Community Recommendations for the Future Development of 5401 Crenshaw Boulevard

Prepared for the California Department of General Services

June 2026

LABWC

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Acknowledgements

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- Assata Umoja, Hyde Park Organization for People Empowerment (HOPE)
- Devon Woodfine, Baldwin Hills-Leimert-Crenshaw Los Angeles Tenants Union
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- Designing Justice + Designing Spaces – Architecture/Design
- Konkuey Design Initiative – Landscape Design
- RSG Solutions – Finance

State Partners

- Office of Senator Lola Smallwood-Cuevas (SD28)
- Department of General Services (DGS)

Table of Contents

Executive Summary

This executive summary synthesizes the findings and strategic recommendations for the redevelopment of the state-owned property at 5401 Crenshaw Boulevard (Site), covering the full scope of community visioning, architectural framework, and market analysis, detailed the subsequent sections of the report.

From 1996 to 2017, the State Economic Development Department (EDD) operated the Crenshaw Workforce office at the Site, providing access to employment services such as resume and interview support, direct recruitment,[1] unemployment insurance case management, reemployment resources, and veteran services.[2] EDD vacated the Crenshaw Workforce office in 2017 due to a lease-purchase dispute with the former building owner. Since the closure of the EDD office at 5401 Crenshaw Boulevard, community members have advocated for a return of services and public investment in the corridor.[3] In 2024, Senate Bill 572 authorized the Department of General Services (DGS) to dispose of property for mixed-use affordable housing development considering community recommendations led by the Los Angeles Black Worker Center (LABWC).

Project Overview and Vision

The proposed redevelopment seeks to transform a 59,200 square foot vacant site into a community-serving asset that centers the needs of the South Los Angeles community and Hyde Park residents. The vision is grounded in a "Core Legacy" scenario that prioritizes workforce empowerment, business revitalization, and deeply affordable housing to mitigate the threat of displacement for the neighborhood's historically Black population.

Workforce Empowerment & Economic Opportunity

A primary objective of the project is to address the local unemployment rate, which stands at 9.5% (rising to 11.8% for Black residents), compared to the county average of 5.3%.

- **To reduce economic disparities, the redevelopment of 5401 Crenshaw Boulevard must include space to support workforce development activities, economic empowerment initiatives, and community-serving uses; this will help address the loss of the Economic Development Department (EDD) office and other essential corridor services.**

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[1] Eng, R. (2021, October 7). South LA community members push for reopening of local EDD office. *Spectrum News 1*. https://spectrumnews1.com/ca/la/Jobs/2021/10/07/south-la-community-members-push-for-reopening-of-local-edd-office

[2] Smallwood-Cuevas, L (SD28). (2023). Investing in SD-28: An action plan to revitalize a community asset, while mitigating risk of displacement for historic residents in the Hyde Park neighborhood.

[3] California Senate Democrats. (2021, August 17). *Sen. Kamlager: The path forward for the EDD Crenshaw Office* [Video]. YouTube. https://www.youtube.com/watch?v=Q95MdU_X3aI

- **The development should aim to attract tenants with workforce development and small business support experience.**
- **Beyond employment, the vision for the Site includes providing holistic health services to support community needs.**

The Workforce Empowerment & Economic Opportunity recommendations include:

1. Workforce Empowerment & Economic Pathways
    a. Provide **flexible creative office space** that includes a mix of private offices, private gathering areas, and communal spaces to **support workforce development and training for future-focused industries** that include quality, green jobs and creative careers
    b. Where possible, **recruit local workers** and coordinate with building trades to support Site development, construction, and building operations
    c. **Partner with worker rights organizations** to share training and educational resources related to onsite construction, operations, and maintenance jobs
2. Community-Serving Resources & “One-Stop-Shop” Model
    a. Include **space for health providers** to locate on-site health and holistic mental health services accessible to broader community
    b. Create **community space to host larger workshops and meetings** and to encourage local organizing efforts and networking
    c. Invite **public agencies** to share flexible office space and create a “one-stop-shop” for resources

Core Pillar 2: A Thriving Business District

The report advocates for a "thrivance" model to revitalize the Crenshaw Corridor as a culturally significant commercial destination.

- **The revitalization of the Site should include ground floor retail in keeping with the Crenshaw Corridor’s legacy of a thriving, culturally significant, and locally-owned commercial destination.**
- **The commercial market along the corridor is highly competitive, characterized by low vacancies and rising rents. Community members are interested in new developments that enable local entrepreneurs to access affordable, long-term retail spaces to grow thriving businesses.**

- **Ultimately, the vision for 5401 Crenshaw is to create a hub that encourages movement into and throughout the corridor, seamlessly connecting new residents and visitors with long-standing legacy businesses.**

The Thriving Business District recommendations include:

1. Business Development & Commercial Amenities
    a. Develop **commercial space that may support retail food/drink options** (e.g., coffee, smoothie shops, jazz bar, lounge)
    b. Construct **creative office spaces and common areas** that attract creative businesses to build on the Crenshaw Corridor's cultural legacy
    c. **Prioritize tenants that serve, employ, or are owned by members of targeted populations** as defined by the New Market Tax Credits program
    d. Employ **business retention strategies** like long-term leases and codified commercial rent increases in tenant leases
2. Development & Infrastructure
    a. Make **strategic infrastructure investments** in pedestrian safety, urban greening, and public gathering spaces to bolster foot traffic and encourage connections to other neighborhood amenities
    b. **Include parking for Site residents and retail** to support the inflow of business to the corridor
    c. Ensure **increased ADA compliance & accessibility** such as additional curbside ADA parking near the Site

Core Pillar 3: Housing to Meet Community Needs

With 62% of local renters cost-burdened and median rents reaching $2,300, the project prioritizes permanent, deeply affordable housing.

- **The regional housing market has created a severe financial burden for local families, with many households spending more than 30% of their income on housing costs and many tenants – especially Black residents and those that identify as low income – facing the threat of displacement. To reduce this economic burden, a housing strategy for 5401 Crenshaw must include homes that are affordable to existing residents.**
- **New affordable housing developments are not providing enough bedrooms for a typical household.**

- **The project must address the "missing middle"— the essential workers, elders, and moderate-income residents who often fall into the gap between subsidized housing and market-rate units.**

The Housing to Meet Community Needs recommendations include:

1. Planning & Pre-Development
    a. Explore **partnerships with Community Land Trusts** (CLTs) to offer more flexibility and retain affordability in perpetuity for low income households
    b. **Apply for newly established local funding streams** that may support alternative models (e.g., social housing) and the proposed unit/affordability mix
    c. **Incorporate workforce housing** for middle income earners such as teachers, nurses, and public sector employees
2. Construction
    a. Include **more family-sized units** (i.e., more 2- and 3-bedroom units, larger unit square footage) than currently available in the area
    b. Site development, construction, and operations **workforce opportunities that benefit existing residents** such as local hire programs
3. Occupancy & Ongoing Operations
    a. Ensure that the development aligns with **affirmatively furthering fair housing practices, and aligns with anti-discrimination measures** that are used in the tenant application process[65]
    b. Increase transparency in building operations through **tenant governance models** (i.e., tenant governing boards/associations, participatory planning with tenants)
    c. Create a **priority population preference list** that may support reviewing and scoring housing applications

Architectural Framework: "Core Legacy"

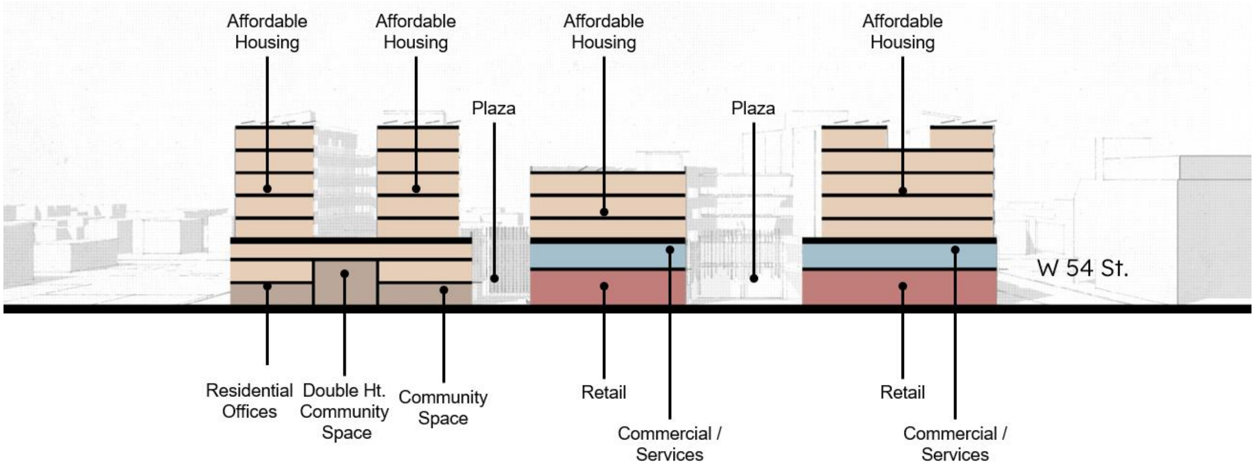

Figure ES-1: Site Section (East-West)

The preferred design organizes the site around a central "shifted" volume to create two distinct courtyards: (1) a public-facing plaza on Crenshaw for markets and events, and (2) a private oasis for residents. The architecture integrates cultural representation through large-scale murals and vertical timber screening, ensuring the building reads as an authentic landmark of Black cultural life in Crenshaw.

The Final Draft delivers 110 affordable housing units within 130,457 SF of residential building area on the main site—an increase of 20 units—made possible by reallocating space from commercial to residential use. The unit mix is 37 one-bedrooms (33%), 42 two-bedrooms (38%), and 31 three-bedrooms (28%). The R1 site adds 9 townhouse units across three levels within a 13,490 SF building: five units at ground level—four one-bedrooms and one three-bedroom townhouse—with four additional townhomes on levels two and three, including three two-bedrooms and one three-bedroom (Appendix E).

Financial Feasibility and Gap Analysis

The total estimated development gap for the project is **$21.99 million**, largely driven by the high costs of subsidized housing and non-residential community spaces. This financing gap can be filled by a variety of federal, state, and local funding, programs like the Low-Income Housing Tax Credits (LIHTC), New Markets Tax Credits (NMTC) targeted populations designations, and private, non-traditional funds.

Table ES-1: RSG Projection of Total Funding Gap

Multifamily Residential	$15,582,000
Live/Work Residential	$0

Retail	$2,141,000
Office	$1,266,000
Commercial & Public Parking	$3,000,000
Total Development Gap	**$21,989,000**
Non-Residential Development Gap	*$6,407,000*

Project Background

Senate Bill 572 (Smallwood-Cuevas) instructs the Los Angeles Black Worker Center (LABWC) to develop community recommendations for the California Department of General Services (DGS) to consider when soliciting proposals for the Site. The research, engagement, and community visioning led by LABWC and Estolano Advisors between February 2025 and June 2026 culminates in this report prepared for DGS.

Site Description

5401 Crenshaw Boulevard (Site) is located on the southwest corner of West 54th Street and South Crenshaw Boulevard (Figure 1). It sits in Los Angeles City Council District 8, represented by Councilmember Marqueece Harris-Dawson, and is within Los Angeles County Supervisorial District 2, represented by Supervisor Holly J. Mitchell. The property also falls within Assembly District 55, represented by Assemblymember Isaac Bryan, as well as Senate District 28, represented by Senator Lola Smallwood-Cuevas.

