The Los Angeles River’s revitalization is taking many forms, from new nature-focused parks and access trails to artistic and cultural celebrations. The City of Los Angeles and many partners are working with communities and other stakeholders to secure a better future for our cherished waterway. As we continue to deliver on the vision laid out by the Los Angeles River Revitalization Master Plan, it is critical that benefits flow to all, including communities and populations in need.

We Angelenos bear a collective a responsibility to leave a Los Angeles for our children that is more just, greener, and more connected, and that is rich with opportunities to thrive. Through concerted action and smart, inclusive planning, we are instilling values of sustainability, resilience, and environmental and social justice.

Los Angeles River revitalization is firstly a place- and space-based initiative. Our work exists along, and in, the River and in the human environment we have built over centuries. In that realm, and often near the River, are places that are in public control—functioning not as parks and open spaces, but as other elements of our civic systems.

These spaces are assets that must be considered in the larger equation of the City’s progress. Through an ongoing project to analyze the City’s collection of “yards and shops” assets, we hope to find efficiencies and opportunities to unlock new uses at some of these places for the benefit of the communities within which they are situated. With limited spaces available, every public asset must be considered for multiple benefits—for River revitalization, affordable housing, business opportunities, and other community resources.

I thank the group of people who came together for the “A Step Up” workshop to help think through opportunities that could be available to us, and to help chart a course for the potential adaption of City properties. Also, I am grateful for the work and support of the Resilience Accelerator partners for their commitment to this creative approach to “LA River Resilience” and holistic project thinking. This workshop report will help guide future management of City sites in line with our commitment to a resilient L.A.
To build a more resilient city, it is essential to plan for the future in a holistic manner. Some stressors and shocks are predictable or provide warning and some are slow moving while some are acute. Regardless of the challenges that a city faces, we must anticipate and plan for as many as possible to ensure that we are able to prepare for, respond to, and recover from events or situations that could negatively affect residents, visitors and the future of that city.

As the City of Los Angeles develops plans to revitalize the LA River, a number of opportunities present themselves to improve quality of life, livability, connectivity, mobility, aesthetics, and public safety. Proposed projects connected to the LA River Master Plan include housing projects, public/open space projects, mobility enhancements, recreation opportunities, ecological improvements, flood risk mitigation, and public art opportunities. This massive undertaking by the City requires both coordinated planning and collaborative partnerships to prioritize and to realize the multiple goals envisioned.

This report details the methods of engagement with the multitude of stakeholders and a list of concrete and aspirational recommendations to help advance the overall goals of the City related to the LA River Master Plan and building a more resilient City. Through the work of the LA River Accelerator, a number of paths forward have been identified for the City to consider that meet multiple objectives and provide existing champions for each identified path.

I look forward to building on the recommendations in this report and using the collaborative feedback contained in these pages to help guide an aggressive portfolio of projects and policies. It is with great appreciation to The Rockefeller Foundation, 100 Resilient Cities, the Center for Resilient Cities Landscapes, Columbia University, and all of the participants in the LA River Accelerator process for this report and its guidance to the City of Los Angeles.

Aaron Gross
Chief Resilience Officer
Office of Public Safety
Cities around the world have been rediscovering their waterfronts. No more will their waters be buried, channelized, polluted and paved over. Exhuming and revitalizing urban waterfronts has helped to reinvigorate public life, restore fragile ecosystems, improve water quality, manage flooding, and re-infuse neighborhoods with a sense of place and connection to nature. The visionary activists and dedicated public servants who have long sought to bring life back to the Los Angeles river have promoted these benefits and more.

One of the hardest questions that global movement to improve the nature of our cities faces is this: for whom? Who specifically will benefit from these waterfront promenades, bike lanes, and kayak launches? Will the public realm improvements be a Trojan horse that eventually leads to the displacement of working people?

The Los Angeles River has all the potential to be a great public space shared by everyone. The value that it creates can also be made radically public, by the design of the processes by which land use changes and urban development take place. This Resilience Accelerator allowed a group of people who have long been grappling with launching the new life of the River to come together to imagine those processes, particularly on land that the City owns. These parcels of City land can and will be a model for how the value of the rivers revitalization can be shared broadly, through and open an inclusive process. In this way, public space not only becomes a community asset but a means of strengthening a community’s ability to face an increasingly unjust economic reality and perilous outlook of a changing climate.

A strong city is made of strong neighborhoods. Strong neighborhoods come from working through challenges together. We are very pleased to have worked together with the City of Los Angeles on this important part of their resilience journey.

Thaddeus Pawlowski
Managing Director
Center for Resilient Cities and Landscapes
Columbia University
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PARTNERSHIP AND PROGRAM OVERVIEW

THE RESILIENCE ACCELERATOR PROGRAM

The Resilience Accelerator Program (the Accelerator)– a partnership between 100 Resilient Cities - Pioneered by the Rockefeller Foundation (100RC) and the Center for Resilient Cities and Landscapes (CRCL) at Columbia University - connects cities with design expertise and a global network of practitioners and researchers to expand the resilience value of projects, generate investment opportunities, deepen relationships between project teams across sectors, and accelerate implementation strategies. The Accelerator leverages the strengths of 100RC and CRCL to support city partners most directly responsible for the implementation of priority resilience projects. It is enhanced by local academic partners that coordinate local research to advance the analysis, design, and planning explorations.

The Accelerator aims to match the research, planning, and design expertise at Columbia with local knowledge and relationships of partner cities to advance pre-design work of high priority projects within the 100RC network by:

- Delivering analyses, visualization of issues, and design in support of project development, and leveraging Columbia University and other academic partners to advance resilience-based design, research, and decision-making.
- Facilitating immersive workshops that bring together multi-disciplinary teams to advance strategy, project design, and implementation.
- Convening the perspective of hundreds of international and place-based thought leaders, designers, and technical experts chosen for their ability to facilitate and advise on topical subject matter.

Since the launch of the program in Spring 2018, the Resilience Accelerator has identified 13 projects across eight cities in the 100 Resilient Cities network.
“IT IS CRITICAL THAT THE BENEFITS OF THE RIVER PLAN FLOW TO ALL, INCLUDING COMMUNITIES IN NEED”

DEPUTY MAYOR ROMERO
PARTNERS

100 RESILIENT CITIES – PIONEERED BY THE ROCKEFELLER FOUNDATION

100 Resilient Cities - Pioneered by The Rockefeller Foundation (100RC) helps cities around the world become more resilient to social, economic, and physical challenges that are a growing part of the 21st century. 100RC provides this assistance through: funding for a Chief Resilience Officer in each city who will lead the resilience efforts; resources for drafting a Resilience Strategy; access to private sector, public sector, academic, and NGO resilience tools; and membership in a global network of peer cities to share best practices and challenges.

Sam Carter, Director of the Resilience Accelerator Program
Corinne LeTourneau, Managing Director
Anna Friedman, Senior Program Manager
Josh Sawislak, Senior Advisor, Center for Climate and Energy Solutions (C2ES)

CENTER FOR RESILIENT CITIES AND LANDSCAPES AT COLUMBIA UNIVERSITY

The Center for Resilient Cities and Landscapes (CRCL) uses planning and design to help communities and ecosystems adapt to the pressures of urbanization, inequality, and climate uncertainty. CRCL works with public, nonprofit, and academic partners to deliver practical and forward-thinking technical assistance that advances project implementation through interdisciplinary research, visualization of risk, project design scenarios, and facilitated convenings. Established at the Graduate School of Architecture, Preservation, and Planning (GSAPP), CRCL integrates resilience thinking into design education and academic programming, bringing real-world challenges into the classroom to train future design leaders.

Johanna Lovecchio, Associate Director
Gideon Finck, Associate Research Scholar
LARIVERWORKS, OFFICE OF LOS ANGELES MAYOR GARCETTI

The LARiverWorks team in the Office of Mayor Garcetti leads program implementation and policy coordination for Los Angeles River Revitalization, guided by the City’s 2007 Los Angeles River Revitalization Master Plan. The LARiverWorks team operates in the Office of City Services under the leadership of Deputy Mayor Barbara Romero and Executive Officer Carol Armstrong (former Director of the LARiverWorks team).

Michael Affeldt, Director
Stacy Farfan, Planning Analyst
Edward Belden, Special Projects and Partnerships Manager

OFFICE OF RESILIENCE, OFFICE OF LOS ANGELES MAYOR GARCETTI

The Office of Resilience in the Office of Mayor Garcetti is a commitment to a thriving future for all Angelenos. It lays the groundwork for collective action, from individual families to regional partners by way of a robust plan entitled “Resilient LA.” This plan contains 96 actions and seeks to move this dialogue forward. We invite all Angelenos and potential partners to join in this discussion and work together to build a city that is safe, livable, and prosperous for all Angelenos. The Office of Resilience operates in the Office of Public Safety under the leadership of Deputy Mayor Jeff Gorell.

Aaron Gross, Chief Resilience Officer
Marissa Aho, (former) Chief Resilience Officer
Sabrina Bornstein, (former) Deputy Chief Resilience Officer
“IDEALLY, A COMMUNITY SPEAKS WITH ONE VOICE - THE LIST OF NEEDS AND LINES IN THE SAND. COMING FORWARD WITH WHAT WILL MAKE A DIFFERENCE.”

- WORKSHOP PARTICIPANT
EXECUTIVE SUMMARY

The City of Los Angeles (LA) is acting on an opportunity to invest in the built environment and support the resilience of its communities by addressing the impacts of insufficient affordable housing, displacement of jobs and residents, mobility demand, and climate change impacts.

In recognition of the need to accelerate the advancement of the Los Angeles Resilience Strategy and the LA River Revitalization Master Plan, 100 Resilient Cities and the Center for Resilient Cities and Landscapes at Columbia University partnered with the LARiverWorks team from Mayor Garcetti’s Offices of Resilience and City Services. Collectively referred to as the “Accelerator team,” the group designed and delivered “A Step Up: Los Angeles River Resilience Accelerator.” Through this effort, the Accelerator explored available resources, leverage opportunities, and possible policies to ensure that the development of sites adjacent to the Los Angeles River (LA River) build resilience for all Angelenos. This report outlines possible strategies generated through the Accelerator in partnership with the City of Los Angeles and stakeholders.

This report synthesizes the process and outcomes of the Resilience Accelerator Program and workshop in support of the City’s overall efforts to advance an actionable, coordinated approach to the implementation of Resilient Los Angeles and LA River Revitalization Master Plan.

As part of this process, the Accelerator team first identified City-controlled service yards along the LA River as key opportunity sites. The team then explored the application of tools and policies for land use and economic development on these sites that could improve economic mobility and wellness, and generate high-quality jobs, affordable housing, and natural spaces and systems. The team then led a one-day, facilitated workshop to explore these objectives with actors from City agencies, community-based advocacy and planning organizations, and the private-sector.

Building on more than a decade of planning and investment, and a commitment to increase the livability and stability of communities along the LA River, the five goals of the Resilience Accelerator were to:

1. Develop design criteria, principles for engagement across stakeholder groups, and governance models, and use these to inform procurement processes.

2. Articulate how to balance commercial investment needs and community goals in a publicly-driven process.

3. Identify and explore a range of deal typologies and their respective risks and benefits across each stakeholder group (i.e., government, community, private sector).

4. Clarify the types of deal constructs possible for sites and identify the appropriate governance structures to enable their implementation.

