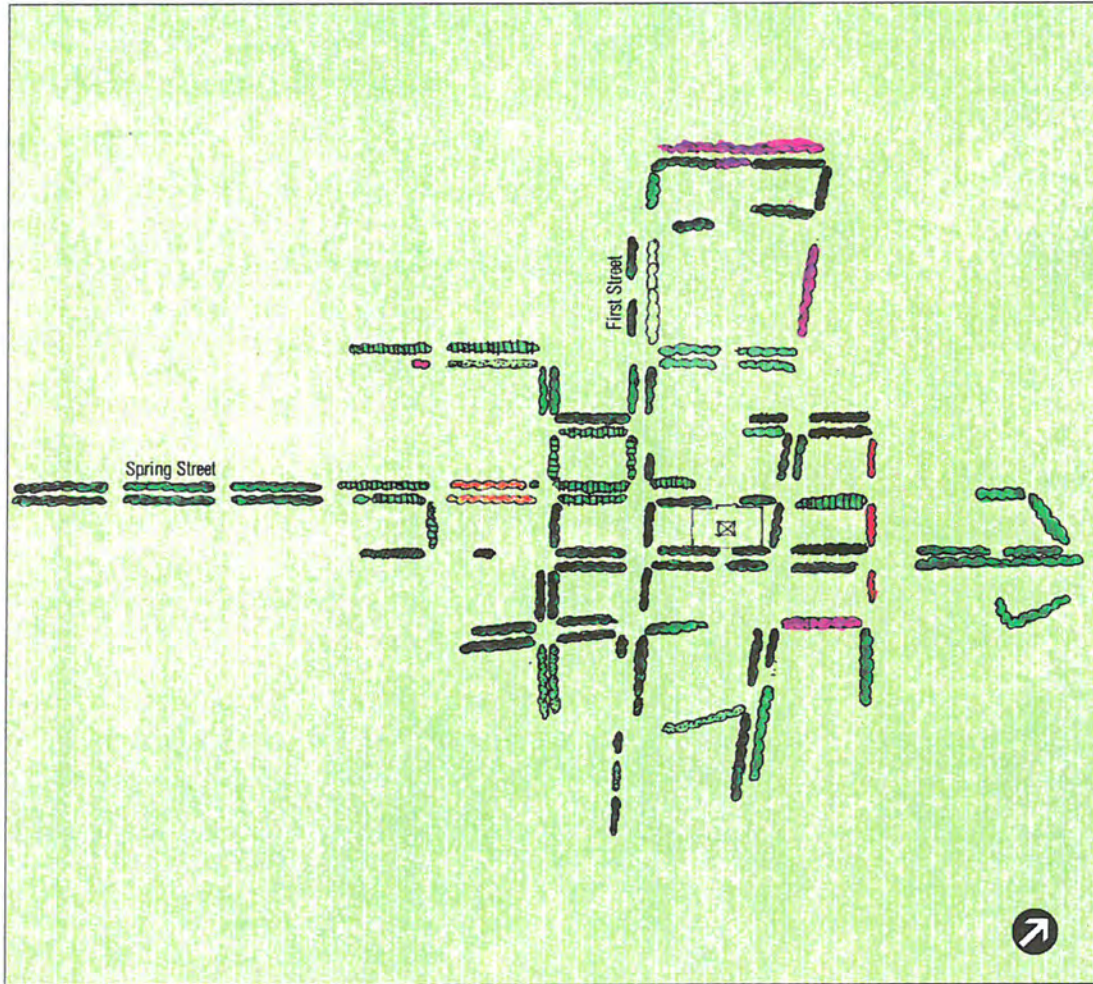
APPENDIX B:  
EXISTING STREETScape CONDITIONS

Obtained from a visual survey of existing conditions.



EXISTING STREETLIGHTS

-  A<sub>1</sub> civic ctr. stl.
-  A<sub>2</sub> civic ctr. stl. pld. w/ or w/o banner top
-  B standard str. stl.
-  C<sub>1</sub> fluted pole w/ abstr.
-  C<sub>2</sub> fluted pole w/ toprail
-  D<sub>1</sub> fluted pole w/ base + toprail
-  D<sub>2</sub> fluted pole w/ base + abstr. } intermixed
-  E tall fluted pole w/ abstr. (curved arm)
-  F tall fluted pole w/ toprail (short arm)
-  G<sub>1</sub> tall fluted pole w/ double toprail
-  G<sub>2</sub> tall fluted pole w/ double abstr. head } intermixed
-  H double brch w/ tall banner pole
-  I double brch (historic style stl)
-  I<sub>2</sub> double brch + civic ctr. stl (A<sub>2</sub>) alternating (spacing of)
-  I<sub>3</sub> double brch replaced w/ globe (LA Times)
-  J double toprail
-  K double hanging globe (Hawthorne stl)
-  L double hanging globe (Little Tokyo stl)
-  M single hanging globe
-  N stl. overhead
-  O super overhead (extended arm - el. pole)
-  P overhead on telephone pole



-  bracted pear
-  olive
-  london plane or sycamore
-  figs
-  magnolia
-  pedunculus
-  jacaranda
-  orange myrtle

EXISTING STREET TREES

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LOS ANGELES CIVIC CENTER  
SHARED FACILITIES AND ENHANCEMENT PLAN

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LOS ANGELES CIVIC CENTER  
SHARED FACILITIES AND ENHANCEMENT PLAN

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