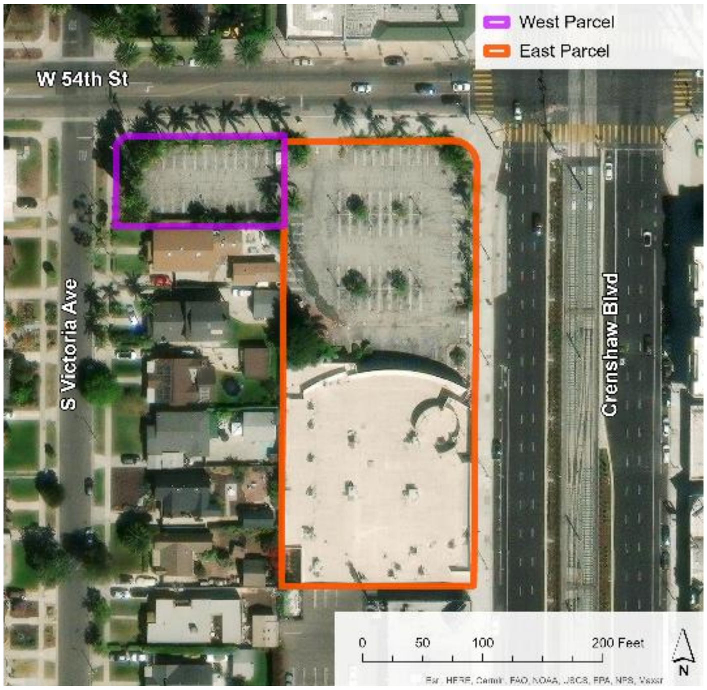

Figure 1: Aerial view of the east and west parcels

The Site consists of two adjacent parcels which include: 1) the east parcel (APN: 5006-005-901) located at the street address 5401 S. Crenshaw Boulevard and 2) the west parcel (APN: 5006-005-900) located at the street address 5400 S. Victoria Avenue (Figure 1).[4] The east parcel consists of 59,200 square feet (approximately 1.4 acres) of land and a 27,616 square foot building. This parcel is zoned C2 for commercial use and includes a vacant one-story building.[5] The west parcel – about 0.4 acres – is zoned for R1

[4] *Zimas*. ZIMAS. (n.d.). https://zimas.lacity.org/
[5] *Assessor - Property Search 5401 Crenshaw*. LA County Assessor. (n.d.). https://assessor.lacounty.gov/homeowners/property-search

residential use and includes an asphalt parking lot.[6] Both parcels are located within the City's Tier 3 Transit Oriented Development areas.

Site History

Figure 2: 1920s – Gas station at 5401 Crenshaw
Source: *Waterandpower.org*

The Site has seen a number of uses, including residential development, commercial retail, and state-operated economic development services. Between 1923 and 1994, multiple single-family homes, a gas station, auto repair shop, and a dry cleaner occupied the Site (Figure 2).[7,8]

In 1995, the existing buildings were torn down and redeveloped into the structure and parking lot that exist today. From 1996 to 2017, the State Economic Development Department (EDD) operated the Crenshaw Workforce office, providing access to employment services such as resume and interview support, direct recruitment,[9] unemployment insurance case management, reemployment resources, and veteran services (Figure 3).[10] EDD vacated the Crenshaw Workforce office in 2017 due to a lease-purchase dispute with the former building owner. Since the closure of the EDD office at 5401 Crenshaw Boulevard, community members have advocated for a return of services and public investment in the corridor.[11]

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[6] *Assessor - Property Search 5400 Victoria*. LA County Assessor. (n.d.). https://assessor.lacounty.gov/homeowners/property-search
[7] Titan Environmental Solutions. (2023, December 7). Indoor Air and Subslab Soil Vapor Sampling Report (TASK ORDER 37 TES PROJECT NO (PN); 105456 IAQ). https://calhcd.service-now.com/csp?id=sc_cat_item&sys_id=1e66706e93214e106587bc3e1dba104c&referrer=popular_items
[8] Water and Power Associates. (n.d.). *Early Los Angeles gas stations (1 of 2)*. https://waterandpower.org/museum/Early_LA_Gas_Stations_1_of_2.html
[9] Eng, R. (2021, October 7). South LA community members push for reopening of local EDD office. *Spectrum News 1*. https://spectrumnews1.com/ca/la/Jobs/2021/10/07/south-la-community-members-push-for-reopening-of-local-edd-office
[10] Smallwood-Cuevas, L (SD28). (2023). Investing in SD-28: An action plan to revitalize a community asset, while mitigating risk of displacement for historic residents in the Hyde Park neighborhood.
[11] California Senate Democrats. (2021, August 17). *Sen. Kamlager: The path forward for the EDD Crenshaw Office* [Video]. YouTube. https://www.youtube.com/watch?v=Q95MdU_X3al

In 2016, the Department of General Services (DGS) contracted consultants to lead a Phase I Environmental Site Assessment (ESA) which included a records scan of previous Site uses and permits. The potential hazards from the previous commercial uses prompted a recommendation for a Phase II ESA which began in 2022.[12] In the Phase II ESA, assessors conducted soil, soil gas, indoor air, and ambient air tests between 2022 and 2023. Phase II found Perchloroethylene (PCE) likely from the dry-cleaning business as the primary contaminant in the soil, and Benzene as the primary indoor air contaminant. While the Benzene levels are generally within the Environmental Protection Agency's (EPA's) and Department of Toxic Substances Control's (DTSC's) acceptable range, the assessors recommend conducting two more rounds of testing and a Human Health Risk Assessment.[13]

Figure 3: Workforce Prep Workshops[1]
Source: *Rotary Club of Crenshaw Park Hills Heights*

As state-owned property, the Site is not subject to local land use regulations, per Government Code Section 53090. This exemption from local land use extends to any lessee "if the lease serves the state agency's public purposes."[14] While the Site is not subject to local land use regulations, this analysis includes a summary of Los Angeles' land use designations for illustrative and context-setting purposes. The study area is characterized by commercial uses along the main corridors and single-family residential zoning with pockets of multi-family housing beyond the main thoroughfares. The Site's mostly commercial zoning offers land use incentives that promote increased affordable housing development. Additionally, the Site is located within an "Opportunity Zone," a federal tax incentive program for investors.[15]

Crenshaw Corridor History

In the early 20th century, investors developed segregated neighborhoods along Crenshaw Boulevard to actualize George Crenshaw's vision of a corridor for middle-class white families in Los Angeles.[16] After racial covenants were outlawed by the Supreme Court, Crenshaw Boulevard became a hub for Black businesses and residents. Venues like the Memory Lane

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[12] Titan Environmental Solutions, Indoor Air, 2023. https://calhcd.service-now.com/csp?id=sc_cat_item&sys_id=1e66706e93214e106587bc3e1dba104c&referrer=popular_items
[13] Titan Environmental Solutions. (2024, December 17). Summary of Site Conditions (2016-2024). https://calhcd.service-now.com/csp?id=sc_cat_item&sys_id=1e66706e93214e106587bc3e1dba104c&referrer=popular_items
[14] Becerra, X., Nolan, M.J. (2018, December 6). Opinion No. 14-403. https://oag.ca.gov/system/files/opinions/pdfs/14-403_2.pdf p. 5
[15] U.S. Department of Housing and Urban Development. (2025.). *Opportunity zones*. https://www.hud.gov/opportunity-zones
[16] Meares, H. (2019, May 17). The History of Crenshaw Blvd in Los Angeles. *Curbed LA.* https://la.curbed.com/2019/5/17/18563304/crenshaw-blvd-los-angeles-nipsey-hussle-history (publication ceased)

Supper Club, Maverick's Flat, and the Holiday Bowl established the corridor's notoriety for art, music, and nightlife.[17] Decades of public disinvestment, over-policing, and changing neighborhood demographics hindered many of these Black businesses, forcing some to shutter.[18] Considering this legacy of displacement, community members raised concerns about Metro's decision to build the Crenshaw/LAX light rail above ground, with residents fearing the loss of more historic businesses and landmarks to gentrification.[19] Recent efforts from Destination Crenshaw, Liberty Community Land Trust, and the Black Owned and Operated Community Land Trust (BOOCLT) have used alternative development models to support business retention, Black arts and cultural placemaking, and to retain community stewardship of land along Crenshaw Boulevard.

Community Profile

The community surrounding the Site is characterized by relatively high population density, a significant share of Black residents, an older populace, lower median incomes, and higher unemployment. The neighborhood surrounding the Site is home to about 37,000 residents, with a relatively high population density when compared to the City and County of Los Angeles. Within a mile of the Site, there is a higher share of Black residents compared to broader Los Angeles. Almost 50% of residents near the Site identify as Black, compared to about 10% in the city and county. Census blocks north and west of the Site have the highest concentration of Black residents. In terms of age distribution, the median age within a mile of the Site (41 years) is slightly higher than the county's (38 years). The median age for Black residents is higher still, at 49 compared to 40 in LA County. Likewise, more Black residents above the age of 65 live in areas northwest of the Site. Economically, the median household income in the surrounding community is $66,700, about $20,000 less than the county's. The unemployment rate within one mile is also higher, at almost 10% compared to 5% in LA County. The unemployment rate among Black residents nearby is also higher at 12%, when compared to 8% in LA County.[20]

The neighborhood surrounding the property is an active commercial and residential area consisting of food services, convenience stores, phone repair shops, beauty salons, multi-family housing complexes, and single-family homes. Some notable amenities include the Los Angeles Black Worker Center, Crenshaw Yoga, Crenshaw High School, Crenshaw Plaza Mall, Crenshaw Farmers' Market and the recently opened Vallarta Supermarket. The Site is also situated in a high-quality transit area between the Leimert Park and Hyde Park Stations on the Metro K (formerly Crenshaw/LAX) Line. Recently, the surrounding area has seen more community-centered developments, including affordable housing projects and infrastructure investments

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[17] Parra, A. (2013, October 23). Crenshaw Boulevard: Cruising Through the Decades. *PBS SoCal.* https://www.pbssocal.org/history-society/crenshaw-boulevard-cruising-through-the-decades

[18] Meares, H. (2019, May 17). The History of Crenshaw Blvd in Los Angeles. *Curbed LA.* https://la.curbed.com/2019/5/17/18563304/crenshaw-blvd-los-angeles-nipsey-hussle-history (publication ceased)

[19] Chiland, E. (2017, September 22). Crenshaw Line: Residents weigh in on the future of their neighborhoods. *Curbed LA.* https://la.curbed.com/2017/9/22/16347450/crenshaw-line-lax-leimert-park-metro-development (publication ceased)

[20] Esri. (2026). *ArcGIS Business Analyst* [Software]. https://www.esri.com/en-us/arcgis/products/arcgis-business-analyst/overview

aimed at improving the neighborhood. Notably, the Destination Crenshaw Project includes art installations, green spaces, and cultural landmarks along a 1.3-mile stretch of the new Crenshaw/LAX light rail line. There are multiple planned mixed-use, multi-family, and single-family home construction projects planned north of the Site. These developments signal a trend toward revitalization and reinvestment throughout the Crenshaw Corridor.

Senate Bill 572

Senate Bill 572 was signed by the Governor of California in September 2024. This bill authorizes the Director of General Services (DGS) to facilitate the disposition of the 59,200 square foot surplus property located at 5401 Crenshaw Boulevard in Los Angeles by January 1, 2030. The property must be used to develop affordable or mixed-use housing, in keeping with state procedures and priorities for disposing of surplus properties. Through a competitive solicitation process, DGS scores proposals based on affordability, speed of delivery, financial feasibility, racial equity and inclusive practices, as well as sustainability and accessibility. DGS desires projects that are financially viable but also probable – in other words, projects which have a high likelihood of financial success, or "penciling out" regardless of external market conditions. Successful proposers will identify external funding sources and demonstrate their project's competitiveness for these funding pools as a core component of feasibility. Competitive proposals will also include realistic timelines for securing environmental clearances under the California Environmental Quality Act (CEQA) and entitlements, while prioritizing racial equity, inclusive practices, and sustainable development.

Glossary of Terms

Affordable Housing is housing where the occupant spends no more than 30% of their income on housing. To achieve this, building operators often rely on public subsidies, such as tax credits, grants, and loans to offset development costs and ensure that rents stay affordable. Affordable housing can be developed by nonprofits, for profit entities, community land trusts, or government agencies. It can also be naturally occurring, including housing that has been passed down through generations, or housing where rent is subject to a cap.[21]

Employment Development Department (EDD) offered State workforce and unemployment resources from the 5401 Crenshaw Workforce Office between 1996 and 2017 when the office closed due to a lease-purchase dispute with the former owner. EDD operates job services, unemployment insurance, and disability benefits to residents of California.