5. Build consensus around specific deal strategies among government, private sector, and community actors through transparency and accountability.
The Resilience Accelerator workshop explored new models that the City could use for innovative development and redevelopment, partnerships, and governance for City-owned properties adjacent to the Los Angeles River (LA River) and uncovered a number of key implementation challenges:

1. Risks facing River-adjacent communities are complex and interrelated, including increasing risk of severe rain events that cause inland flooding, risk of housing displacement from market pressures, environmental degradation, risk of infrastructure failure, and decreased mobility.

2. The City has somewhat limited capacity and mechanisms by which to leverage market-driven private sector investment.

3. The City has a limited track record of, and is not organized to widely coordinate the development, programming, and management of its properties in line with a range of City-wide objectives including revenue creation, service delivery, community economic development, and environmental protection.

4. Community-based objectives are not always well-represented in development, design, and planning decisions. As a result, decisions can have unintended consequences such as loss of jobs and wealth retention, acceleration of displacement, and missed opportunities for environmental stewardship and adaptive design.

5. While planning around the LA River has engaged a wide range of community, private, and public actors across Los Angeles, County, state, and national levels, the design, evaluation, phasing, funding, implementation, and operation of River-oriented community development initiatives have not received the same coordinated attention.
OPPORTUNITY AREAS

To address some of the implementation challenges, workshop participants raised a number of actionable strategies that the City and partners might consider to deliver the potential revitalization and economic benefits available in their assets, including:

Prioritizing the development of City assets and properties adjacent to the LA River as a portfolio. The focus should be on City assets as a portfolio, instead of site-by-site and department-level disposition and program decision-making. This approach can handle risks at scale, uncover opportunities for efficiencies in resource allocation, and create opportunities for innovative funding, financing, and delivery models that include embedded community influence. The approach involves taking the initial steps to understand the market values and feasible re-development opportunities available, considering local regulations, community context, and market needs.

Producing LA River-relevant site development design guidelines that can be integrated into Community Plan updates. The guidelines can be used to illustrate redevelopment possibilities and provide a decision-making framework for the distribution of housing, open space, community-scale retail, and City uses. Actionable and visual design guidelines can make adaptive design of infrastructure and buildings to uncertain future flood risk legible to lay audiences while establishing a set of principles for technical users to create and evaluate development proposals for City-owned sites.

Planning for delivery within a 10-year time horizon. Investment across LA infrastructure, housing, and transportation is expected to accelerate through 2028 and will be in accordance with Resilient Los Angeles goals and timeframes. These planned investments and efforts suggest a major opportunity to recognize the LA River as critical infrastructure that supports the future of the City. Site identification, deal forming, and delivery must move quickly to be relevant within the near-term.
The workshop focused on possible new entities and partnerships that could support the key opportunities identified by participants. These present an opportunity to better leverage the private sector and address the challenges associated with coordinating a broad range of stakeholders in development decisions. These new entities could better manage risk across commercial, public, and civic stakeholders. While each model can stand on its own, a coordinated approach that combines these models may achieve the greatest value for communities and the public sector. Legal, technical, and financial evaluation is also critical to determining the feasibility of any combination of models. The key organizational actors to consider, which could be coordinated by the City, include:

<table>
<thead>
<tr>
<th>Entity</th>
<th>Goals</th>
<th>Key Function</th>
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</table>
| City-contracted Asset and Development Manager to organize and deliver on asset portfolio | • Increase City capacity to identify, manage, and deliver projects through services contracts under direct City management  
• Retain City and Department ownership and control of sites through project delivery  
• Prioritize City operational efficiencies and improvements alongside LA River and community outcomes | Develop implementation-ready proposals and strategies for approval by City decision-makers and execute them on the City’s behalf |
| Implement, incentivize, or encourage a land trust to manage City-owned and River-adjacent assets | • Create opportunities for City and community investment in River-adjacent assets that can be rededicated to uses, such as affordable housing, and can appreciate in value over time  
• Mitigate against gentrification of neighborhoods as development value increases | Acquire, hold, and develop a portfolio of sites towards public benefits in line with the trust’s charter |
| Create Public Benefits Corporation(s) and/or a Public Finance Authority | • Increase public capacity to identify, manage, and deliver public projects  
• Provide more agile and flexible entity to encourage private sector investment | Structure deals for public projects and managed procurement for site redevelopment |
| Pursue an Enhanced Infrastructure Finance District (EIFD) | • Create a flexible financing vehicle for delivering tax increment financing  
• Create opportunities for cross-jurisdictional investment  
• Create financing capacity to offset gaps in revenue between market opportunities and City capital costs to free up sites for redevelopment | Receive and hold tax increment from new assessment districts; delivers tax increments to PBC for project implementation |
| Expand the reach of community development corporations | • Increase the capacity of local communities to influence, develop, and manage residential and commercial properties | Deal partner in site redevelopment projects |
**NEXT STEPS**

**Broaden awareness and engagement around potential action models** through involvement with City Council offices, the Office of the City Administrative Officer (CAO), and City Departments and Bureaus. The City may also take steps to coordinate community-level needs and form a working group to begin a strategic assessment of a portfolio approach to the development of River-adjacent sites.

**Deepen evaluation and understanding of the feasibility of possible governance models** by leveraging the existing resources dedicated to the “yards and shops” study led by the CAO and the Bureau of Engineering (BOE). Identify an external advisory committee willing to support the development of a business model for the portfolio approach and evaluation of legal, technical, and financial feasibility of implementation models.

**Determine a pilot implementation model and pilot projects that test funding approaches and partnership agreements.** These may include institutionalization and stand-up of new entities and development of entity missions and charters, board appointments, and capitalizations.
“New amenities coming in are targeted to middle class professionals, not people who have been here a long time.”
CONTEXT AND BACKGROUND

By investing in the ongoing revitalization of the LA River, the City of Los Angeles aims to rehabilitate its natural systems, provide and encourage vibrant public spaces, and support equitable economic development. The City is also addressing flood risk, which is not new to Los Angeles. The channelization of the LA River approximately 80 years ago has thus far mitigated catastrophic flooding and yet, regardless of drought conditions or annual average rainfall, flooding from large, rare rain events remains a risk. Some of that risk can be mitigated in the River’s watershed, including in areas adjacent to the LA River. In fact—without major reconstruction and upsizing of the LA River channel itself—watershed flood mitigation tactics are the only available actions.

A COMPLEX WATERSHED SYSTEM

The LA River runs for 51-miles through a more-than-800-square-mile watershed, including eight out of the 15 City Council districts and four LA County Supervisorial Districts; 16 cities in all touch the LA River.

THE ECOLOGICAL SPINE OF THE CITY

32 of the River’s total 51 miles are within the City of LA.
At the same time, Los Angeles is also experiencing a housing and homelessness crisis. Home prices and rental costs in the region have been rising for more than 40 years. Although River revitalization efforts could spur additional housing investment, these initiatives bring accompanying real and perceived risks of destabilizing impacts including increased housing costs and displaced businesses. Addressing these existing challenges while accommodating future growth as real estate prices rise is a serious task for Los Angeles to confront with creative and resourceful approaches. The effects may be particularly acute in River-adjacent communities that are slated for significant public investments; therefore, the needs and opportunities are greatest along the LA River.

A DENSE URBAN REGION

Within one mile of the LA River, there are nearly one million residents, 400,000 of whom live within the City of Los Angeles.

A CONCENTRATION OF DISADVANTAGED COMMUNITIES

Along the LA River corridor, nearly 60 percent of residents have been identified as living in Disadvantaged Communities (DAC). This suggests increased vulnerability of communities and compounding issues related to accessibility, environmental health, public health, and availability of quality park and open space.
As highlighted in Resilient Los Angeles, the City is making critical investments in Los Angeles' future as a result of Measure M, Measure H, Measure A, and Proposition HHH, which collectively represent billions of dollars of investment in transportation, housing, homelessness, and open space. Together, they represent a once-in-a-generation opportunity to invest in the built environment in accordance with sustainability, innovation, and resilience goals and targets.

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<tr>
<th>Investment</th>
<th>Summary</th>
<th>Purpose and Uses</th>
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<tbody>
<tr>
<td><strong>Measure M</strong>&lt;br&gt;LA County Traffic Improvement Plan</td>
<td>$121B expected expenditures over 40 years, funded by sales and use tax revenuesiv</td>
<td>Fund transit operations and maintenance; first/last mile, highway, active, complete streets capital investments; local return/regional rail</td>
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<tr>
<td><strong>Measure H</strong>&lt;br&gt;Local Transactions and Use Tax to Prevent and Combat Homelessness</td>
<td>$355M annually, for 10 year period, funded through sales and use tax revenuesv</td>
<td>Support mental health, substance abuse treatment, health care, education, job training, rental subsidies, emergency and affordable housing, transportation, outreach, prevention, and supportive services for homeless children, families, foster youth, veterans, battered women, seniors, disabled individuals, and other homeless adultsvi</td>
</tr>
<tr>
<td><strong>Measure A</strong>&lt;br&gt;Safe, Clean Neighborhood Parks, Open Space, Beaches, Rivers Protection, and Water Conservation Measure</td>
<td>$94M annually, funded through parcel tax of per square foot of developmentvii</td>
<td>Replace expiring local funding for safe, clean neighborhood/city/county parks; increase safe playgrounds, reduce gang activity; keep neighborhood recreation/senior centers, drinking water safe; protect beaches, rivers, water resources, remaining natural areas/open spaceviii</td>
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<tr>
<td><strong>Proposition HHH</strong>&lt;br&gt;Homelessness Reduction and Prevention, Housing, and Facilities Bond</td>
<td>$1.2B, general obligation bondix</td>
<td>Supportive Housing Loan Program and provision of safe, clean affordable housing for the homeless and for those in danger of becoming homeless, such as battered women and their children, veterans, seniors, foster youth, and the disabled; provides facilities to increase access to mental health care, drug and alcohol treatment, and other servicesx</td>
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BUILDING ON RESILIENT LOS ANGELES

The Resilience Accelerator represents a moment in time to advance implementation of economically feasible best practices, address the challenges associated with the displacement of both residents and businesses, incorporate opportunities for the City to create and promote specific resilience criteria at a project scale, and ensure more equitable and climate resilient development. As the City evaluates the best uses for the properties it owns adjacent to the LA River, there is an opportunity to establish local best practices now and develop models that may by appealing to a broader private sector audience, while also supporting community-based objectives.

The Accelerator therefore used a collaborative, integrated process to create an innovative model for River-adjacent development in Los Angeles. This included the cultivation of tools, policies, and unique forms of financing to create physical spaces along the LA River that secure affordable housing, catalyze economic development, increase access to open space, and respond to flood risk.

The Resilience Strategy includes 96 actions focused on five themes: Leadership and Engagement, Disaster Preparedness and Recovery, Economic Security, Climate Adaptation, and Infrastructure Modernization. Priorities include building at least 100,000 new housing units by 2021 and investing in public green space and water retention infrastructure along the River by 2028.

By developing preliminary analyses and identifying this suite of tools, the Accelerator aimed to create a catalytic resilience model for other projects along the LA River and support Resilient Los Angeles actions 41, 46, 64, 65, 79, 80, 81, and 82.

**Key Resilience Strategy Goals**

- **GOAL 8** Integrate resilience principles into government for prioritization
- **GOAL 10** Provide safe and affordable housing for all Angelenos
- **GOAL 13** Foster a healthy and connected Los Angeles River system
- **GOAL 15** Grow public, private, and philanthropic partnerships that will increase resources dedicated to building resilience
<table>
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<tr>
<th>Resilience Strategy Action</th>
<th>Risks Addressed</th>
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<tr>
<td>41. Increase stability through investments in affordable housing, jobs, and open space in communities adjacent to the LA River</td>
<td>The City will partner with communities to cultivate additional tools and policies for land use and economic development to improve economic mobility and wellness with high-quality jobs, affordable housing, and increased access to open and natural spaces. Inequity, disparities in health, air quality and pollution, severe weather and flooding, urban heat island</td>
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<tr>
<td>46. Integrate additional resilience measure in the implementation of LA River Waterway revitalization efforts</td>
<td>The City will explore institutionalization, funding, and governance strategies that integrate resilience objectives and expedite LA River revitalization initiatives. Severe weather and flooding, air quality and pollution, infrastructure or building failure, aging infrastructure, inequity, earthquakes</td>
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<td>64. Leverage flood mitigation infrastructure to enhance local water availability</td>
<td>Leverage infrastructure investments to maintain flood protection and increase the utility of storm water along the LA River and throughout the City’s watersheds. Earthquake, fire, landslides, severe weather and flooding, aging infrastructure, drought</td>
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<td>65 Proactively address flood risk through policy, communication, and infrastructure planning</td>
<td>The City will incorporate revised floodplains and climate projections into decisions regarding infrastructure planning, facility design, and development limitations and requirements. Severe weather and flooding, landslides, aging infrastructure, inequity, lack of affordable housing, infrastructure or building failure</td>
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<td>79. Revitalize, enhance, and protect the Los Angeles watershed ecosystem and biodiversity</td>
<td>Improve soil and water quality, repurpose brownfields, and restore native habitat along the LARiver to benefit regional, human, plant, and animal health. Drought, disparities in health, disparities in access to open space, air quality and pollution</td>
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<tr>
<td>80. Identify strategies to reduce pollution in the LA River System</td>
<td>Improve the LA River’s water quality to help protect watershed-scale biodiversity and promote the health of local ecosystems. Air quality and pollution, disparities in access to open space, disparities in health, extreme heat, severe weather and flooding, aging infrastructure</td>
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<td>81. Provide education programming to maintain a healthy watershed and keep Angelenos safe</td>
<td>The City and non-profit organizations will build on existing educational programs focused on connecting people with the LA River; they will engage communities by asking for their input on biodiversity, health, recreation, and LA River stewardship. Education, severe weather and flooding, urban heat island, climate change, inequity, disparities in access to open space</td>
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<tr>
<td>82. Leverage the LA RiverWay for emergency access and evacuation routes to increase citywide preparedness and disaster response capacity</td>
<td>Through LARiverWay projects, the City will enhance connectivity along and across the river to bolster the safety of communities during both blue-sky days and times of disaster. Earthquakes, fire</td>
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BUILDING ON EXISTING PLANNING EFFORTS AND PROJECTS

A number of City-wide and River-based planning efforts underpin next steps towards implementation of River revitalization efforts. These include community-based planning in River-adjacent communities at greatest risk of displacement, housing pressure, and extreme weather, and the institutional coordination needed to work with City, County, and state, and federal agencies, community stakeholders, and possible private sector investors.
LA River Revitalization Master Plan (LARRMP)  
2007

This is a long-term vision and implementation strategy for River revitalization within City limits, but with a watershed-wide view, that includes physical improvements to the River corridor and policy guidelines related to access, health, and safety. The LARRMP outlines more than 200 specific capital improvement projects as well as governance, funding, and property-based strategies, including plans for the Taylor Yard G2 site and the Dorris Place Sewer Maintenance yard, among other properties. The LARRMP also envisions how neighborhoods could connect to the River to create a sense of place there, but also throughout and among the communities and neighborhoods along its banks. Reimagined green streets, neighborhoods that are resilient to storm water risk, and increasing ecologically-rich open space and connectivity are among the key goals and visions of the LARRMP.

LA River Design Guidebook  
2016

The LA River Design Guidebook builds on the efforts of public entities and non-profit organizations working to achieve LA River Revitalization efforts and improve quality of life across the region. The Guidebook provides inspiration and guidance to ensure that features built, rehabilitated, or redeveloped on private property or in the public realm in the unique River-adjacent areas of Boyle Heights, the Arts District, Lincoln Heights, and Chinatown East “celebrate community character and culture; improve environmental sustainability and health; strengthen each community; and reflect LA’s unique identity.”

The Guidebook provides 72 design recommendations designed to advance Mayor Garcetti’s goal of creating livable communities along and integrated with the LA River. It complements the 2007 Los Angeles River Revitalization Master Plan and builds upon the LA River Improvement Overlay (LA-RIO) District and associated LA River Design Guidelines. The Guidebook was developed during a year-long process as part of a partnership between Mayor Garcetti’s LARiverWorks team and Bloomberg Associates.
LA River Improvement Overlay District (LA-RIO)

2015

The development of the Los Angeles River Revitalization Master Plan (LARRMP) in 2007 led to the formation of a district that established design standards acknowledging the unique characteristics of LA River neighborhoods. Known as the LA River Improvement Overlay (LA-RIO) District, it requires new development, and some redevelopment and renovation projects to comply with landscape and urban design standards.iii

The LA-RIO provides guidelines that support the goals of the LARRMP by contributing to the environmental and ecological health of the City’s watersheds; establishing a positive interface between river-adjacent property and river parks and/or greenways; promoting pedestrian, bicycle, and other multi-modal connection between the river and its surrounding neighborhoods; providing native habitat and supporting local species; providing an aesthetically pleasing environment for pedestrians and bicyclists accessing the river area; providing safe, convenient access to and circulation along the river; promoting the unique identity of river-adjacent communities; and supporting the Low Impact Development Ordinance, the City's Irrigation Guidelines, and the Standard Urban Stormwater Maintenance Program.

Taylor Yard G2 Site

The Taylor Yard G2 River Park Project is a major step towards revitalization of the LA River. The transformation of this 42-acre river-adjacent site, which was acquired by the City in 2017, will create habitat restoration, and open more than one mile of direct River access to local communities.iv

LA RiverWay and New Bridges

In an effort to reconnect the LARiverWay system of bike paths, trails, bridges, and pathways, the City is working with partners to achieve a 51-mile connective infrastructure plan by 2028. The plan will provide a thruway for commuters punctuated by destinations.

Private Sector Projects

A number of new private sector projects are in apparent alignment with LA River goals. For example, a mixed-use development at 670 Mesquit near the LA River (in planning as of this report) proposes connectivity improvements, River access, a multimodal approach to transportation, and park and recreation amenities. Projects such as these, while engaging the River through innovative and sustainable design, have so far been largely market-rate and luxury developments. This suggests a need for new private-sector development to better align with public-sector and community-based goals that include affordability and equitable access to the LA River.
Enhanced Infrastructure Finance District (EIFD) Baseline Study (2018)

A baseline study to determine the financial feasibility and implementation opportunities for a new model of capturing tax increment was completed in 2018 and spearheaded by Councilmember Mitch O’Farrell (CD 13). City staff continues to update and further refine the analysis and develop implementation policy as of this report. This tool could capture increasing property tax dollars for habitat restoration, brownfield remediation, and improvements to public rights-of-way, and could generate revenue for the creation of affordable housing. The City has not yet adopted an implementation policy around EIFDs but may set specific guidance about eligible and encouraged projects in future policy.

Shops and Yards Study (Ongoing)

Led by the Office of the City Administrative Officer (CAO) and supported by the Bureau of Engineering (BOE), the City is engaging in a multi-phase study and master planning project to better understand the shops and yard sites within its portfolio. The City aims to determine efficiencies and opportunities to maximize these types of public assets and the critical services provided by shop, storage, and maintenance facilities.

As of early 2019, the CAO and BOE, at direction from the City Council, are initiating Phase II of the “Yards and Shops” planning effort, centered on two geographic areas: South Los Angeles and the Civic Center, which are within a 3-7 mile radius. The scope of Phase II does not allow for specific study of alternative uses of City yards and shops. However, this inventorying of assets and identification of potential efficiencies is a timely and complementary action to the steps recommended in this report.

City-Wide Economic Development Strategy

In August 2018, the City of Los Angeles Department of Economic and Workforce and Development drafted a City-wide Economic Development Strategy and presented it to the City Council Economic Development Committee. This process included an economic baseline analysis of socio-demographics, economic trends, and conditions; a needs assessment; stakeholder roundtables and strategy development; and public comment. Some key recommendations are that the City consider:

- Formalizing coordination between City departments and agencies.
- Developing a Strategic and Technical Service Group (STSG) with the capacity and skills needed to redevelop City assets, perform transaction-oriented services, and package financial resources for key projects.
- Helping to preserve commercial affordability for small- and minority-owned business through financial and technical assistance and support for real estate ownership, and encourage the sale and redevelopment of vacant properties.
- Leveraging Community Plan updates to pursue equitable growth by aligning land use regulations with economic development objectives.
- Implementing a new Asset Management Evaluation Framework to maximize the potential of underutilized City properties and support job creation.
- Promoting wealth creation and community stabilization through production and preservation of affordable for-sale units.
ORGANIZATIONS AND STAKEHOLDER CONTEXT

For more than a decade, planning around the Los Angeles River has engaged the City of Los Angeles government, LA County, federal, regional, and state entities and conservancies, and community-based organizations. At the community scale, advocacy groups for the River and community-based organizations have largely driven revitalization efforts, initiating and sponsoring projects to improve the safety, accessibility, and health of the River. Numerous federal, state, County, and City agencies have also been deeply engaged and provided planning, design, construction, coordination, grant funding, and regulatory guidance of studies and projects relevant to the River.xvii

In recognition of the need to engage with these sectors, the Resilience Accelerator workshop brought together stakeholders from a mix of public, private, and community-based perspectives to represent the realities of their roles in River-based planning and implementation.

“What do these developments and deals look like in terms of long term stewards? We need to ensure that communities needs — however they evolve and change — maintain that spirit.”
SITE SELECTION APPROACH

When designing the Resilience Accelerator workshop, the team chose a specific site around which to organize the discussion about the many challenges associated with redevelopment along the LA River and nearby neighborhoods. Among the dozens of City-owned sites along the LA River, the portfolio includes many that maintain critical active, engaged City service functions and municipal uses.

CITY-OWNED ASSETS ALONG THE LA RIVER

Among the 6,843 (1.8B SF) City-owned assets in the City of Los Angeles, 671 (390K SF) are within a .5-mile radius of the LA River. Of them, 23 are City-owned service yards.