Excess Sites are under-utilized or no longer needed state-owned properties made available through the Excess Sites Program for affordable housing development. (Appendix C)

Site refers to the two parcels at 5401 S. Crenshaw and 5400 S. Victoria in Los Angeles' 90043 zip code where the former Crenshaw Workforce Office and parking is located.

Social Housing is a public option for housing that is permanently and deeply affordable, under community control/governance, and is protected from the private housing and real estate market. Social housing can be owned by public agencies, mission-driven non-profit organizations, or cooperative entities. In this model, residents have access to democratic governance and strong tenant protections. Social housing must serve the lowest-income and most system impacted communities, as well as provide affordable options for working class households.

- Social housing models include:
  - **Housing with strong tenant & owner governance:** Residential cooperatives, condominium boards, homeowner associations, and tenant councils can govern single family homes~~.~~ multi-family acquisition, rehabilitation projects, and new construction.
  - **Affordable mixed-use and commercial spaces:** providing affordable business tenants, retail establishments, and community-serving uses.
  - **Green spaces** such as community gardens and urban farms.[22]

Workforce Development is a comprehensive approach to preparing individuals for success in the labor market bringing together education, training, support services, and employment strategies to strengthen local economies and empower communities.[23]

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[21] U.S. Department of Housing and Urban Development. (2006, April 6). *Glossary of terms to affordable housing*. HUD Archives. https://archives.hud.gov/local/nv/goodstories/2006-04-06glos.cfm

[22] AHJ. "Basic Principles: What Is Social Housing?," 2021. https://www.allianceforhousingjustice.org/us-social-housing-principles#:~:text=Social%20Ownership,say%20over%20their%20living%20conditions .

[23] *What is Workforce Development? - NAWDP*. (2025, July 3). Nawdp. https://www.nawdp.org/what-is-workforce-development/

Workforce Housing is affordable housing that targets households earning between 80 and 120 percent of area median income (AMI).[24] Workforce housing is a type of affordable housing that addresses the housing needs of middle-income workers such as teachers, healthcare workers, and essential workers.[25] (Appendix B)

Key Partners

Key partners for this project include:

- Community Working Group (CWG)
- Department of General Services (DGS)
- Designing Justice, Designing Spaces (DJDS)
- Kounkuey Design Initiative (KDI)
- Los Angeles Black Worker Center (LABWC)
- RSG Solutions (RSG)
- Senate District 28 (SD28)

[24] Hamann, J. (2022, December 8). *Who finances workforce housing?*. HUD Loans. https://www.hud.loans/hud-loans-blog/workforce-housing-why-is-it-so-important/

[25] *Student Corner: What Exactly is Workforce Housing and Why is it Important? – Community and Economic Development*. (2018). Unc.Edu. https://ced.sog.unc.edu/2018/07/12/what-exactly-is-workforce-housing-and-why-is-it-important/

Methodology

Overview of Overall Timeline & Components

Between February 2025 and June 2026, Estolano Advisors (EA), in partnership with the Los Angeles Black Worker Center (LABWC) and Senate District 28 (SD 28), facilitated a dialogue with diverse community stakeholders to develop a vision for the Site grounded in data, community members lived experiences, and an assessment of the overall market. The following timeline outlines the process and outcomes of each phase of the project.

- **Background Research and Project Briefings:** (February – August 2025) EA conducted landscape research informed by local policy, demographic data, and conversations with stakeholders. EA also began to engage stakeholders to build trust, socialize the project, and foster dialogue with local leaders.
- **Community Visioning:** (December 2025 – June 2026) EA and LABWC led five (5) visioning sessions with the Community Working Group (CWG) and collected 176 responses to a community survey. The conversations in these visioning sessions, input shared with the design and finance teams, and the feedback from the community survey shaped the final recommendations and priorities submitted to DGS.
- **Recommendations Report and Technical Assistance:** (February – June 2026) In the final phase of this process, EA used the information and community input from the first two phases to develop this recommendations report. Upon completion of the report in June 2026, EA will provide technical assistance to LABWC as they coordinate with DGS to inform the solicitation and evaluation processes, in accordance with Senate Bill 572.

Site Background Research

EA performed background research to ground the recommendations in local context, including an overview of existing affordable housing development in the area and explaining the process for state-owned property disposition. This research included a document review, stakeholder and expert interviews, and case study research to inform CWG members through the visioning process.

- **Document Review:** Reviewed Environmental Site Assessments, historical records of the Crenshaw Corridor, and analyzed the Excess Sites Program to understand the Site's history and future disposition.
- **Individual and Small Group Discussions:** Estolano Advisors (EA) engaged over thirty (30) community stakeholders across eight (8) 90-minute discussions to share information about the project and better understand community perspectives.
- **Case Studies:** Performed desk research to develop three (3) case studies investigating 1) community land trusts on surplus/excess land; 2) workforce housing models; and 3) social housing. (Appendix B-D)

Community Visioning with Community Working Group

The Los Angeles Black Worker Center (LABWC) and Estolano Advisors (EA) convened a Community Working Group (CWG) with members from 13 organizations representing Site neighbors, housing advocates, workforce and economic development partners, community-based organizations, and labor. EA provided honoraria to organizations identified as non-profits to compensate members for their time and participation at visioning meetings.

LABWC, in partnership with EA, hosted five (5) in-person community visioning meetings between December 2025 and June 2026 with the selected CWG members. In the community visioning sessions, CWG members workshopped, brainstormed, and provided feedback on potential development concepts, priorities, and frameworks. The goals of the visioning sessions were to:

- Identify community needs, priorities, concerns, and desired uses to inform potential amenities, opportunities, and development scenarios for the Site
- Explore development concepts and scenarios that best align with community priorities
- Align on and support a preferred development concept and vision for the Site
- Engage trusted community messengers in project scoping

Community Amenities Survey

Between January and February 2026, LABWC launched a community survey (Appendix A) to gather input and feedback on the Site from a wider audience (i.e., beyond the Community Working Group). LABWC mobilized their canvassers to door knock and collect survey responses from the Site's closest neighbors. The survey was available online through the LABWC and Project websites, and Working Group members shared the survey with their networks. This outreach secured 176 responses from community stakeholders and Site neighbors. EA led quantitative and qualitative survey analysis to identify the key themes and priorities of the Site's neighbors.

Financial Feasibility Analysis

RSG Solutions led financial feasibility and market analyses to ground the recommendations in the local context. To better understand local market conditions, RSG analyzed community demographics, local residential needs, market trends, and additional relevant data. The market analysis supported and added insight to the engagement findings and informed the design conceptualization. RSG then performed a financial feasibility and financing analysis on the proposed design concepts and worked with the design team to right-size the design recommendations with the real-estate development financing realities of the Site.

Design Options Evaluation

Designing Justice + Designing Spaces (DJDS) and Kounkuey Design Initiative (KDI), as the architecture and design team, led the Site and technical analysis for the Site. DJDS used this Site analysis to engage in conversation and design exercises with the Working Group members. This input was used as a basis of the design process that moved the Community Working

Groupfrom values to iterative concepts to architectural vision. DJDS + KDI reflected Working Group and survey feedback into development options that Working Group members refined into the final design framework.

Technical Interviews and Strategic Advisement

In addition to the 13 organizations representing the Community Working Group, EA and LABWC engaged organizations representing labor, land trusts, housing advocates, land stewards, and public agencies to advise on and review the working group's recommendations.

Summary of Key Findings

This section summarizes the community vision for the redevelopment of state-owned property located at 5401 Crenshaw Boulevard. The findings synthesize insights gathered through independent research; input from a Community Working Group (CWG) comprised of residents, community leaders, business owners, advocates, and organized labor; outcomes from a community survey; the results of a market analysis; and an exploration of conceptual designs.

The narrative describes current challenges and unique opportunities for this Site's development. They emphasize how existing workforce, business, and housing realities impact the Crenshaw corridor and its residents. Drawing from examples of community land trusts, social, and workforce housing, the document highlights innovative approaches that can inform the disposition of 5401 Crenshaw Boulevard. The findings are organized in three thematic areas:

1. Workforce Empowerment & Pathways to Economic Opportunity
2. Thriving Crenshaw Business District
3. Housing to Meet Community Needs

1. Workforce Empowerment & Pathways to Economic Opportunity

- **To reduce economic disparities, the redevelopment of 5401 Crenshaw Boulevard must include space to support workforce development activities, economic empowerment initiatives, and community-serving uses; this will help address the loss of the Economic Development Department (EDD) office and other essential corridor services.** Community Working Group members emphasized the loss of services when the EDD office closed in 2017 and provided recommendations for additional public services. Local leaders referenced a previous proposal in partnership with former Senator Sydney Kamlager-Dove that envisioned a "one-stop-shop" with a variety of social services in addition to EDD's return at the Site. While the office's closure aligned with EDD's transition to telephone and web service, 64% of community survey respondents have personal experience or know of a family member or friend who utilized the in-person services and resources at the former EDD office. This indicates that the community frequently utilized these in-person resources and would benefit from a physical space dedicated to economic and workforce services.[26,27]

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[26] California State Auditor, Bureau of State Audits. (2001, July). Employment Development Department: Although new telephone services have enhanced customer access to its unemployment and disability insurance programs, customers encounter difficulties during peak calling periods (Report No. 99031). https://information.auditor.ca.gov/pdfs/reports/99031.pdf

[27] Estolano Advisors. (2026, February). *5401 Crenshaw community amenities survey* [Unpublished survey data].

Further, the local socioeconomic data reveal a pressing need for this intervention: the current unemployment rate within a one-mile radius is 9.5%, significantly higher than the rates for both the City (5.8%) and County (5.3%) as shown in Figure 4.[28] The economic disparity is even more pronounced for the neighborhood's Black residents, who face an 11.8% unemployment rate.[29] This gap is nearly four percentage points higher than the citywide average for Black workers, creating a condition where the rising cost of living makes Black community members increasingly vulnerable to displacement.[30]

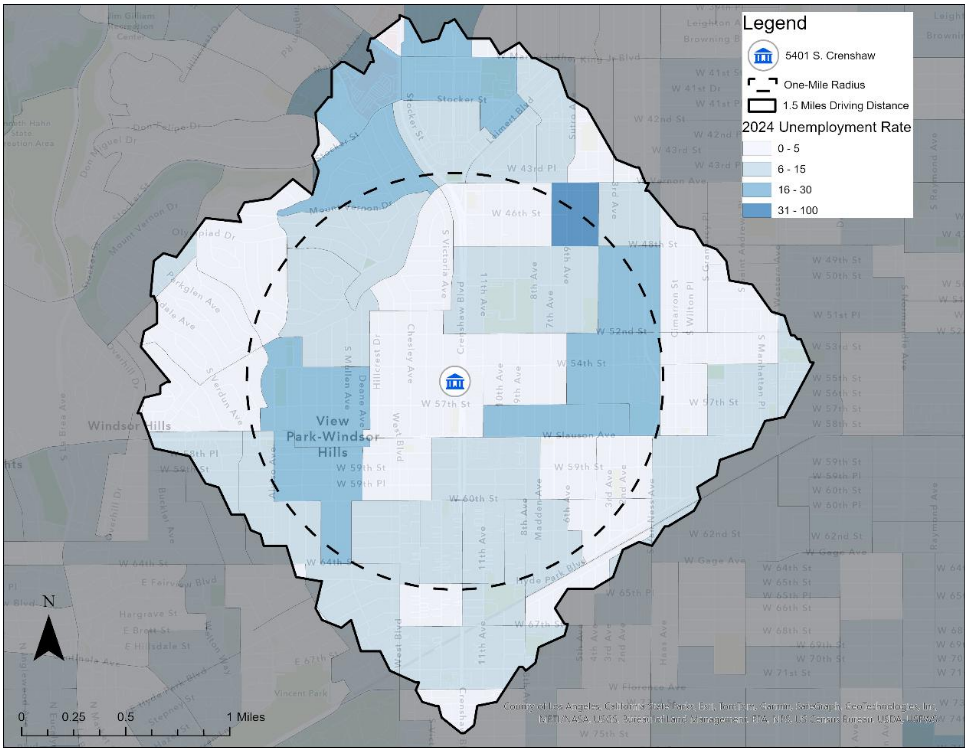

Figure 4: Unemployment Rate Near 5401 Crenshaw Boulevard

To meet this need, the future development should address the loss of workforce services and the need for other supportive services accessible to the greater community through office space that can house onsite resource providers. Community members envision office space for community-serving organizations above ground level commercial retail.

- **The development should aim to attract tenants with workforce development and small business support experience.** Members emphasized the importance of holistic workforce development, job training, education, and direct job placement to expand resources beyond what the former EDD site provided. Quality job training (47%) and essential employment and workforce services (36%) are the top two highest ranked businesses or services community members seek on the Site based on the Community

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[28] Esri. (2026). *ArcGIS Business Analyst* [Software]. https://www.esri.com/en-us/arcgis/products/arcgis-business-analyst/overview
[29] Esri. (2026). *ArcGIS Business Analyst* [Software]. https://www.esri.com/en-us/arcgis/products/arcgis-business-analyst/overview
[30] Estolano Advisors. (2026, February). *5401 Crenshaw community amenities survey* [Unpublished survey data].

Amenities Survey.[31] Working Group members envision a "one-stop-shop" model to host a variety of service providers in commercial office space that is flexible, includes private offices, and common areas that are inviting and accessible to the wider public.

It is also critical to align training programs with industry demand. Sectoral training and apprenticeship programs aligned with high-growth industries can provide residents with in-demand skills and pathways to middle-class careers, while targeted upskilling opportunities help reduce occupational segregation and expand access to quality jobs for people of color.[32,33] Equally important are strong cross-sector partnerships that connect workforce systems, educational institutions, employers, community-based organizations, and local government leaders around a shared vision for economic opportunity.[34] Building operators can connect with the following entities to discuss partnerships and identify potential tenants: the Los Angeles Economic and Workforce Development Department (EWDD), Los Angeles County Department of Public Social Services' START program, Los Angeles County Department of Economic Opportunity (DEO), WorkSource Centers, Los Angeles Black Worker Center's (LABWC's) Workforce Equity Demonstration Program, Asian American Drug Abuse Program (AADAP), and Brotherhood Crusade.[35,36,37]

- **Beyond employment, the vision for the Site includes providing holistic health services to support community needs.** Mental health services was the third highest-ranked desired amenity in the community survey, with 35.6% of respondents expressing desire for these services.[38] Medical amenities were ranked fifth highest with 20.3% of survey respondents including medical amenities such as family medical, dental, and pharmacy in their top three desired onsite amenities.[39] The survey responses reflect the neighborhood need for health resources; the Site is located within a designated Medically Underserved Area (MUA), which signals a need for accessible primary care and specialized services for the population.[40] MUAs, designated by the U.S. Health

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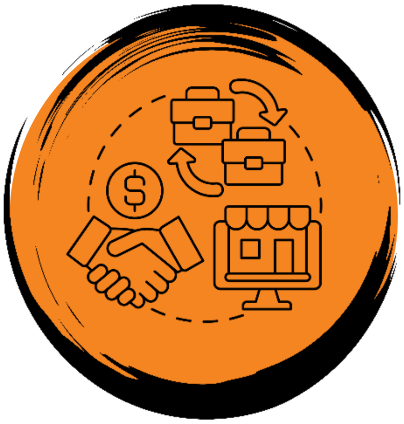
[31] Estolano Advisors. (2026, February). *5401 Crenshaw community amenities survey* [Unpublished survey data].
[32] Torres Rodríguez, S. (2021, January 19). Place-based workforce development strategies can support an equitable COVID-19 recovery. *Urban Wire*. Urban Institute. https://www.urban.org/urban-wire/place-based-workforce-development-strategies-can-support-equitable-covid-19-recovery
[33] Ireland, L. (2024, September 12). *Workforce development: Effective strategies for employment success* [Written brief]. Evidence-to-Impact Collaborative, Pennsylvania State University. https://evidence2impact.psu.edu/resources/workforce-development-effective-strategies-for-employment-success-2/
[34] Torres Rodríguez, S. (2021, January 19). Place-based workforce development strategies can support an equitable COVID-19 recovery. *Urban Wire*. Urban Institute. https://www.urban.org/urban-wire/place-based-workforce-development-strategies-can-support-equitable-covid-19-recovery
[35] City of Los Angeles Economic and Workforce Development Department. (2025 - 2026). WorkSource centers. https://ewdd.lacity.gov/index.php/employment/worksource
[36] Los Angeles Black Worker Center. (2023). Workforce Equity Demonstration Project. https://lablackworkercenter.org/workforce-equity-demonstration/
[37] Los Angeles County Department of Public Social Services. (2026). Skills and Training to Achieve Readiness for Tomorrow (START). https://dpss.lacounty.gov/en/jobs/start.html
[38] Estolano Advisors. (2026, February). *5401 Crenshaw community amenities survey* [Unpublished survey data].
[39] Estolano Advisors. (2026, February). *5401 Crenshaw community amenities survey* [Unpublished survey data].
[40] Los Angeles County Department of Public Health. (n.d.). Medically underserved areas/populations [Dataset]. LA County Open Data. https://data.lacounty.gov/datasets/lacounty::medically-underserved-areas-populations/about

Resources and Services Administration, are geographic areas lacking primary care services for a specific population. In these areas, residents face greater economic, cultural, or language barriers to access healthcare with higher shares of residents who are experiencing homelessness, residents who are low-income, or residents eligible for Medicaid. [41] In South Los Angeles nearly one in three adults delay or forgo medical care due to limited provider availability, cost, or transportation barriers.[42] These conditions result in residents experiencing higher rates of chronic conditions including diabetes and heart disease, reducing life expectancy.[43] Medical office space to house mental health, maternal health, and prenatal health services were named by Working Group members as priorities for the Site.

2. Thriving Crenshaw Business District



- **The revitalization of the Site should include ground floor retail in keeping with the Crenshaw Corridor's legacy of a thriving, culturally significant, and locally-owned commercial destination.** While recent investments in the area aimed to bolster small businesses, many legacy and Black-owned enterprises have struggled with the legacy of redlining and disinvestment, a lack of access to capital and traditional financing instruments for small businesses, and limited commercial stock that has the effect of driving up rents.[44] Anecdotally, CWG members cite the loss of over 400 parking spaces along the corridor when the Metro K line was developed as an impediment for small businesses.[45] Likewise, the removal of a mid-block pedestrian crosswalk[46] and 175 trees to accommodate the transit line had a major impact on walkability, which can discourage foot traffic that is critical for local

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[41] Los Angeles County Department of Public Health. (n.d.). Medically underserved areas/populations [Dataset]. LA County Open Data. https://data.lacounty.gov/datasets/lacounty::medically-underserved-areas-populations/about

[42] Saban Community Clinic. (2026, May 8). Saban Community Clinic breaks ground on Crenshaw Family Health Center, expanding access for over 287,000 low-income people in one of Los Angeles' most underserved communities [Press release]. Morningstar/Business Wire. https://www.morningstar.com/news/business-wire/20260508922925/saban-community-clinic-breaks-ground-on-crenshaw-family-health-center-expanding-access-for-over-287000-low-income-people-in-one-of-los-angeles-most-underserved-communities

[43] Saban Community Clinic. (2026, May 8). Saban Community Clinic breaks ground on Crenshaw Family Health Center, expanding access for over 287,000 low-income people in one of Los Angeles' most underserved communities [Press release]. Morningstar/Business Wire. https://www.morningstar.com/news/business-wire/20260508922925/saban-community-clinic-breaks-ground-on-crenshaw-family-health-center-expanding-access-for-over-287000-low-income-people-in-one-of-los-angeles-most-underserved-communities

[44] Osemwengie, P. (2022). Small business anti-displacement strategies & tools: supporting local small businesses in Crenshaw. https://inclusiveaction.org/wp-content/uploads/2022/08/Crenshaw-Small-Business-Anti-Displacement.pdf

[45] Los Angeles City Council Transportation Committee. (2014, August 12). *Communication from chair and member, Transportation Committee relative to conducting a parking study along the Crenshaw/LAX Transit Corridor Project alignment to assess current and future parking needs* (File No. 12-0234-S1). City of Los Angeles. https://cityclerk.lacity.org/onlinedocs/2012/12-0234-s1_rpt_tran_8-12-14.PDF

[46] Google. (n.d.). *5350 Crenshaw Blvd, Los Angeles, CA 90043* [Aerial view]. Google Earth. https://earth.google.com/web/search/5350+Crenshaw+Blvd,+Los+Angeles,+CA+90043

businesses. The pandemic further exacerbated economic hardships,[47] with longstanding businesses like Black Diamond and second-generation owned Adee Plumbing and Heating shuttering in this time.[48]

The CWG, survey respondents, and past studies have demonstrated that residents and business owners are interested in exploring opportunities to support commercial retail using targeted interventions. This may include long-term leases and limits on rent increases for commercial tenants, locating financial institutions along the corridor to give businesses better access to capital, and exploring collective ownership models via community land trusts.[49] This development must serve as a restorative force, revitalizing the business district by fostering a "thrivance" model that prioritizes local entrepreneurs.

The economic landscape of the corridor reveals a community with significant potential but also notable constraints for retail development. Residents living within a one-mile radius of the Site possess 16% less disposable income than the citywide average, making the success of local businesses dependent on high-quality, accessible, and culturally relevant retail options.[50] In spite of this, the commercial market remains remarkably competitive; retail vacancy rates have consistently stayed between 2% and 7% over the last decade.[51] This low vacancy suggests a resilient business environment, yet one that has been starved for new, intentional space.

Working Group members want to see the Crenshaw Corridor become a commercial hub for small, locally-owned, and Black-owned businesses. Partnerships with local businesses, youth-development organizations, and resource providers will support this vision. Community Working Group members strongly recommend first-floor commercial space for small businesses as a vision for the Site. Recommendations from Community Working Group members and community residents alike include on-site business development and entrepreneurship resources, creating community co-working space, open community meeting space, and prioritizing small/locally owned businesses in the ground floor commercial units. The Site's amenities should go beyond basic retail, serving as gathering places that celebrate the neighborhood's rich arts and culture.

- **The commercial market along the corridor is highly competitive, characterized by low vacancies and rising rents. Community members are interested in new developments that enable local entrepreneurs to access affordable, long-term retail spaces to grow thriving businesses.** Since 2018, only 12,959 square feet of

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[47] California Community Foundation. (2025, November 12). *Destination Crenshaw showcases the cultural soul of Black Los Angeles*. https://www.calfund.org/news-and-events/destination-crenshaw-showcases-the-cultural-soul-of-black-los-angeles/
[48] Google. (n.d.). *5350 Crenshaw Blvd, Los Angeles, CA 90043* [Aerial view]. Google Earth. https://earth.google.com/web/search/5350+Crenshaw+Blvd,+Los+Angeles,+CA+90043
[49] Osemwengie, P. (2022). Small business anti-displacement strategies & tools: supporting local small businesses in Crenshaw. https://inclusiveaction.org/wp-content/uploads/2022/08/Crenshaw-Small-Business-Anti-Displacement.pdf
[50] Esri. (n.d.). *ArcGIS Business Analyst* [Software]. https://www.esri.com/en-us/arcgis/products/arcgis-business-analyst/overview
[51] CoStar Group. (n.d.). *CoStar: #1 commercial real estate information company* [Database]. https://www.costar.com/

new retail space has been delivered across three buildings within a mile of the Site.[52] Furthermore, a 2022 study found that in the 90043 ZIP code “more tenants are moving into commercial spaces…than moving out,” indicating strong market demand.[53]

To support commercial retail development, our financial analysis looked for opportunities to subsidize development costs along the corridor, including using the “Targeted Populations” provision of the New Market Tax Credit Program. The New Markets Tax Credit (NMTC) Program encourages private investment and economic development in eligible Low-Income Communities (LICs). Designated LICs are generally defined as census tracts with either a poverty rate of at least 20% or a median family income (MFI) at or below 80% of the applicable area median family income. The American Jobs Creation Act of 2004 expanded eligibility to include certain “targeted populations,” defined as low-income individuals or identifiable groups of individuals who otherwise lack adequate access to loans or equity investments.[54] Establishments on the Site may be considered a qualified active low-income community business (QALICB) in several ways: (1) if they generate 50% of their revenues from members of targeted populations, or (2) if at least 40% of their workforce includes members from said populations, or (3) if 50% or more of the entity is owned by a member of a targeted population.[55] Community members encourage proposers to investigate the applicability of this aspect of the NMTC program to support underserved entrepreneurs.