The team evaluated sites based on five evaluation criteria and Accelerator workshop goals:

- Test design alternatives for a single site against resilience goals
- Identify pathways and principles to guide future stakeholder engagement and deal-structuring around a future public-private partnership or similarly-formulated site development
- Convene civil society, private sector, and public sector actors to cultivate a transparent deal structure process and ensure that potential displacement impacts are balanced with value creation opportunities

The evaluation included qualitative analyses of site context and characteristics such as zoning, current use, and River proximity with a variety of City policy leads. It prioritized selecting a site that presented as many opportunities as possible to better facilitate a replicable and broadly-relevant set of outcomes. The team determined that 2319-2335 Dorris Place could be a model by which this process may be repeated in the future and, for the purpose of the Accelerator workshop, represented a range of potential futures and partnership alternatives. Other sites are compared below—without naming their locations—to illustrate the evaluation process.
### SITE SELECTION CRITERIA

<table>
<thead>
<tr>
<th>Criteria</th>
<th>Site A</th>
<th>Site B</th>
<th>2319-2335 Dorris place</th>
<th>Site D</th>
<th>Site E</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>CAPACITY TO SUPPORT JOINT USES</strong></td>
<td>Assumed equal</td>
<td>Assumed equal</td>
<td>Assumed equal</td>
<td>Assumed equal</td>
<td>Assumed equal</td>
</tr>
<tr>
<td><strong>POTENTIAL TO ADVANCE RESILIENCE GOALS</strong></td>
<td>Not in the 100-year flood plain, limited opportunity to test continuity of services and risk reduction</td>
<td>Potential to explore connection across the LA River</td>
<td>Opportunity to consider connectivity of the school to the River</td>
<td>Not adjacent to the LA River, limited opportunity to support River accessibility</td>
<td>Not adjacent to the LA River, limited opportunity to support River accessibility</td>
</tr>
<tr>
<td></td>
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<td></td>
<td></td>
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<td></td>
</tr>
<tr>
<td><strong>FLEXIBILITY / DEVELOPMENT POTENTIAL</strong></td>
<td>Residential neighborhood context</td>
<td>High value, residential neighborhood context</td>
<td>Residential neighborhood context</td>
<td>Residential neighborhood context</td>
<td>Residential neighborhood context</td>
</tr>
<tr>
<td></td>
<td>Small, limited street frontage</td>
<td>Large footprint and River frontage, yet oddly shaped parcel</td>
<td>Potentially lower market value neighborhood, but large footprint with significant River frontage</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
For the Accelerator workshop, the team selected one prototypic site at 2335 Dorris Place to ground a conversation about possible futures of City-owned sites and advancements of City and community-based resilience and River goals.

**Existing Uses**
- City-wide outfall and interceptor maintenance headquarters
- Mechanical maintenance and operation headquarters
- Electrical pumping plant
- Mechanical repair and shop
- Electrician
- Instrumentation
- Fuel automation
- DBS test laboratory

**Regulatory Context**
- Adjacent zone: R1 one-family zone
- Q Conditions: residential prohibited, except live/work; retail < 10,000 SF; prohibited uses include storage; height < 30'; 10' River-fronting buffer
- RIO condition: 10' setback from river; no visible surface parking
“This community has always been a caretaker of the river, and has invested equity in it by being its steward. They deserve to be at the table and drawing on the capital that they’ve put in for so long.”
WORKSHOP APPROACH AND DOCUMENTATION

The Resilience Accelerator workshop aimed to identify approaches to development partnerships for City-owned sites adjacent to the LA River. The Accelerator brought together private sector representatives, City staff, and community stakeholders for an interactive and collaborative workshop with an eye toward the following City-wide goals:

- Convene community-based, private sector, and public sector stakeholders to cultivate a transparent deal structure process
- Identify pathways and principles for future public-private partnerships to guide stakeholder engagement and deal-structuring around a prototypic site
- Use discussion around design alternatives for a single site to explore deal types that would maximize resilience goals including increased access to open space, reduction of flood risk, expanded economic development, provision of new affordable housing, and improved ecosystem health

The workshop included a series of facilitated discussions among participants related to case studies of different types of site programming and deal types. The team used one City-owned site along the LA River as a prototypic model for the discussion. The goal was to explore and define a range of deal types that would work on many different types of sites and uses, and establish a set of principles the City could use to guide future development of similar sites. The discussion also explored potential nature-based solutions that improve ecosystem health, opportunities to improve access to affordable housing, and potential frameworks to preserve existing City services on the site.

Workshop participants discussed roadblocks to implementation of LA River revitalization plans, the need for a more connected and transparent planning processes that balances City-wide goals with community needs, and opportunities to engage the private sector in development to more strategically deliver a range of public benefits and provide an opportunity for the City to lead by example.

Workshop participants also discussed governance models that institutionalize representation across public agencies, private actors, and communities to stimulate sustainable and resilient investment in the LA River and adjacent communities. To support this conversation, workshop exercises were designed to test how a more coordinated approach could help achieve a variety of goals including: climate resilience, flood risk resilience, enhanced ecological health, community stewardship, affordable housing, reduced displacement, improved infrastructure, increased mobility, and economic opportunities that reflect community needs.
“IN SOME NEIGHBORHOODS, THERE ISN’T A LOT OF EXISTING CAPACITY WITHIN COMMUNITY ORGANIZATIONS WHO COULD LEAD AS A COMMUNITY BASED DEVELOPERS. THIS COULD ENSURE THAT DEVELOPMENT MAINTAINS COMMUNITY SPIRIT MOVING FORWARD”
# WORKSHOP AGENDA

<table>
<thead>
<tr>
<th>Time</th>
<th>Session</th>
<th>Presenter(s)</th>
</tr>
</thead>
<tbody>
<tr>
<td>8:30 – 9:00</td>
<td>Registration and Coffee</td>
<td></td>
</tr>
<tr>
<td>9:00 – 9:45</td>
<td><strong>Welcome and Opening</strong></td>
<td>Barbara Romero, Deputy Mayor, City Services</td>
</tr>
<tr>
<td></td>
<td>- Resilience Strategy context</td>
<td>Marissa Aho, CRO</td>
</tr>
<tr>
<td></td>
<td>- LA River context</td>
<td>Michael Affeldt, LARiverWorks</td>
</tr>
<tr>
<td></td>
<td>- Accelerator purpose and intended outcomes</td>
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<td></td>
<td>- Deal structuring: rethinking business as usual</td>
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<tr>
<td>9:45 – 10:15</td>
<td><strong>Workshop Objectives</strong></td>
<td>Josh Sawislak, Workshop Facilitator</td>
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<tr>
<td></td>
<td>- Workshop goals and agenda</td>
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<td></td>
<td>- Participant introductions</td>
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<td></td>
<td>- Materials review</td>
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<tr>
<td>10:15 – 11:00</td>
<td><strong>Prototype Site Selection</strong></td>
<td>Michael Affeldt, LARiverWorks</td>
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<tr>
<td></td>
<td>- Site selection rationale</td>
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<td></td>
<td>- Site overview and programming scenarios</td>
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<td></td>
<td>- Neighborhood context</td>
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<tr>
<td>11:00 – 11:15</td>
<td><strong>Coffee break and transition to tables</strong></td>
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<tr>
<td>11:15 – 12:30</td>
<td><strong>Exercise 1. Establishing Stakeholder Values</strong></td>
<td>Breakout Rooms</td>
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<tr>
<td></td>
<td>Each stakeholder group identifies the positive and negative values of</td>
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<tr>
<td></td>
<td>each prototype program scenario; Build consensus around the design</td>
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<tr>
<td></td>
<td>values that align across stakeholder groups</td>
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<tr>
<td>12:30 – 1:30</td>
<td><strong>Working Lunch</strong></td>
<td>Josh Sawislak, Workshop Facilitator</td>
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<tr>
<td></td>
<td>Tables translate group consensus scenario to the master sheet on the</td>
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<tr>
<td></td>
<td>wall; groups mix over lunch. (30 minutes)</td>
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<tr>
<td>1:30 – 2:30</td>
<td><strong>Exercise 2. Risk and Benefit Allocation</strong></td>
<td>Breakout Rooms</td>
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<tr>
<td></td>
<td>Teams identify how benefits might be balanced with risks by considering</td>
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<tr>
<td></td>
<td>the range of deal constructs and identifying the risks and benefits of</td>
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<td></td>
<td>each typology</td>
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<tr>
<td>2:30 – 3:30</td>
<td><strong>Exercise 3. Governance Roles</strong></td>
<td>Breakout Rooms</td>
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<tr>
<td></td>
<td>For each deal type, teams consider the roles that each stakeholder</td>
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<td></td>
<td>might have in establishing and maintaining the plan for a site like</td>
<td></td>
</tr>
<tr>
<td></td>
<td>this (or other site types).</td>
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<tr>
<td>3:30 – 3:45</td>
<td><strong>Break</strong></td>
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<tr>
<td>3:45 – 4:45</td>
<td><strong>Exercise 4. Roles in the Process</strong></td>
<td>Breakout</td>
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<tr>
<td></td>
<td>Teams outline the process and timeline for implementation, and determine</td>
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<td></td>
<td>the principles by which stakeholders are included.</td>
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<tr>
<td>4:45 – 5:15</td>
<td><strong>Wrap-up and Feedback</strong></td>
<td>Josh Sawislak, Marissa Aho, and Michael Affeldt</td>
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<tr>
<td></td>
<td>Reflective remarks and feedback from the day. Discuss what or who may</td>
<td></td>
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<tr>
<td></td>
<td>have been missing from the conversation.</td>
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<tr>
<td>5:30</td>
<td><strong>Close</strong></td>
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</tbody>
</table>
Thirty-nine stakeholders participated in the workshop and were separated into four breakout teams for the majority of it. Each team consisted of a mix of City representatives, stakeholders, and subject matter experts who were selected based on their specific expertise. Each participant was expected to contribute a unique perspective. Table assignments were considered based on the goals of engaging across City agencies engaging the perspective of private sector actors with community-based and advocacy groups, and engaging with those deeply connected to River-based planning efforts.

<table>
<thead>
<tr>
<th>Name</th>
<th>Title</th>
<th>Organization</th>
<th>Workshop Role</th>
<th>Table</th>
</tr>
</thead>
<tbody>
<tr>
<td>Carol Armstrong</td>
<td>Executive Officer</td>
<td>City of LA, Mayor's Office of City Services</td>
<td>City Partner</td>
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<tr>
<td>Renee Dake Wilson</td>
<td>Planning Commissioner and Principal</td>
<td>Dake Wilson Architects</td>
<td>Community Stakeholder</td>
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<tr>
<td>Robin Mark</td>
<td>Project Manager</td>
<td>Trust for Public Land</td>
<td>Community Stakeholder</td>
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<tr>
<td>Natalie Zappella</td>
<td>Program Director, Sustainable Connected Communities</td>
<td>Enterprise Community Partners</td>
<td>Subject Matter Expert</td>
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<tr>
<td>Michael Atkins</td>
<td>Communications and Impact Manager</td>
<td>Friends of the Los Angeles River (FoLAR)</td>
<td>Community Stakeholder</td>
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<tr>
<td>Amitabh Barthakur</td>
<td>Partner</td>
<td>HR&amp;A Advisors</td>
<td>Private Sector</td>
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<tr>
<td>Theadora Trindle</td>
<td>Planning and Development Specialist</td>
<td>City of LA, Mayor's Office of Economic Development</td>
<td>Facilitator</td>
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</tr>
<tr>
<td>Sam Carter</td>
<td>Director, Resilience Accelerator</td>
<td>100 Resilient Cities</td>
<td>Facilitator / Program Team</td>
<td>1</td>
</tr>
<tr>
<td>Anna Friedman</td>
<td>Senior Program Manager, City Resilience Delivery</td>
<td>100 Resilient Cities</td>
<td>Program Team</td>
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</tr>
<tr>
<td>Jennifer Samson</td>
<td>Consultant</td>
<td></td>
<td>Subject Matter Expert</td>
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<tr>
<td>Helen Leung</td>
<td>Co-Executive Director</td>
<td>LA Más</td>
<td>Community Stakeholder</td>
<td>2</td>
</tr>
<tr>
<td>Ana Gomez</td>
<td>(Former) East Area Representative</td>
<td>City of LA, Mayor's Office</td>
<td>City Partner</td>
<td>2</td>
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<tr>
<td>Jon Dearing</td>
<td>Director of Strategy</td>
<td>AECOM</td>
<td>Private Sector</td>
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<tr>
<td>Enrique Huerta</td>
<td>Lead Community Organizer</td>
<td>From Lot to Spot</td>
<td>Community Stakeholder</td>
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<tr>
<td>Gio Aliano</td>
<td>Senior Vice President, Principal Architect</td>
<td>Abode Communities</td>
<td>Subject Matter Expert</td>
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<tr>
<td>Stacy Farfán</td>
<td>City Planning Associate, LARiverWorks</td>
<td>City of LA, Mayor's Office of City Services</td>
<td>Program Team</td>
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<tr>
<td>James Anderman</td>
<td>Resilience Senior Project Manager</td>
<td>CSRS, Inc.</td>
<td>Facilitator / Subject Matter Expert</td>
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<tr>
<td>Corinne LeTourneau</td>
<td>Managing Director, City Resilience Delivery</td>
<td>100 Resilient Cities</td>
<td>Program Team</td>
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<tr>
<td>Keegan McChesney</td>
<td>LA Resilience Intern</td>
<td>Enterprise Community Partners</td>
<td>Subject Matter Expert</td>
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<tr>
<td>Name</td>
<td>Position</td>
<td>Organization/Role</td>
<td>Type</td>
<td>Notes</td>
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<tr>
<td>Marion McFadden</td>
<td>Senior Vice President for Public Policy and Senior Advisor, Resilience</td>
<td>Enterprise Community Partners</td>
<td>Facilitator / Subject Matter Expert</td>
<td>3</td>
</tr>
<tr>
<td>Sissy Trinh</td>
<td>Founder and Executive Director</td>
<td>Southeast Asian Community Alliance</td>
<td>Community Stakeholder</td>
<td>3</td>
</tr>
<tr>
<td>Marissa Christiansen</td>
<td>Executive Director</td>
<td>Friends of the Los Angeles River (FoLAR)</td>
<td>Community Stakeholder</td>
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<tr>
<td>Blair Miller</td>
<td>Principal Project Coordinator</td>
<td>City of LA, Office of the City Administrative Officer (CAO)</td>
<td>City Partner</td>
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<tr>
<td>Efrain Olivares</td>
<td>Principal</td>
<td>EFRA Partners</td>
<td>Subject Matter Expert</td>
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<tr>
<td>Jill Sourial</td>
<td>Director of Urban Strategies</td>
<td>The Nature Conservancy (TNC)</td>
<td>Community Stakeholder</td>
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</tr>
<tr>
<td>Edward Belden</td>
<td>Special Projects and Partnerships, LARiverWorks</td>
<td>City of LA, Mayor's Office of City Services</td>
<td>Facilitator / City Partner</td>
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<tr>
<td>Jessica Wackenhut</td>
<td>Assistant Program Officer</td>
<td>Los Angeles - Local Initiatives Support Corporation (LISC)</td>
<td>Subject Matter Expert</td>
<td>3</td>
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<tr>
<td>Marissa Aho</td>
<td>(Former) Chief Resilience Officer</td>
<td>City of LA, Mayor's Office of Resilience</td>
<td>Program Team</td>
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</tr>
<tr>
<td>Christopher French</td>
<td>Assistant Asset Manager</td>
<td>Hollywood Community Housing</td>
<td>Subject Matter Expert</td>
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</tr>
<tr>
<td>Ben Feldmann</td>
<td>Principal</td>
<td>Studio MLA</td>
<td>Private Sector</td>
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<tr>
<td>Damian Robledo</td>
<td>Co-founder and Director</td>
<td>RiverWild</td>
<td>Community Stakeholder</td>
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</tr>
<tr>
<td>Angela Barranco</td>
<td>(Former) CEO</td>
<td>River LA</td>
<td>Community Stakeholder</td>
<td>4</td>
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<tr>
<td>Tracy Stone</td>
<td>Principal</td>
<td>Tracy A. Stone Architect</td>
<td>Community Stakeholder</td>
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<tr>
<td>Tamika Butler</td>
<td>Director of Planning and Director of Equity and Inclusion</td>
<td>Toole Design</td>
<td>Private Sector</td>
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<tr>
<td>Claire Bowin</td>
<td>Senior City Planner</td>
<td>City of Los Angeles Department of City Planning</td>
<td>City Partner</td>
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<tr>
<td>Melanie Smith</td>
<td>Senior Director, Transit Oriented Communities</td>
<td>Metro</td>
<td>City Partner</td>
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<tr>
<td>Sabrina Bornstein</td>
<td>(Former) Deputy Chief Resilience Officer</td>
<td>City of LA, Mayor's Office of Resilience</td>
<td>Facilitator / Program Team</td>
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<tr>
<td>Mark Goodson</td>
<td>Principal, Resilience Practice Lead</td>
<td>CSRS, Inc.</td>
<td>Facilitator / Subject Matter Expert</td>
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<tr>
<td>Michael Affeldt</td>
<td>Director, LARiverWorks</td>
<td>City of LA, Mayor's Office of City Services</td>
<td>Program Team</td>
<td>4</td>
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<tr>
<td>Johanna Lovecchio</td>
<td>Associate Director</td>
<td>Center for Resilient Cities and Landscapes</td>
<td>Program Team</td>
<td>Float</td>
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<tr>
<td>Josh Sawislak</td>
<td>Senior Advisor</td>
<td>Center for Climate and Energy Solutions (C2ES)</td>
<td>Program Team</td>
<td>Float</td>
</tr>
</tbody>
</table>

30  
RESILIENCE ACCELERATOR WORKSHOP REPORT : LOS ANGELES
“New amenities coming in are targeted to middle class professionals, not people who have been here a long time. This was a place of local hire. People used the Riverway as a way to get to work.”
“IF THERE WAS AN ENTITY THAT COULD BUY A PROPERTY FOR FAIR MARKET — THERE MAY HOME OWNERS WHO WOULD BE WILLING TO DO THAT TO HELP THE COMMUNITY. THERE’S NO MECHANISM TO BE ABLE TO DO THAT.”
“While this neighborhood is more diverse than ever, the future question will be — ‘Can the renters and the immigrant families be able to stay?”
“COMMUNITIES DON’T WANT UNCHECKED MONEY POURING IN. WE’VE SEEN SO MUCH DISPLACEMENT.”
WORKSHOP INPUTS AND BACKGROUND CONTENT

The Accelerator team worked with IHS Markit and CSRS, 100 Resilient Cities Platform Partners, to develop economic and market assessments of Elysian Valley, the district surrounding the prototypic site, to deepen its understanding of the surrounding context of the site and frame the inputs typically used to inform and make decisions based on market value. These assessments were shared with workshop participants prior to convening and can be accessed via the link at the end of this document.

**Workshop Pre-Read Source**

Elysian Valley Market Assessment

CSRS, Inc.

A neighborhood-based market assessment summarizing area context, land use, neighborhood and transportation assets, and land values. Key findings included:

- Site context primarily residential, industrial/manufacturing, and public land uses
- Population around 77K in 2008 with a median income of $49K
- Roughly 2.5 miles to LA City Hall, proximity to Downtown LA a potential asset
- Neighborhood market-rate sales suggest home values between $720K - $826K
- Neighborhood market-rate rentals suggest values around $2K/month for a studio apartment of around 600sf.

**Workshop Pre-Read Source**

Los Angeles Economic Assessment

IHS Markit

A Los Angeles-based socio-economic assessment that summarizes recent trends in education, race, commuting patterns, housing, and affordability. This analysis frames economic and market based trends around the prototypic site, including industrial and sector growth and opportunity areas. Key findings include:

- The area is in the middle of a two business district and between the LA Central (CBD) and the Burbank, Pasadena, and Glendale areas making it a potential hub for a number of supportive services as well as businesses that cater to residents and employees.
- The sectors with the most number of businesses within a one-mile radius are education, health, and social services. There are also a number of manufacturing, retail, food, and accommodation establishments.
- The accelerating growth rates in median income and educational attainment, and the leveling off of age distribution give an indication of potential gentrification—a concern already expressed in the area.
- The majority of households consist of renters. While housing in the metro area is becoming less affordable, keeping home ownership within reach for residents in this relatively more affordable area will be an important consideration.
- Employment distributions by sector are largest in the retail, wholesale trade, and manufacturing sectors. They vary substantially from the CBD and the City with lower shares of employment in service-providing sectors that have higher wage levels.
CSRS, INC.

Established in 1978, CSRS, Inc. is a leader in the delivery of infrastructure and facilities serving public and private organizations across the southeastern United States. More than program managers, we are engineers, architects, planners, surveyors and fund-sourcing experts. Whether we’re managing the process or performing the work ourselves, we understand every facet of project delivery. These qualities make us incredibly thorough and responsive to our client’s needs.

IHS MARKIT

IHS Markit is a world leader in critical information, analytics and solutions for the major industries and markets that drive economies worldwide. By connecting macroeconomic data and forecasts with deep industry insight and local stakeholder feedback, economic analysts and consultants help cities understand broader macroeconomic trends; identify specific opportunities to support industry growth and job creation; and mitigate threats to regional competitiveness, sustainable economic development, and long-term resilience.
Workshop Pre-Read Source.
Implementation Case Studies
Center for Resilient Cities and Landscapes
12th Avenue Arts is a mixed-use development in Seattle’s Capitol Hill neighborhood. It was built by a non-profit developer, Capitol Hill Housing, which acquired a .67-acre site previously used as surface-parking by the Seattle Police Department (SPD). It contains 88 affordable housing units, 3 restaurants, 2 theaters, office space, and 80 underground parking spaces.

Area Context

Capitol Hill is the densest residential neighborhood in Seattle, known for its arts institutions. The area around the site has diverse building types, including large and small apartment buildings, detached houses, and single-story commercial buildings. The southern part of Capitol Hill also has many industrial buildings, originally built for automotive industries and later occupied by artists and arts organizations.

Development Timeline

City of Seattle
SPD
City Council
Mayor

Clinton Hill Housing

SMR Architects

Black Box Operations

1998
Pre-design

After conducting a feasibility study in 1998, negotiations stalled when CHH and SPD could not agree on how many new parking spaces should be built.

2012
Design

After negotiations restart in 2011, Seattle agrees to fund disposition at no cost to CHH via “City Housing Levy”

With acquisition finalized, CHH launches capital campaign and issues RFP’s for theater and office leases.