- **Ultimately, the vision for 5401 Crenshaw is to create a hub that encourages movement into and throughout the corridor, seamlessly connecting existing residents and visitors with long-standing legacy businesses.** Additionally, members named walkability, streetscape improvements (e.g., trees, shade, seating, and access to green space), and pedestrian safety improvements (e.g., high-visibility crosswalks, well-maintained sidewalks, traffic calming infrastructure, lighting) as a priortity. Improvements to provide adequate sidewalk and street lighting infrastructure will create a safer and accessible route for residents to walk around the corridor. Along Crenshaw Corridor average tree canopy coverage generally ranges from 0% to 4% which is about 18% lower than the County wide tree canopy coverage of 18%.[56] Crenshaw Corridor is also identified as a priority area for increasing access to regional recreation. Areas with this designation have significant social and transportation barriers, health and environmental

[52] CoStar Group. (n.d.). *CoStar: #1 commercial real estate information company* [Database]. https://www.costar.com/
[53] Osemwengie, P. (2022). Small business anti-displacement strategies & tools: supporting local small businesses in Crenshaw. https://inclusiveaction.org/wp-content/uploads/2022/08/Crenshaw-Small-Business-Anti-Displacement.pdf p. 23
[54] Community Development Financial Institutions Fund. (2010, May 4). *2010 NMTC program and application overview* [Webcast presentation slides]. U.S. Department of the Treasury. https://drive.google.com/file/d/1VpKrXSm1CM4QPCRHPVWtZFOpkTsNVkV5/view
[55] Community Financial Institutions Fund (n.d.). NMTC Q&A document: low-income communities and targeted populations. https://www.cdfifund.gov/system/files/documents/nmtc-target-areas-qa.pdf
[56] TreePeople. (2020). *Los Angeles County Tree Canopy Basic Viewer.* [Interactive map]. ArcGIS Web AppViewer. https://lmu-la.maps.arcgis.com/apps/webappviewer/index.html?id=eed2401474d140f181f03e69a1d835e7

vulnerabilities, and poor access to regional recreation sites.[57] Residents of Council District 10, which includes the Crenshaw Corridor, cite the need for more parks and/or open space within walking distance of their home. For the parks and open space that do exist, residents identify lack of shade and programming for youth and seniors as needs to improve their experience.[58] Improving tree canopy and shade structures, as well as providing space for community gathering can help improve the experience of residents along the corridor and encourage more foot traffic for businesses.

3. Housing to Meet Community Needs

- **The regional housing market has created a severe financial burden for local families, with many households spending more than 30% of their income on housing costs and many tenants facing the threat of displacement. To reduce this economic burden, a housing strategy for 5401 Crenshaw must include homes that are affordable to existing residents.** The Crenshaw corridor has seen new market-rate developments that remain largely unaffordable to the local population, creating an environment where rising costs threaten the neighborhood's stability. Typical rents in the 90043 ZIP code have reached $2,300, with studio apartments averaging nearly $2,000.[59] Meanwhile, the neighborhood's median household income is $66,700, or roughly $5,560 a month (Figure 5).[60] For housing to be considered affordable, residents should spend 30% or less of their income on rent. For locals, that means that housing should cost no more than $1,668 per month – leaving the average studio apartment out of reach. Near the Site, 63% of households are considered low income, compared to 57% citywide.[61] This has led to disproportionately high housing cost burdens, with 62% of renters and 42% of homeowners in the 90043 zip code putting over 30% of their income toward housing—rates that surpass those of the City and County.[62]

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[57] Los Angeles County Department of Parks and Recreation. (2022). *PNA+ map viewer* [Interactive map]. ArcGIS Instant App. https://lacounty.maps.arcgis.com/apps/instant/media/index.html?appid=3d0ef36720b447dcade1ab87a2cc80b9&locale=en-US

[58] Los Angeles Department of Recreation and Parks. (2026). *Council District 10 snapshot*. Parks Needs Assessment. https://needs.parks.lacity.gov/community-needs/council-district-snapshots/council-district-10/

[59] Esri. (2025). *ArcGIS Business Analyst* [Software]. https://www.esri.com/en-us/arcgis/products/arcgis-business-analyst/overview

[60] Esri. (2026). *ArcGIS Business Analyst* [Software]. https://www.esri.com/en-us/arcgis/products/arcgis-business-analyst/overview

[61] Esri. (2025). *ArcGIS Business Analyst* [Software]. https://www.esri.com/en-us/arcgis/products/arcgis-business-analyst/overview

[62] U.S. Census Bureau. (2024). Selected Housing Characteristics. *American Community Survey, ACS 1-Year Estimates Data Profiles, Table DP04*. Retrieved June 24, 2026, from https://data.census.gov/table/ACSDP1Y2024.DP04?q=rent+&y=2024.

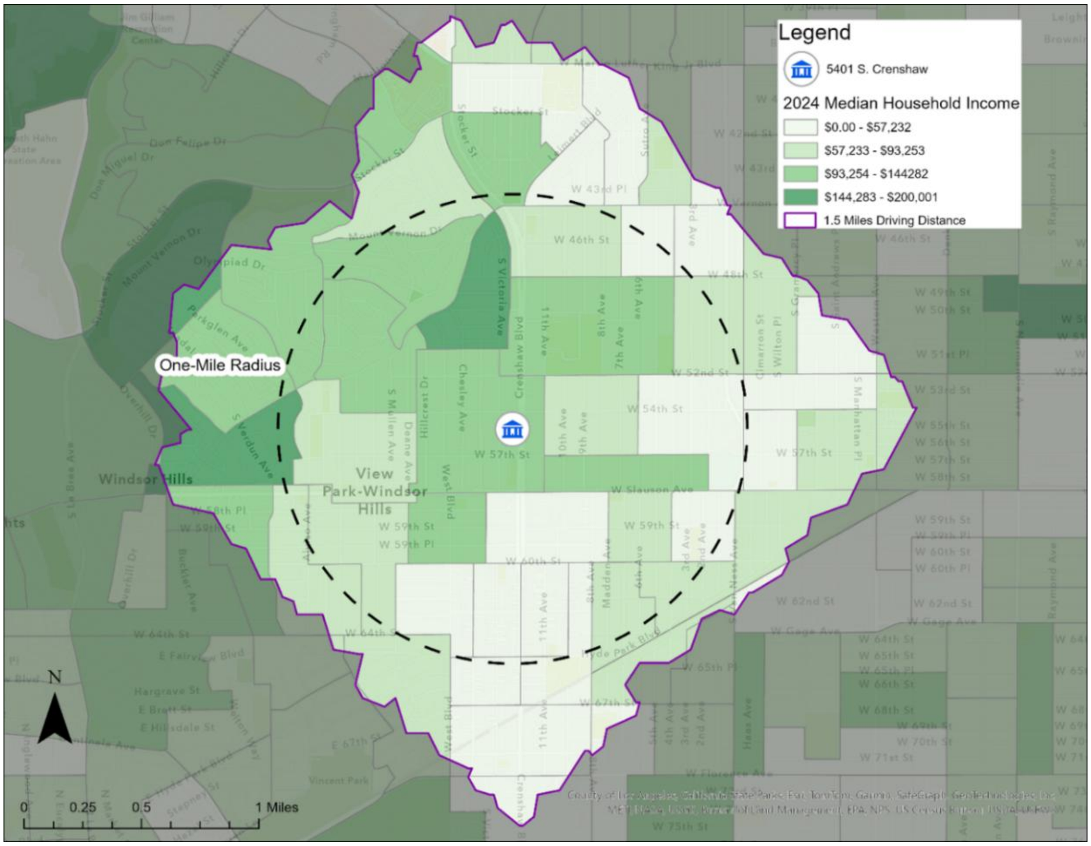

Figure 5: Median Household Income Near 5401 Crenshaw Boulevard

Community Working Group members cited displacement of Black and middle-income residents from the historically Black Hyde Park neighborhood and the aggressive pace of neighborhood change as key concerns. The Site's census tract saw a 91% increase in home values from 2000 to 2018 and residents are considered "susceptible to displacement."[63] Without a deliberate focus on building housing that existing residents can afford, the area risks losing the locals who define its cultural and social fabric. Of the community members surveyed, 52% believe this Site should address housing affordability and 59% indicated homes for low-income households are an important priority.[64] Community Working Group members agree that new housing should be affordable for existing residents.

- **New affordable housing developments are not providing enough bedrooms for a typical household.** The Hyde Park neighborhood is historically home to many intergenerational, working-class Black families. The average household size in the neighborhood is 2.75, indicating a demand for units with two or more bedrooms. While the Site is intended to prevent the displacement of historic, multi-generational, and

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[63] Chapple, K., Thomas, T., & Zuk, M. (2021). *Urban Displacement Project* [Website]. Urban Displacement Project. https://www.urbandisplacement.org/
[64] Estolano Advisors. (2026, February). *5401 Crenshaw community amenities survey* [Unpublished survey data].

working-class Black families, modern transit-oriented developments in and around the Crenshaw Corridor heavily skew toward smaller units. Only 24% of existing affordable units and 26% of proposed affordable units in the area include two or more bedrooms.[65] For example, the new 216,000 square foot development at 4611 Crenshaw Boulevard includes 195 studio, one-, and two-bedroom units and nine live/work lofts, but no three-bedroom units.[66] This is one of many examples emblematic of a theme across Los Angeles — the lack of family-sized affordable housing. When new affordable developments are built with smaller units, larger families are left without options. This forces multi-generational households to remain in housing that may not match their family's needs or face displacement due to expensive housing costs.

With a median age of three years older than the citywide population at nearly 41 years old and nearly 28% of residents 24 and younger, the community in and around the Site represent the multi-generational reality of the area.[67] Community members have explicitly identified the need for larger, family-oriented units to ensure that development supports the typical household and provides local families with the space they need to thrive.

- **The project must address the "missing middle"— the essential workers, elders, and moderate-income residents who often fall into the gap between subsidized housing and market-rate units.** This demographic includes households earning between 80% and 120% of the Area Median Income (AMI), a group that finds itself increasingly priced out as rents climb. Among survey respondents, 30% noted that affordable homes for essential workers are an important priority for 5401 Crenshaw Boulevard. Essential workers such as school workers and educators find themselves in the middle-income category with limited access to affordable housing options. The average salary of full-time United Teachers of Los Angeles (UTLA) employees living in 90043 is between $95,747-$99,824; which qualifies as Low-income for single-income households of three people.[68] To address this need, proposed developments should include homes that are affordable for moderate-income households who are currently underserved by the existing housing market. While nearly 45% of residents in the area own their homes, housing ownership is out of reach for many across the City of Los Angeles.[69] For others who do own their home – beyond the 42% of owners who are cost burdened – 25% are severely cost-burdened, meaning they spend over 50% of their

[65] U.S. Census Bureau. (n.d.). Tenure by Housing Costs as a Percentage of Household Income in the Past 12 Months. *American Community Survey, ACS 1-Year Estimates Detailed Tables, Table B25106*. Retrieved June 24, 2026, from https://data.census.gov/table/ACSDT1Y2024.B25106?q=B25106.
[66] KFA Los Angeles. (2023, May 30). *4611 Crenshaw Blvd.* [Project profile]. https://kfalosangeles.com/project/4611-crenshaw/
[67] CoStar Group. (n.d.). *CoStar: #1 commercial real estate information company* [Database]. https://www.costar.com/
[68] United Teachers of Los Angeles. (2026).
[69] U.S. Census Bureau. (n.d.). Tenure. *American Community Survey, ACS 1-Year Estimates Detailed Tables, Table B25003*. Retrieved June 24, 2026, from https://data.census.gov/table/ACSDT1Y2024.B25003?q=B25003.

income on housing.[70] Community Working Group members identified a need for more viable pathways to homeownership. This Site has the potential to include home ownership opportunities that are cheaper than the average cost of a starter home.

[70] U.S. Census Bureau. (n.d.). Tenure by Housing Costs as a Percentage of Household Income in the Past 12 Months. *American Community Survey, ACS 1-Year Estimates Detailed Tables, Table B25106*. Retrieved June 24, 2026, from https://data.census.gov/table/ACSDT1Y2024.B25106?q=B25106.

Recommendations for Future Development of 5401 Crenshaw Boulevard

Recommendations Overview

Between December 2025 and June 2026 the Community Working Group met five times to discuss their priorities and vision for the Site. From these conversations, the Estolano Advisors (EA) team summarized the Working Group's priorities into the following three categories:

1. Workforce Empowerment & Pathways to Economic Opportunity;
2. Thriving Crenshaw Business District; and
3. Housing to Meet Community Needs.

Recommendations Process

Below is a summary of the overall project timeline, key deliverables, and inputs that informed the LA Black Worker Center's (LABWC) recommendations to the Department of General Services (DGS):

- **Key Findings (February 2025 – February 2026):** These are informed by Site background research, stakeholder interviews, small group meetings, and a community survey.
- **Priority Areas (January – March 2026):** EA used key findings to highlight emerging community priorities for recommendations. Community Working Group (CWG) gives feedback on priority areas.
- **Preliminary Recommendations (April 2026):** The takeaways, survey findings, the CWG's insights, land use assessment, market analyses, and development scenarios informed the preliminary recommendations. Potential key strategies identified.
- **Draft and Final Recommendations (June 2026):** The development scenarios and CWG feedback informed the final recommendations. Key strategies and potential partners were identified.

1. Workforce Empowerment & Pathways to Economic Opportunity

The workforce empowerment vision for 5401 Crenshaw Boulevard is designed to restore essential public services while pioneering new pathways for community members to access careers in high-growth, family-supporting industries. The following recommendations ensure that the development functions as a comprehensive resource hub for the Crenshaw Corridor.

1A. Workforce Empowerment & Economic Pathways

The project should include flexible creative office space to accommodate workforce and economic development service providers, as well as community-based organizations. The project seeks to move beyond traditional employment services by attracting tenants focused on long-term career thrivance and local economic development. The ideal tenants would focus on the following:

- **Future-Focused Industry Alignment**: A primary objective is to maximize upskilling through partnerships focused on quality "green jobs", emerging tech sectors, and creative industries. This includes creating dedicated physical space on-site for vocational training and advanced skill development.
- **Targeted Local Hire Agreements**: As a state-owned and excess site, the project must pay prevailing wages, a mandatory wage floor for workers engaged in public works projects to ensure adequate pay.[71] To ensure the project directly addresses the high local unemployment rates, particularly for Black residents, the development can implement a local hire agreement alongside this prevailing wage designation. This agreement can mandate participation and benefits for workers near the Site and BIPOC (Black, Indigenous, People of Color) workers across all project phases, including site development, construction, and ongoing operations.
- **Worker Empowerment and Education**: Workforce programs and services can expand beyond traditional employment resources and career pathways to educate and train community members to advocate and navigate the legal rights and tools to advocate in the workplace. Know Your Rights resources support workers to understand their rights to safe and healthy work environments and protect workers from discrimination and support career growth and retention.
- **Potential Partnerships**: Specialized organizations like **PVJOBS**, which has a track record of partnering on Affordable Housing and Sustainable Community (AHSC) applications, could serve as a vital link for placement and training in the building trades.

[71] California Department of Industrial Relations, Division of Labor Standards Enforcement. (n.d.). Frequently asked questions—Prevailing wage. https://www.dir.ca.gov/dlse/FAQ_PrevailingWage.html

1A. Recommendations

i. Provide flexible creative office space that includes a mix of private offices, private gathering areas, and communal spaces to support workforce development and training for future-focused industries that include quality, green jobs and creative careers
ii. Where possible, recruit local workers and coordinate with building trades to support Site development, construction, and building operations
iii. Partner with worker rights organizations to share training and educational resources related to onsite construction, operations, and maintenance jobs

1B. Community-Serving Resources & "One-Stop-Shop" Model

The Site is envisioned as a Crenshaw corridor hub that centralizes essential health and public resources. The ideal tenants for these spaces will focus on the following:

- **Integrated Health & Wellness**: Given the Site's location in a Medically Underserved Area (MUA), the development showcases an opportunity to provide on-site, in-person access to wraparound health and holistic mental health services.
- **Public Resource Consolidation**: The Site can include flexible community-serving office space that allows nonprofit and public agencies to operate on an as-needed basis, "one-stop-shop" for residents to access resources and services.
- **Space for Organizing and Networking**: The design includes large-scale community rooms and common areas intended to foster local organizing efforts and support community gatherings. These spaces can serve as hubs for workshops, meetings, and professional networking, helping to build community social capital.

1B. Recommendations

i. Include space for health providers to locate on-site health and holistic mental health services accessible to broader community
ii. Create community space to host larger workshops and meetings and to encourage local organizing efforts and networking
iii. Invite other public resource agencies to share flexible office space and create a “one-stop-shop” for resources

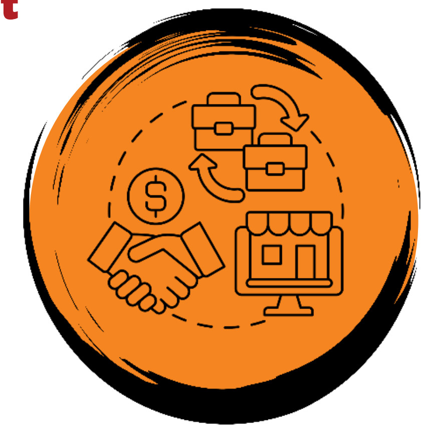
Potential Partners

Table 1: Potential Workforce Partners and Strategic Roles

Partner Category	Specific Partners	Strategic Role in Development & Operations
Public Resource Agencies	City, State, and County agencies (e.g., LA County Department of Economic Opportunity, CA EDD, Economic and Workforce	**Service Centralization**: Operate satellite offices to restore essential public services; coordinate large-scale

	Development Department, LA County START Program)	economic opportunity programs and provide institutional oversight.
Workforce Development & Training	WorkSource Centers; PVJOBS; BRIC Foundation's Arts, Media, and Entertainment High Road Training Partnership (AME-HRTP)	**Career Pathways**: Implement upskilling and job training programs focused on future-ready industries and green jobs; manage local hire compliance and vocational placement.
Labor, Community & Cultural Advocacy	Labor unions including SEIU 2015, SEIU 721, UTLA; Destination Crenshaw; LA Black Worker Center (LABWC)	**Equitable Hiring**: Codify local hire agreements and workforce benefits specifically for BIPOC workers and legacy residents; ensure Site operations reflect the corridor's cultural history.
Holistic Health & Social Services	Asian American Drug Abuse Program (AADAP); Brotherhood Crusade; Black Women for Wellness	**Wraparound Support**: Provide on-site holistic mental health and primary care services; offer youth development, mentorship, and community-wide social support.

2. Thriving Crenshaw Business District



The commercial strategy for 5401 Crenshaw Boulevard focuses on revitalizing the business district by fostering a "thrivance" model that creates affordable and accessible commercial retail space for local entrepreneurs and gives legacy businesses an opportunity to relocate to the site. The following recommendations ensure the Site serves as a restorative force for the corridor's economic and cultural health.

2A. Business Development & Commercial Amenities

The vision prioritizes a curated mix of businesses that celebrate the neighborhood's rich heritage and address unmet local needs.

- **Cultural & Creative Anchors**: The development should include commercial retail and creative office spaces that are attractive to businesses in the arts, technology, and entertainment sectors. The design may also support retail food and beverage options that serve as social hubs, such as jazz bars, lounges, coffee shops, and smoothie shops.
- **Entrepreneurship & Legacy Support**: To ensure long-term stability, the Site should incorporate spaces that can house on-site services for legacy and small businesses. To the extent possible, developers should consider financing mechanisms that support underserved entrepreneurs, including use of the New Market Tax Credits Targeted Populations program. Likewise, commercial tenants should have the option to enter into long-term leases and/or negotiate reasonable rental increases to enable economic stability.

2A. Recommendations

i. Develop commercial space that can support retail food/drink options (e.g., coffee, smoothie shops, jazz bar, lounge)
ii. Construct creative office spaces and common areas that attract creative businesses to build on the Crenshaw Corridor’s cultural legacy
iii. Prioritize tenants that serve, employ, or are owned by members of targeted populations as defined by the New Market Tax Credits program
iv. Employ business retention strategies like long-term leases and codified commercial rent increases in tenant leases

2B. Development & Infrastructure

Addressing historical infrastructure gaps is essential to ensuring that new commercial growth does not create new harms for the community.

- **Strategic Infrastructure Investments**: By leveraging multi-benefit infrastructure investments, the Site will serve as a connector. This includes pedestrian safety improvements, lighting, shade, wayfinding, urban greening upgrades.
- **Parking & Accessibility**: To mitigate the loss of parking observed in other corridor developments, the Site will include dedicated parking to support on-site business. This includes a commitment to full ADA compliance, with specific recommendations for curbside ADA parking to improve accessibility for all community members.

2B. Recommendations

i. Make strategic infrastructure investments in pedestrian safety, urban greening, and public gathering spaces to bolster foot traffic and encourage connections to other neighborhood amenities
ii. Include parking for Site residents and retail to support the inflow of business to the corridor
iii. Ensure increased ADA compliance & accessibility such as additional curbside ADA parking near the Site

Potential Partners

Table 2: Potential Business and Infrastructure Partners

Partner Category	Specific Partners	Strategic Role in Development & Operations
Cultural & Economic Anchors	Destination Crenshaw	**Cultural Connectivity:** Ensure the development aligns with corridor-wide arts and culture initiatives; facilitate "movement within the corridor" by connecting the Site to existing legacy business landmarks.
Business Support & Growth	Business Source Centers	**Entrepreneurial Support:** Provide on-site technical assistance, resources for young entrepreneurs, and specialized programs to help legacy businesses adapt to changing corridor density.
Financial Empowerment	Community Development Financial Institutions (CDFIs)	**Capital Access:** Offer specialized lending and financial products to small and Black-owned businesses that may face barriers to traditional financing; support commercial rent stabilization efforts.
Public Realm & Infrastructure	Public Agencies (Streets LA, EWDD, LA Metro)	**Infrastructure Advocacy:** Coordinate critical public realm improvements including street lighting, sidewalk repairs, and electrical

		upgrades; manage parking and transit integration to support business inflow.

3. Housing to Meet Community Needs

The community vision for 5401 Crenshaw Boulevard prioritizes housing models and operational strategies that safeguard long-term residency for the Crenshaw community. These recommendations are structured across three critical phases of the project:

1) Planning & Pre-Development
2) Construction
3) Occupancy and Ongoing Operations

3A. Planning & Pre-Development

Strategic planning ensures the Site serves as a permanent community asset rather than a temporary solution.