Opportunities / Impacts

- Increase affordable housing
- Increase affordable office and community space
- Reinforce Arts District identity
- Retain and expand existing municipal use

Vulnerabilities

- Rising housing unaffordability, catalyzed by transportation development
- Displacement of arts/cultural institutions
- Closure of long-standing arts institutions
Enabling Environment

The project required collaboration between Capitol Hill Housing (CHH), local arts organizations, businesses, neighborhood associations, Seattle City Council, SPD and the mayor. It stalled for nine years because SPD and CHH could not agree on how many SPD parking spaces should be added as part of the redevelopment plan. It took on new life when Michael Seiwerath joined CHH in 2008 as founding director of the CHH Foundation and subsequently lead the project’s capital campaign. It finally moved forward in 2011, when SPD reluctantly agreed to just ten additional spaces.

Key factors that enabled the project included CHH’s eligibility for public funding, grants and special loans, and by the collaboration between CHH and local artists, arts organizations and businesses. Some funding was only available because of CHH’s status as a 501(c)3 and the organization’s capacity to deliver arts programming.

Lessons Learned

- This site was stuck for over a decade in planning. Engagement of a mission-driven developer in close alignment with community values and City objectives re-energized site planning and negotiations.

- Diversifying funding and leverage can help to achieve community objectives and ensure project delivery: philanthropic and contributed funds can subsidize mission-driving programming, private debt and equity can provide capital financing, government loans, incentive and grants can fill capital gaps, and commercial and residential leasing can service debt.

- Community-based developers with in-depth knowledge of the neighborhood market and relationships to understand community needs can help ensure a relevant and viable program, design, and operating model.

- Project is well integrated to neighborhood density and culture, is designed with flexible spaces, includes community groups in its program, reflects community input and support, makes resourceful use of space and funding opportunities, and was lead by a robust organization with strong community ties.

Funding and Financing

<table>
<thead>
<tr>
<th>Sources</th>
<th>Amount (M)</th>
</tr>
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<tbody>
<tr>
<td>Grants</td>
<td>4.5</td>
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<tr>
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<td>New Market Tax Credits</td>
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<td><strong>Total</strong></td>
<td><strong>50</strong></td>
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</table>

<table>
<thead>
<tr>
<th>Uses</th>
<th>Amount (M)</th>
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</thead>
<tbody>
<tr>
<td>Construction/Contingency</td>
<td>31.3</td>
</tr>
<tr>
<td>Syndications/Acquisition</td>
<td>12.6</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>43.9</strong></td>
</tr>
</tbody>
</table>

SMR’s design proposal is reviewed and approved by CHH in November 2012. Construction begins in February 2013, and is completed in September 2014.

BBO, a consortium of local theater companies, holds master lease for site’s 2 black box theaters, which it rents out to other theater groups about 40% of the year.
LINCOLN HEIGHTS JAIL, LA
Disposition to Private Developer

Project Overview

The City of Los Angeles has recently entered negotiations with Lincoln Property Company and Fifteen Group to sell or lease a 4.8-acre riverfront site with a historic jail building in Lincoln Heights. The winning bid proposes a “Maker’s District” with 200,000 SF commercial space, and 257,000 SF residential—including live/work and an unspecified amount of affordable housing—and a publicly accessible waterfront greenspace.

Area Context

The site is in a historic, densely-populated neighborhood with a large community of artists and craftsmen. There is public transit nearby, and an elevated train line crosses the site. Adjacent lots are zoned for commercial manufacturing. Fifteen Group owns an adjacent 3.2-acre parcel, which it plans to incorporate into the new development.

Vulnerabilities

• Rising unaffordability
• Lack of jobs
• Feeling of marginalization among youth
• Inadequate waterfront access

Opportunities / Impacts

• Create new housing in a non-residential area
• Increase access to public waterfront
• Restore and renovate a landmarked building

Development Timeline

City of Los Angeles
City Council, CAO, CLA, Bureau of Engineering, LADOT

Lincoln Property

2016

• CAO issues an RFI seeking a range of development strategies.
• AECOM to prepares a Cultural Resource Assessment and Perkins + Will prepares an Adaptive Reuse Study Report.
• The City conducts Environmental Assessment, Historic Structures Report and Structural and Seismic Capacity Analysis
Lessons Learned

- By issuing an RFI as well as an RFP, the City invited a range of proposals and ownership structures.
- In the RFI, the City specified “anticipated challenges” that should be addressed in submissions, including applicable zoning codes (“Urban Innovation”), brownfield remediation, and structural problems in the landmarked jailhouse building.
- One strength of the winning proposal is the incorporation of an adjacent waterfront property. This creates the possibility of including a more accessible waterfront and pedestrian bridge in the project design.
- The relative isolation of the site from residential areas may help to mitigate gentrification.

Design

- City issues RFP, and a Special Advisory Panel subsequently recommends 3 finalist proposals to the City Council. FOLAR reviews finalist proposals against ARBOR and LA River Design standards.
- The City Council enters an exclusive agreement with Lincoln Property Company and Fifteen Group and begins negotiations for disposition or lease.

Implementation

- Because the site has existing transportation infrastructure, the LA Bureau of Engineering and LADOT will manage its relocation.

LPC submits winning proposal with Fifteen Group, proposing a mixed-use development that would combine the site with an adjacent waterfront site. LPC hires Rios Clementi Hale to design the masterplan. Once negotiations with the City are finalized, construction is anticipated to begin in 2020.

Enabling Environment

The project was initiated by the LA City Council and Councilmember Gil Cedillo. Because of the site’s specific conditions, including its proximity to both the river and transportation infrastructure, the Bureau of Engineering, LADOT and the Friends of the LA River all needed to be involved in reviewing RFP proposals and/or managing project implementation.

While the City Council held public meetings before choosing a winning proposal, it is unclear if or how public opinion was addressed in the final selection.
RIVERPLACE PARCEL 3, PORTLAND
Disposition to Non-Profit Developer

Project Overview

The RiverPlace Parcel 3 development will include 2 new residential buildings with 203 affordable units and 177 market-rate units respectively, a city-owned parking facility, 4,600 SF of retail space, and public open space. The 2-acre parcel was sold by the Portland Development Commission (PDC), the city’s economic and urban renewal agency, to the non-profit developer Bridge Housing in 2016.

Vulnerabilities

- Rising unaffordability
- Inaccessible waterfront
- Vacant land and associated safety concerns
- Lack of retail

Area Context

RiverPlace is a 73-acre neighborhood between the Willamette River and Portland’s CBD. It was developed in the 80’s and 90’s on the site of a former freeway right-of-way. In 1995, RiverPlace had 480 residential units, 26,000 square feet of retail space, and 42,000 square feet of office space. 2 streetcar lines were extended to the area in 2005 and 2015, as was a regional rail line to Milwaukee in 2015.

Opportunities / Impacts

- Increase affordable housing and neighborhood-serving retail
- Encourage private investment
- Available funding for affordable housing in “urban renewal” districts

Development Timeline

<table>
<thead>
<tr>
<th>2015</th>
<th>Pre-design</th>
<th>2016</th>
<th>Design</th>
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</thead>
<tbody>
<tr>
<td><strong>City of Portland</strong></td>
<td>PDC, PHB, Design Commission</td>
<td>PDC + PHB award RFP to Bridge Housing in July, 2015</td>
<td></td>
</tr>
<tr>
<td><strong>Bridge Housing</strong></td>
<td></td>
<td>Bridge Housing holds 3 community meetings with neighborhood groups and homeowner associations</td>
<td></td>
</tr>
<tr>
<td><strong>Ankrom Moisan Architects</strong></td>
<td></td>
<td>AMA submits design proposal to city's Design Commission for review and feedback</td>
<td></td>
</tr>
<tr>
<td><strong>Hoffman Construction</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Enabling Environment

The project was initiated by PDC in collaboration with the Portland Housing Bureau (PHB) following a series of transit developments in the neighborhood and plans to further develop a greenway on the Willamette riverbank. The RFP, issued by PDC and PHB, outlined public funding sources, including $19M from TIF’s, vouchers from Home Forward (a metro-area public housing corporation), and exemptions from city-issued fees and taxes.

Funding and Financing

<table>
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<th>Sources</th>
<th>Amount</th>
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<tr>
<td>Cash</td>
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<td>Bonds</td>
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<td>Developer Fee</td>
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<td>PDC Remediation Funds</td>
<td>2.7M</td>
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<td>Land Sale</td>
<td>.1M</td>
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**Total** 129M

<table>
<thead>
<tr>
<th>Uses</th>
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<tr>
<td>Construction</td>
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<tr>
<td>Acquisition</td>
<td>6M</td>
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<tr>
<td>Development</td>
<td>22M</td>
</tr>
</tbody>
</table>

**Total** 85M

Lessons Learned

- Concrete community benefits based on continuous communication were established in RFP
- City offered to aid in securing financial sources when proposals were unable to do so independently

Bridge Housing applies for a building permit in June and receives it in November

Construction begins in January 2018. It is scheduled to be completed in July 2019
UPHAM’S CORNER, BOSTON
Municipal acquisition and likely ownership

Project Overview

In an effort to alleviate rising unaffordability, Boston has acquired and plans to develop several parcels at Upham’s Corner in partnership with private and community-based developers. The goal is to protect long-term affordability, create a neighborhood Arts Innovation District, and establish a precedent for similar projects throughout the city. Boston plans to create an independent entity with community input to facilitate acquisitions, coordinate stakeholders, and manage project delivery.

Area Context

About 55,000 people live within a mile of Upham’s Corner, a historic commercial center in Dorchester. The population earns less (median $41,000 a year) and is less educated than citywide averages. The neighborhood was identified as a pilot initiative in the citywide Imagine Boston 2030 plan, which includes a strategy for transportation improvements and investments in public infrastructure as well as affordable housing.

Vulnerabilities

- Inefficient public transportation
- Perceptions around safety of commercial district
- Displacement of residents and businesses due to gentrification

Opportunities / Impacts

- Create affordable housing & commercial space
- Increase density and walkability in concert with transportation improvements
- Create employment opportunities
- Strengthen arts/innovation identity
- Strengthen cultural infrastructure and institutions

Development Timeline

- 2014: BPDA (formerly BRA) prepares Upham’s Corner Station Area Plan
- 2017: Office of the Mayor published Imagine Boston 2030, the first city-wide plan in 30 years
Enabling Environment

Acquisitions and project delivery will be overseen by an independent entity established by RFP with community input. The project will involve cooperation between the Department of Neighborhood Development (DND), which manages city-owned real estate; the Boston Planning and Development Authority (BPDA); and community-based partner organizations that own other Upham’s Corner parcels, such as the Dudley Street Neighborhood Initiative.

The project strategy is derived from Imagine Boston 2030, a city-wide plan published in 2017, and is closely aligned with planned Massachusetts Bay Transportation Authority (MBTA) upgrades to light rail in Dorchester and the Upham’s Corner station area.

Lessons Learned

• City can coordinate acquisitions and dispositions with allied neighborhood organization
• City can make strategic acquisitions to preserve long-term affordability
• City can coordinate investment in land with other investments in public infrastructure
• Using RFIs and RFPs, the city can solicit public input in designing project ownership and delivery as well as program

Funding & Financing

The project will include city-owned properties—including a bank building that the City acquired in 2017, a city-owned parking lot, and an underutilized theater building—and properties owned by partner organizations, such as another bank building that a community land-trust run by DSNI acquired the same year. In a 2018 RFP, the City requested proposals to establish an independent entity and associated delivery mechanisms to facilitate further acquisitions and dispositions.
In many ways, building resilience is about risk management. Decisions around mitigation of risk and resilience-building inherently reflect the risk that stakeholders are willing to incur and the tradeoffs and benefits that may compensate for identified risks. When risks are balanced among public, private, and community stakeholders as well as built, ecological, socio-economic, and institutional systems in a transparent and inclusive way, pathways for resilient development can be uncovered and investments multiplied.