- **Community Land Trust (CLT) Partnerships**: By partnering with entities like the Liberty CLT or T.R.U.S.T. South LA, the project can offer permanent affordability and flexible housing options for individuals facing significant systemic barriers.
- **New Funding to Support Emerging Models**: The vision calls for exploring funding streams, like the United to House LA program and funding offered by the LA County Affordable Housing Solutions Agency to support non-traditional unit mixes and tenant-governed social housing. This can be paired with more traditional sources, like Low Income Housing Tax Credits and the Affordable Housing Sustainable Communities programs.
- **Workforce Inclusion**: Dedicated workforce housing is recommended to support "missing middle" earners who serve the community, such as nurses, teachers, and public sector employees.

3A. Recommendations

i. Explore partnerships with Community Land Trusts (CLTs) to offer more flexibility and retain affordability in perpetuity
ii. Apply for newly established local funding streams that can support alternative models (e.g., social housing) and the proposed unit/affordability mix
iii. Incorporate workforce housing for middle income earners such as teachers, nurses, and public sector employees

3B. Construction

The construction phase focuses on physical design and economic opportunity for the neighborhood.

- **Family-Centric Design**: To address the needs of families attending the ten local schools within one square mile, the Community Working Group recommends an increase in two- and three-bedroom units with larger square footage than standard area developments.
- **Economic Empowerment**: Recommendations include establishing local hire targets and partnering with local community-based organizations and building trades to identify and place local talent.

3B. Recommendations

i. Include more family-sized units (i.e., more 2- to 3-bedroom units, larger unit square footage) than currently available in the area
ii. Site development, construction and operations workforce opportunities that benefit existing residents such as local hire programs

3C. Occupancy and Ongoing Operations

Long-term success of the Site is defined by equitable access and resident empowerment.

1. **Equity and Fair Housing**: The Site must implement anti-discrimination measures and "affirmatively furthering fair housing" (AFFH) oversight during the tenant application process.
2. **Tenant Governance**: To increase transparency, building operations should leverage tenant governing boards and participatory planning, giving residents a direct voice in how their community is managed. Funding from programs like United to House LA can support these interventions.
3. **Priority Access**: A priority population preference list can be implemented to support the review and scoring of housing applications, ensuring those most at risk of displacement are prioritized for new units.

3C. Recommendations

i. Ensure affirmatively furthering fair housing oversight, anti-discrimination measures are used in the tenant application process[72]
ii. Increase transparency in building operations through tenant governance methods (i.e., tenant governing boards/associations, participatory planning with tenants)
iii. Create a priority population preference list that can support reviewing and scoring housing applications

[72] California Department of Housing and Community Development. (n.d.). *Affirmatively furthering fair housing*. https://www.hcd.ca.gov/affh

Potential Partners

Table 3: Potential Housing Partners

Partner Category	Specific Partners	Strategic Role in Development & Operations
Community Land Trusts (CLTs)	Liberty Community Land Trust; T.R.U.S.T. South LA; Black-Owned and Operated CLT; LA CLT Coalition	**Long-Term Stewardship:** Provide the legal and operational framework to ensure permanent affordability and prevent displacement. They offer the flexibility needed to meet diverse housing needs for residents facing systemic barriers.
Priority Population Advocates	Organizations representing essential workers, elders, and fixed-income residents	**Equity Oversight:** Support the creation and management of the "priority population preference list" to ensure housing applications are scored and reviewed in favor of those most at risk of displacement.
Tenant Governance Experts	Property management firms skilled in alternative governance models	**Resident Empowerment:** Implement and manage tenant governing boards and associations. They are responsible for increasing operational transparency and facilitating participatory planning with residents.
Public & Community Resource Agencies	LA Black Worker Center (LABWC); Destination Crenshaw; CA Economic Development Department	**Integrated Services:** Coordinate the "one-stop-shop" model by providing on-site workforce training, local hire program management, and wraparound health services for residents.

Proposed Development Scenario

5401 S. Crenshaw Boulevard – Core Legacy

Core Legacy is the architectural framework for 5401 S Crenshaw Boulevard. Designing Justice + Designing Spaces (DJDS) developed it across four Community Working Group sessions, in partnership with Kounkuey Design Initiative (KDI), RSG, Estolano Advisors, and the Los Angeles Black Worker Center. It carries the priorities, values, and vision of a diverse working group—tenant advocates, local organizations, neighboring businesses, workforce and economic development groups, and labor unions—into design commitments that any future developer must carry forward.

This is not a finished building. It is a framework, shaped by the community, that establishes the design priorities for this Site. Where financing requires trade-offs, this narrative names what the community has said matters most, and why—so those priorities stay legible and defensible at every stage of development.

How We Listened

DJDS joined as an architectural consultant during the second Community Working Group session. Before a single line was drawn, DJDS engaged in conversation and design exercises with this group building the design through a process that moved, in order, from values to iterative concepts to architectural vision

Building Consensus: CWG Meeting #2

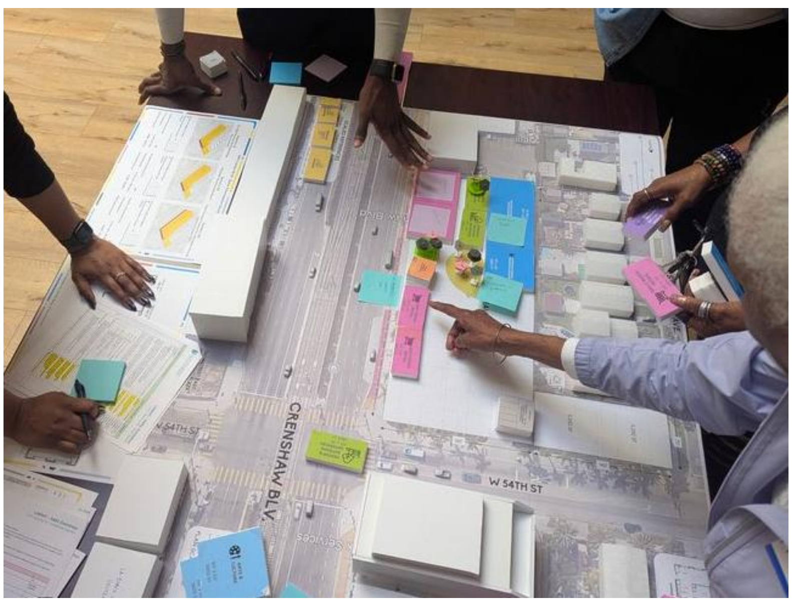
In January 2026, DJDS met the working group and the community began naming the priorities that would shape every development scenario. Four came forward: housing affordability, workforce and business development, wraparound services, and a thriving Black-owned business district along Crenshaw. A parallel survey distributed by Estolano Advisors, open January 26 through February 20, carried the conversation beyond the room and into the wider neighborhood.

From Priorities to Space: CWG Meeting #3

In March 2026, at the LABWC office, DJDS presented zoning and Site analysis and RSG presented the market study—grounding the community's aspirations in the physical and financial realities of the Site. The working group then translated their priorities into space through two hands-on exercises.

The first, Build Your Village, asked members to assemble the project's look, feel, and cultural identity—what they want to see when they walk past, what the building says to the neighborhood, what makes it feel like Crenshaw.

Figure 6: Build Your Village Exercise



The second, Stacking and Blocking, moved from identity to program. Members placed uses onto physical Site maps—retail on the ground, services above, housing rising around courtyards, parking hidden from the street. The spatial logic of Core Legacy—commercial base, services core, courtyard heart—was born in those maps.

Figure 7: Working Group Members participate in the Stacking and Blocking Exercise

From Exercises to Themes

The exercises were coded and analyzed by the DJDS design team alongside the community survey conducted by Estolano Advisors and the input from CWG Meetings #1 and #2. From this combined record, four themes and the core programming priorities emerged—not interpretations imposed by the design team, but patterns that surfaced consistently across every channel. Those themes became the design brief for the chosen design.

What the Community Said

Four themes emerged from the engagement process. Together, they form the design brief that governs every architectural decision in Core Legacy.

Rooted in Belonging

The community's first directive was clear: this building must read as Crenshaw. Not a generic development that could stand anywhere, but a place that belongs to the people who have always been here. Representation—murals, street art, images of Black cultural life—is a design requirement, not a finish. Young Black residents must be visible here as residents, workers, and cultural contributors.

Members described childcare as infrastructure, youth art and workforce pathways as structured creative development, and accessibility across generations as a baseline. The direction to design for seven generations sets a time horizon that governs material choices, partnerships, and spatial flexibility. The design answers by breaking the building into flexible blocks, where programming can be swapped in and out as market and financing conditions change—so the architecture can adapt across generations without losing its identity.

The Living Corner: Renewed Pulse of the Block

CWG members described a civic space carried by the local economy: an active streetscape that moves from the energy of Crenshaw Boulevard through to interior courtyards, anchored by community-serving tenants. They named the businesses by type—daily-needs retail, sit-down family restaurants, casual coffee shops, and specialty food vendors that grow local entrepreneurship.

The design carves courtyards at the ground floor and twists the core building to open usable public plazas across the Site. Lobbies become the neighborhood's living room. Greenery is infrastructure for social life—woven into civic spaces and hallways, climbing as vertical gardens, present on every floor and visible from every unit as living green space for children, food growing, and gathering.

Building for the Future: Investing in People

The community sees a building where many paths to income coexist: workforce and trades training, crafts for all ages, co-working, conference rooms, and classrooms for community training—reaching into entrepreneurship, skill-building, and remote work.

Health is inseparable from that vision. The design delivers a playground and activity spaces on the podium and community gardens for residents, supporting physical health, nutritional access, and food growing. Mental and emotional health is held through counseling facilities and spaces for decompression and quiet work throughout the building.

Returning Integrity to Multi-Family Housing

The working group drew a line that governs every residential floor plan: affordability without livability is not affordability at all. They described housing as refuge and insisted on spatial equity—light, air, and nature for all units, not only those with the best orientation.

The design answers by breaking the building into distinct volumes and orienting the unit blocks for daylight and natural cross-ventilation. The standard is sensory, not statistical. One member asked for *“lighting, air, open, feel good in house”*; another for *“taking a nap with sunlight on my face.”* These are dignity standards, not luxury asks.

What the Community Chose

In the fourth working group session, three massing schemes were presented—Sky Village, Core Legacy, and Welcome Quilt—each organizing the same program of housing, retail, commercial services, parking, and open space around a different set of community values.

Core Legacy resonated. Members responded to its central courtyard, its passage between street and interior green space, and its “futuristic” massing. In the community’s words: *“step into an oasis of green space and change your energy.”* The scheme’s defining move is the way it uses nature as a buffer and threshold, carrying residents and visitors from the busy energy of Crenshaw Boulevard through activated commercial spaces and into a protected landscape at the building’s heart. The core is the community. The legacy is what they are building forward.

How the Design Was Built

Core Legacy was built layer by layer from the community’s input—each move adding a dimension of the program until the full building emerges.

The Commercial Base

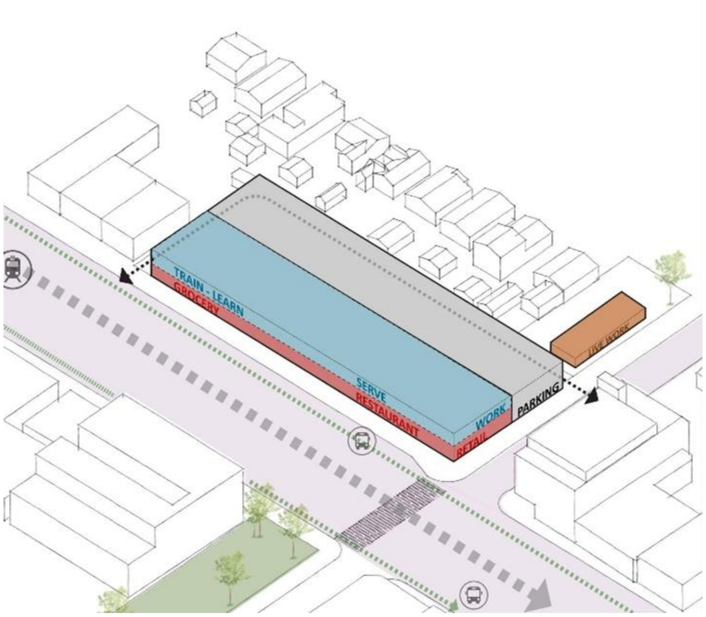


Figure 8: The Commercial Base: Ground & 2nd Floors

The first layer is the commercial base. Along Crenshaw Boulevard, ground-level retail creates the active streetscape the community described, sized for small, locally owned businesses—restaurants, daily-needs retail, and food vendors that serve the existing neighborhood and open pathways to local entrepreneurship. A second floor adds commercial office and services above.