A range of different partnership structures might be evaluated when assessing their relative risks and benefits of development alternatives of City-owned assets across stakeholder groups, namely the private sector and local communities. To support this conversation, the team developed a framework for understanding these different representative models along a continuum and prepared a set of case studies of development sites that have preserved or expanded public value.

This framework is intended to encourage a conversation about managing the risks and benefits across stakeholder groups and articulate the flexibilities and constraints of various development models at the site- and portfolio-level. For example, while the primary risk of a private developer may be financial investment and the predictability of process in the deal-making process for a site- or set of sites, communities place great value on the use and program of a site.

### SPECTRUM OF POTENTIAL DEAL-TYPES

<table>
<thead>
<tr>
<th>CITY SELLS DEED, RIGHTS AND COVENANTS</th>
<th>CITY-OWNED, GROUND LEASE, RETAINS OWNERSHIP</th>
<th>CITY OWNED, GROUND LEASE + CONCESSION AGREEMENT</th>
<th>PUBLIC BENEFIT CORPORATION</th>
<th>MIXED OWNERSHIP CORPORATION (QUASI-GOVERNMENTAL)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>CHARACTERISTICS</strong></td>
<td>Most direct, but having restrictions apply.</td>
<td>Opportunity for more restriction through lease terms, and monetization of use at determined conditions.</td>
<td>Allows for City to restrict use in particular ways, and access revenue sharing in proportion of first cost.</td>
<td>Non-profits governmental, non-profit entity, general fund or ownership and authority to structure sector stake.</td>
</tr>
<tr>
<td><strong>GOVERNANCE</strong></td>
<td>Traditional governance model with zoning and development.</td>
<td>City agency retains ownership but lessor has full control of property under the terms of the lease.</td>
<td>City retains ownership, but concession agreement outlines some rights and risk to the lessor.</td>
<td>Private, partner for profit corporations, likely with ex-silica based seats for government entities.</td>
</tr>
<tr>
<td><strong>DISTRIBUTION OF RISK ACROSS ACTORS</strong></td>
<td>City has environmental, improvement or operational risk, but eliminates ability to change others.</td>
<td>Lessee has risk for improvements and operations, but city retains environmental risk as owner.</td>
<td>Lessee (environmental) relies on performance risk under agreement terms.</td>
<td>Unlike more off balance sheet for the City, but political (performance) risk remains as City is owner as creditor of PBC.</td>
</tr>
<tr>
<td><strong>REVENUE MECHANISM</strong></td>
<td>Risk is only source of City revenue.</td>
<td>Lease payments ongoing (fixed) revenue to City.</td>
<td>Revenue is typically shared with some backstop or guarantees to lessee (City revenue only if other lessee guarantees specific community needs).</td>
<td>BPC generates revenue stream from commercial activities (e.g., leases and concessions).</td>
</tr>
<tr>
<td><strong>EXAMPLES</strong></td>
<td>Deed restrictions for water-dependent use.</td>
<td>Use restrictions or benefits in lease agreement.</td>
<td>Affordable housing as community-based real, used as part of concession agreement.</td>
<td>Establish the “LA River Economic Development Corporation.”</td>
</tr>
</tbody>
</table>
“Developer struggle with how to put community amenities into their business models. They ask: Who will tell us ‘we need a laundromat’? We don’t have that dialogue yet.”
ACCELERATOR WORKSHOP FINDINGS

These findings represent the synthesis of ideas and discussions that emerged from stakeholders at the Resilience Accelerator workshop, where participants refined their ideas and identified a possible path that incorporates their major recommendations.

PROBLEM DEFINITION AND GUIDING PRINCIPLES

The Accelerator workshop explored critical impediments to implementation and coordination of the LA River Revitalization Master Plan, Los Angeles Resilience Strategy, and other aligned efforts. In doing so, participants defined a number of key resilience and implementation challenges:

- **Risks facing River-adjacent communities are complex and interrelated.** They include the increasing risk of severe rain events that cause inland flooding, a risk of housing displacement from market pressures, environmental degradation, a risk of infrastructure failure, and increased mobility demand.

- **The City has somewhat limited capacity and mechanisms by which to leverage private sector investment** and widely coordinate the development, programming, and management of its property in line with City-wide objectives including revenue creation, service delivery, community cohesion and economic development, and environmental protection.

- **Community-based objectives are not always self-represented in development, design, and planning decisions.** As a result, these decisions can have unintended consequences such as dissolution of jobs and wealth retention, acceleration of displacement, and missed opportunities for environmental stewardship and adaptive design.

- **While planning around the LA River has engaged a range of community, private, and public actors and City, County, state, and national levels on public-project delivery, there is no proactive coordinated program to design, evaluate, phase, fund, implement, and operate River-oriented community development initiatives.**
The workshop also defined a set of core principles by which future development must abide to balance community and public goals and leverage private investment to advance these goals:

- **Housing affordability and displacement management are critically important to achieving community and City-wide goals.** Any new or re-imagined development along the River or in a River-adjacent community must include strategies that grow community capacity to participate in new wealth creation and generate new, affordable housing units.

- **To leverage the maximum benefit from City properties—and in some cases, to make projects financially viable—there must be a coordinated approach to financing, governance, and implementation** across sectors and the myriad city agencies and stakeholders who control these properties and own the issues.

- **Transparency in decision-making is critical to ensure that community and public-sector goals are balanced** and considered in the context of any site or portfolio development decision.

### STAKEHOLDER VALUES IN THE DEAL-MAKING PROCESS

<table>
<thead>
<tr>
<th>GOVERNMENT</th>
<th>COMMUNITY</th>
<th>PRIVATE</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Distribution of public benefits in portfolio planning</td>
<td>• Community involvement in development of site and project priorities</td>
<td>• Financial feasibility and return on investment</td>
</tr>
<tr>
<td>• Improved coordination to plan and manage assets</td>
<td>• River connectivity</td>
<td>• Clarity and predictability of process and predictability</td>
</tr>
<tr>
<td>• Linkages to design and economic development goals</td>
<td>• Affordable housing</td>
<td>• Strength of planning, implementation and financial partnerships</td>
</tr>
<tr>
<td>• Advancement of tailored resilience action items</td>
<td>• Neighborhood serving uses</td>
<td>• Capacity-building and wealth building opportunities</td>
</tr>
<tr>
<td>• Community support and transparency</td>
<td>• Neighborhood sensitive design</td>
<td>• Community services and amenities</td>
</tr>
<tr>
<td>• Affordability amongst a range of uses and users (e.g., housing, businesses)</td>
<td>• Transit accessibility</td>
<td>• Accountability to long-term commitments</td>
</tr>
</tbody>
</table>
PUBLIC

COMMUNITY

PRIVATE

Distribution of Public Benefits in Portfolio Planning
Impro Coordination Plan

Community Management in Development of Site/Sensitive Districts

Neighborhood Sensing Use

Neighborhood Sensitivity Design

Financial Feasibility Return

River Connectivity
OPPORTUNITY AREAS

To address some of these challenges, workshop participants raised a number of actionable strategies that the City and partners might use to deliver community and economic development housing-oriented projects that are aligned with and advance existing visions for the LA River and that offer “a step up” metaphorically, through affordability and job-creation, and physically, through flood-resilient design features:

- **Prioritizing the development of City assets and property adjacent to the LA River as a portfolio.** Focus on City assets as a portfolio, instead of site-by-site and department-level disposition and program decision-making. This approach can handle risks at scale, uncover opportunities for efficiencies in resource allocation, and create opportunities for innovative funding, financing, and delivery models that include embedded community influence. The approach involves taking initial steps to understand the market values and feasible re-development opportunities available considering local regulations, community context, and market needs.

- **Producing LA River-relevant site development design guidelines that can be integrated into Community Plan updates.** Guidelines can be used to illustrate redevelopment possibilities and provide a decision-making framework for the distribution of housing, open space, community-scale retail, and City uses. Actionable and visual design guidelines can make adaptive design of infrastructure and buildings to uncertain future flood risk legible to lay audiences while establishing a set of principles for technical users to create and evaluate development proposals for City-owned sites.

- **Planning for delivery within a 10-year time horizon.** Investment across LA infrastructure, housing, and transportation is expected to accelerate over through 2028 and will be in accordance with Resilient Los Angeles goals and timeframes. These planned investments and efforts suggest a major opportunity to recognize the LA River as critical infrastructure that supports the future of the City. Site identification, deal forming, and delivery must move quickly to be relevant within the near-term.
POSSIBLE PARTNERS AND ROLES

The workshop focused on possible new entities and partnerships that could support the key opportunities identified by participants in recognition of the opportunity to better leverage the private sector and address the challenges associated with coordinating a broad range of stakeholders in development decisions. These entities aim to improve risk management across commercial, public, and civic stakeholders.

Recognizing the absence of a Joint Powers Authority (JPA) as scoped in the LA River Revitalization Master Plan, and with awareness of the concern that a maximal JPA would be overly challenging to create for this purpose and too unwieldy by site-specific outcomes, workshop participants outlined more modular partnership models.

A set of possible relationships among organizations with specific roles emerged that could guide River-relevant development and balance the risks and values of the City, communities, and the private sector. These entities aim to better manage risk across commercial, public, and civic stakeholders.

While each model can stand on its own, a coordinated approach that combines these models may achieve the greatest value for communities and the public sector. Further legal, technical, and financial evaluation is critical to determining the feasibility of any combination of models.

The key organizational entities to consider, which the City could coordinate, include:

- A City-contracted and managed asset and development manager
- A community land trust (“trust”)
- A public benefits corporation or public finance authority (PBC, PFA)
- An Enhance Infrastructure Finance District (EIFD)
- Direct involvement of Community (Economic) Development Corporations (CDC or CEDC)
- Private sector developers and actors
### Possible Organizational Entities that Could Achieve a Portfolio Approach

<table>
<thead>
<tr>
<th>Entity</th>
<th>Goals</th>
<th>Governance</th>
<th>Key Function</th>
</tr>
</thead>
</table>
| City-contracted asset and development manager who coordinates and delivers projects in asset portfolio | - Increase City capacity to identify, manage, and deliver projects through a services contract under direct City management.  
- Retain City and Department ownership and control of sites through project delivery  
- Prioritize City operational efficiencies and improvements along the LA River and community outcomes | - Asset management company scoped and managed by City agency | - Develop implementation-ready proposals and strategies for approval by City decision-makers, and execute them on City’s behalf |
| Community Land Trust is implemented or incentivized to manage City-owned, River-adjacent assets | - Create opportunity for City and community investment in River-adjacent assets that can be rededicated to uses, such as affordable housing, and can appreciate in value over time  
- Mitigate against gentrification of neighborhoods as development value increases | - Non-profit entity with a board appointed by the City, County, equity investors, and community representatives. | - Acquire, hold, and develop a portfolio of sites towards public benefits in line with the trust's charter |
| Public benefit corporation or public finance authority is created to manage projects in portfolio | - Increase public capacity to identify, manage, and deliver public projects  
- Provides more agile and flexible entity to encourage private sector investment | - State-chartered agency with a board appointed by the LA Mayor | - Structure deals for public projects and managed procurement for site redevelopment  
- Act as the operating arm of a community land trust  
- Operate projects delivered in public land in the portfolio |
An **Enhanced Infrastructure District** (EIFD) is created to encourage flexible financing:

- Create a flexible financing vehicle for delivering tax increment financing
- Create opportunity for cross-jurisdictional investment
- Create financing capacity to offset gaps in revenue between market opportunities and City capital costs to free up sites for redevelopment
- Board of legislative representatives from county and City
- Receive and hold tax increment from new assessment districts in the City and county
- Deliver tax increments to a PBC or other entities for project implementation within a defined boundary and defined project list

**Community Development Corporations** are encouraged to grow community-based investment:

- Increase the capacity of local communities to influence, develop, and manage residential and commercial properties
- Community-based, non-profit entity with a board comprising of typically one-third community residents
- Deal partner in site redevelopment projects
- Invest in residential and commercial developments
- Receive development revenue and grants from philanthropic and federal sources, including CDBG

Two preliminary arrangements of these entities emerged, which rely on varying degrees of direct City-management. Each arrangement implicates different funding and financing streams, which are outlined below.

<table>
<thead>
<tr>
<th>ENTITY TYPE</th>
<th>MODEL 1. DIVERSE INVESTMENT AND SHARED MANAGEMENT OF PORTFOLIO WITHOUT DIRECT CITY CONTROL</th>
<th>MODEL 2. MORE DIRECT CITY CONTROL OVER PORTFOLIO AND PROJECTS</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1A. W/ EIFD</td>
<td>2A. W/ EIFD</td>
</tr>
<tr>
<td>CITY-CONTRACTED ASSET MANAGER</td>
<td>✓</td>
<td>✓</td>
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<tr>
<td>COMMUNITY LAND TRUST</td>
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<td>✓</td>
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<tr>
<td>EIFD</td>
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<td>✓</td>
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<tr>
<td>PFA/PBC</td>
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<td>✓</td>
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<td>CDC/CEDC</td>
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<td>✓</td>
</tr>
<tr>
<td>PRIVATE DEVELOPERS</td>
<td>✓</td>
<td>✓</td>
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</table>
**POTENTIAL GOVERNANCE MODEL 1.**
**DIVERSE INVESTMENT AND SHARED MANAGEMENT OF PORTFOLIO**
**WITHOUT DIRECT CITY CONTROL**

In this model, a community land trust would acquire and hold the portfolio of City assets and provide an opportunity for institutional investments and private equity to be leveraged towards LA River adjacent development projects. A PFA or PBC would act as the operating arm of the trust, managing procurement in accordance with a criteria enshrined in its charter and the approval of a board appointed by the Mayor of LA. An EIFD could capitalize the PFA or PBC and, over time, distribute tax increment towards a predefined set of projects within a predetermined boundary (e.g., LA County).

When public projects such as a new park are implemented, user fees, memberships, concessions, and other revenues could be returned to the PFA to fund project operations and maintenance. Community development corporations and private developers could compete for capital and rights to develop new projects in alignment with the project list determined by the EIFD and/or PFA charter, such as affordable housing. These would leverage funds from the PFA that would ultimately be repaid back to the trust.

Alternatively, a PFA could potentially be contiguous with the EIFD, acting as both the operating arm of the trust, managing procurement in accordance with a criteria enshrined in its charter as well as receiving and administering tax increment towards a predefined set of projects within a predetermined boundary (e.g., LA County). This entity would have the authority to develop projects.

Finally, without the establishment of an EIFD, the model could potentially function without tax increment through leverage of the portfolio investment in the trust alone.

**Relationships and Potential Funding Streams**
### Partner Roles and Functions

<table>
<thead>
<tr>
<th>MODEL 1.</th>
<th>1A. w/ EIFD</th>
<th>1B. EIFD acts as PFA/PBC</th>
<th>1C. w/out EIFD</th>
</tr>
</thead>
<tbody>
<tr>
<td>DIVERSE INVESTMENT AND SHARED MANAGEMENT OF PORTFOLIO WITHOUT DIRECT CITY CONTROL</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>CITY-CONTRACTED ASSET MANAGER</td>
<td>N/A</td>
<td></td>
<td></td>
</tr>
<tr>
<td>COMMUNITY LAND TRUST</td>
<td>Acquires, holds, manages, and sells assets across the portfolio</td>
<td></td>
<td></td>
</tr>
<tr>
<td>EIFD</td>
<td>Receives and holds bond revenue and tax increment to a set of predefined projects with a pre-determined boundary</td>
<td>Receives and holds bond revenue and tax increment; Structures deals for public projects with CDCs and private developers; manages procurement and redevelopment; directly implements and operates public projects as the operating arm of the land trust</td>
<td>N/A</td>
</tr>
<tr>
<td>PFA/PBC</td>
<td>Structures deals for public projects with CDCs and private developers; manages procurement and redevelopment; directly implements and operates public projects as the operating arm of the land trust</td>
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<td></td>
</tr>
<tr>
<td>CDC/CEDC</td>
<td>Invests in development projects; manages and operates projects</td>
<td></td>
<td></td>
</tr>
<tr>
<td>PRIVATE DEVELOPERS</td>
<td>Invests in development projects; manages and operates projects</td>
<td></td>
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</tr>
</tbody>
</table>
POTENTIAL GOVERNANCE MODEL 2.
MORE DIRECT CITY CONTROL OVER PORTFOLIO AND PROJECTS

The City could contract with an asset and development manager that would manage the acquisition, holding, and management of the portfolio of City-owned sites adjacent to the LA River. The manager would be responsible for developing implementation-ready project proposals that would be approved by City leadership and decision-makers.

This entity would execute the implementation of public projects on the City’s behalf and also manage the procurement and deal-making process with CDCs and private developers. In this scenario, it’s possible that an EIFD could administer tax increment towards a predefined set of projects within the City. Revenue generated from these development projects would likely sit in the City budget.

Relationships and Potential Funding Streams
### Partner Roles and Functions

<table>
<thead>
<tr>
<th>MODEL 1.</th>
<th>2A. w/ EIFD</th>
<th>2B. w/out EIFD</th>
</tr>
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<tbody>
<tr>
<td>MORE DIRECT CITY CONTROL OVER PORTFOLIO AND PROJECTS</td>
<td></td>
<td></td>
</tr>
<tr>
<td>CITY-CONTRACTED Asset Manager</td>
<td>Holds City assets in a portfolio; develops implementation-ready proposals approved by City decision-makers and executes on the City’s behalf, managing procurement with CDCs and private developers</td>
<td></td>
</tr>
<tr>
<td>COMMUNITY LAND TRUST</td>
<td>N/A</td>
<td></td>
</tr>
<tr>
<td>EIFD</td>
<td>Receives and holds bond revenue and tax increment to a set of predefined projects with a pre-determined boundary</td>
<td>N/A</td>
</tr>
<tr>
<td>PFA/PBC</td>
<td>N/A</td>
<td></td>
</tr>
<tr>
<td>CDC/CEDC</td>
<td>Invests in development projects; manages and operates projects</td>
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<tr>
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</tr>
</tbody>
</table>
“As investment - or one day, TIF - and infrastructure money comes, it may not be met with the organizing resources to define the demand based on what the community actually needs.”

BIKE PARKING
+ PROPERTY TAX
+ EIFD/TIF - Impact on deal types
+ ABILITY TO PIVOT/FLEXIBILITY
+ City's capacity for doing these deals?
  - portfolio mgmt - clear lead?
+ POLITICAL PROCESS: SITE / IE Council Districts
  - land use vs. portfolio approach
+ COMMUNITY SCOPE - LOCAL → REGIONAL
+ Community informed guidelines → RFP/RFQ
+ CASP (may) specific plans, community planning
+ Defining public benefit
NEXT STEPS

To operationalize implementation and cultivate the support needed from the City, other government entities, community, and private actors, a number of immediate actions are recommended to support the pre-design phases:

<table>
<thead>
<tr>
<th>BROADEN AWARENESS AND ENGAGEMENT AROUND POTENTIAL ACTION MODELS</th>
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</thead>
<tbody>
<tr>
<td>• Engage key City Council offices to build awareness of the action models the workshop participants and Accelerator Team have explored.</td>
</tr>
<tr>
<td>• Engage the Office of the City Administrative Officer (CAO) and the Bureau of Engineering (BOE), who are together executing an inventory of City “yards and shops” with an eventual eye toward identifying and acting on efficiency improvements and, potentially, alternative land uses at a portfolio level.</td>
</tr>
<tr>
<td>• Prepare a compilation and strategic assessment of city-wide goals and policies that refined the strategic approach to portfolio-level management.</td>
</tr>
<tr>
<td>• Cohere community-level core needs and partnership with Council offices to being to align City-wide objectives with community-needs in River-adjacent communities.</td>
</tr>
<tr>
<td>• Form a City working group and clarification of a work plan and schedule.</td>
</tr>
</tbody>
</table>
DEEPEN EVALUATION AND UNDERSTANDING OF THE FEASIBILITY OF POSSIBLE GOVERNANCE MODELS

- Through the “yards and shops” CAO/BOE effort, which will involve consultant services, include in the scope of work an initial analysis of the LA River portfolio-oriented redevelopment opportunities as outlined in this report. This may include identification of a portfolio of River-adjacent “yards and shops for an in-depth market analysis.

- Identify external counterparts and experts to participate in an advisory committee and willing to regularly engage (e.g., legal, academic, financial, NGO, philanthropic). This group could support the initial portfolio analysis, including:
  - Development of the business model for a portfolio approach, which could build off of learnings of City-service efficiencies findings in the “yards and shops” effort;
  - Evaluation of the legal and policy opportunities and constraints related to possible implementation models;
  - Evaluation of the potential social and ecological impacts related to possible implementation model; and,
  - Determination of paths to securing institutional investments in the portfolio from equity partners.

- Pathways for the establishment of a non-profit land trust entity with a board appointed by the City, County, Equity investors, and community representatives.

- The feasibility of an EIFD to act as the operating arms of a land trust, and therefore fulfill the same type of scope as a PFA or PBC.

- Evaluation of a district boundary of a potential EIFD with respect to LA River revitalization goals, pathways for securing a ballot and bond measure to initiate, and feasibility of capitalizing (or substituting altogether) a PFA or PBC through this approach.
Upon a future decision to proceed with a redevelopment pilot program, including identification, funding, and development of internal capacity to coordinate implementation.

Establish governance model and, potentially, new entities through which to test a portfolio approach and preliminary partnership agreements. This may include actions, such as:

- Hosting agency convenings and solicitation of interest to support new entity creation;
- Developments of entity missions and charters in partnership with community-based organizations;
- Determination of board-membership and leadership of implementation models; and,
- Capitalization and stand-up of new teams and/or entities.

Identify a set of pilot projects, including a site-selection criteria and prototypic partnership agreement between parties.
APPENDIX

The following materials are available in digital format at this link

1. Resilience Accelerator Workshop Presentation Deck
2. Resilience Accelerator Workshop Exercise Guide
3. CSRS, Inc Market Assessment
4. IHS Markit Los Angeles Economic Baseline Study
i Map Credit: Studio-MLA

ii Map Credit: Studio MLA


xviii City of Los Angeles. April, 2019.