Workforce live-work housing along W 54th Street provides a second economic pathway at the residential edge, offering units where community members can live and run small businesses in a single space. Together, the two levels of retail and commercial office, paired with the live-work units, create multiple ways for community members to train, learn, and take part in the local economy.

Community at the Core

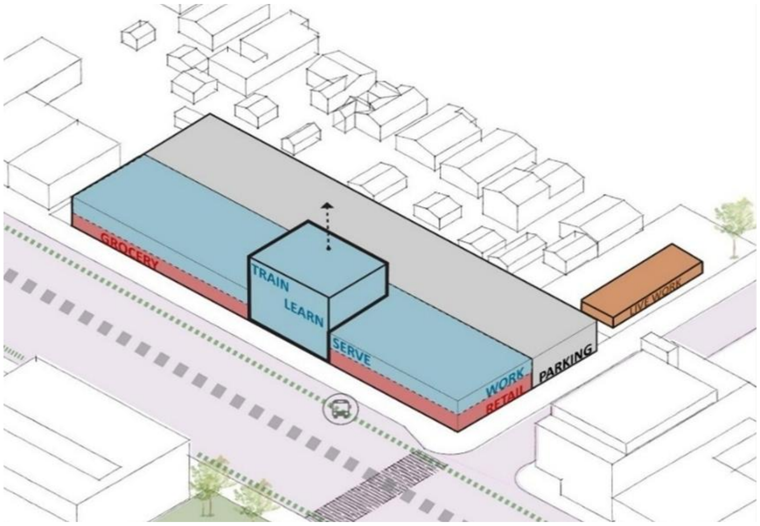


Figure 9: Community at the Core: Ground & 2nd Floors

At the heart of the development, the design centers workforce development and community services—uplifting working people and the people-powered prosperity, history, and heritage of this neighborhood. The core volume holds the highest density of service and communal space in the project: workforce development, supportive services, health resources, and community organizations.

Restoring the community-serving resources this neighborhood lost when the EDD office closed remains a central priority, carried forward in every iteration of the design. This concentration at the building's core is what sets 5401 Crenshaw apart from a standard affordable housing development.

The Shift

By twisting the central volume, the design opens two courtyards with distinct identities. The first faces Crenshaw Boulevard—a large, public space for events, markets, and daily social life. The second faces inward—a calm retreat for quiet sitting, conversation, and decompression.

The architecture resolves the community's competing asks through massing rather than program: one twist creates activation and refuge at once. Nature is the connective tissue, an oasis that buffers residents as they move from the energy of Crenshaw into the quiet of home.

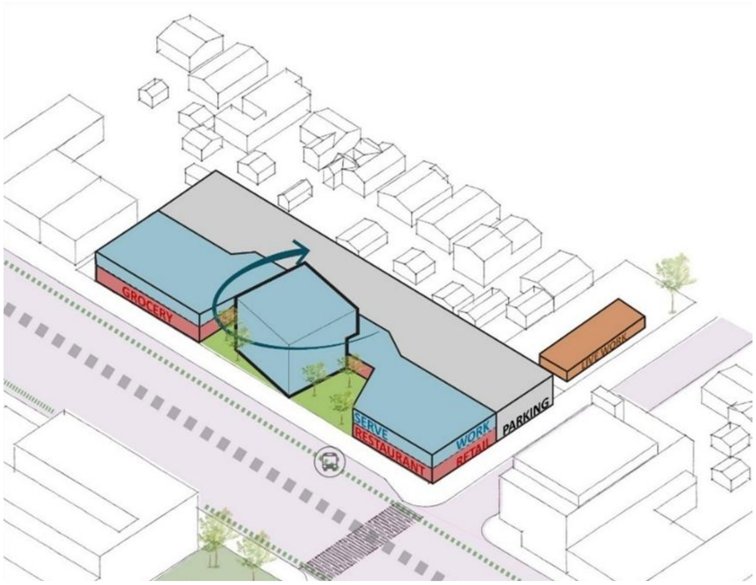


Figure 10: Core Legacy: The Shift

Identity and Representation

Figure 11: Identity and Representation – Façade Study

The building's street identity concentrates on the core building, which carries a dynamic facade—layered vertical timber, large-scale murals of Black cultural life on Crenshaw, and vertical planting that lifts the landscape into the building's most public face.

That concentration is intentional. It creates a focal point visible from Crenshaw Boulevard that announces the project's identity and draws pedestrians toward the entry. The surrounding residential volumes are treated more quietly—white and warm-toned cladding, color accents, and balconies—so the core's cultural presence reads as the landmark of the composition.

The Design

Figure 12: Core Legacy Aerial View

Seen from above, the development is a family of volumes of varying height organized around a central courtyard. The tallest anchors the Crenshaw Boulevard corner at eight stories—seven levels of housing above one level of residential services—stepping down to five stories at the eastern wing and three at the northern volume nearest the single-family houses. The R1 townhouse site reads as a separate, lower-scale building easing into the residential neighborhood along S. Victoria Avenue.

The mural-wrapped core building sits at the center, its cultural expression reading as a landmark from above as it does from the street. Between the volumes, the courtyard reveals the landscape's swirling pathways, community gardens, fitness areas, and gathering spaces. Solar arrays cap each roof volume.

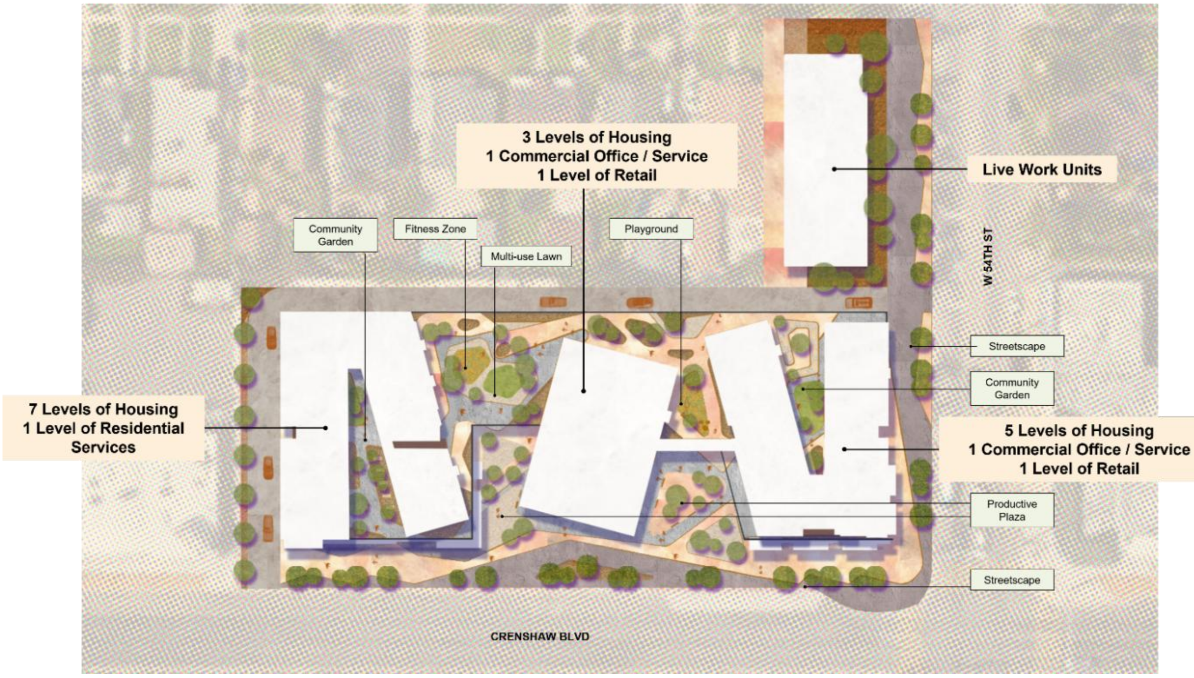


Figure 13: Core Legacy – Site Plan

The main building is organized as three connected volumes: the seven-story western wing with one level of residential services; the three-to-five-story northern and eastern wings with commercial offices and services above ground-floor retail; and the workforce live-work units on the R1 site to the northeast. The massing places density at Crenshaw and reduces scale toward the residential neighborhood to the north.

Figure 14: Street Perspective

From Crenshaw Boulevard, the ground level is defined by the timber screen wrapping the core building—vertical wood creating rhythm, transparency, and warmth. Behind the screens, ground-floor retail is visible through generous glazing. Above, large-scale murals wrap the core podium with Black cultural life on Crenshaw. The residential volumes rise in varied materials and heights, reading as a neighborhood of buildings rather than a single block. Solar canopies along the sidewalk give shade and mark the transition from public sidewalk to the building's civic realm.

Reading the Building

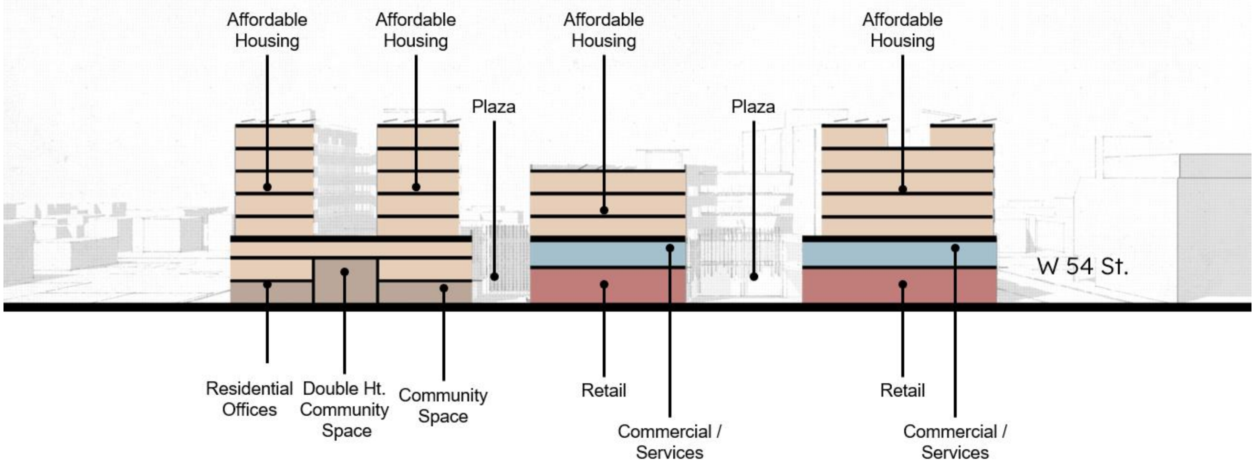


Figure 15: Programming Breakdown (North-South)

Cut north to south, the section reveals every layer: residential offices and retail at ground level flanking two public plazas, the commercial office and services level above, and affordable housing rising in four distinct volumes. The plazas are designed thresholds, drawing the neighborhood into the Site and connecting the residential street to the communal landscape.

Figure 16: Site Section (East-West)

The east-west sections isolate the structure: commercial and residential lobbies at ground level, with the three-story parking garage tucked into the podium's core—fully internal, invisible from the street. The rendered section through the core building reveals the sequence from Crenshaw inward: plaza and market space at the sidewalk, lobby as threshold, residential open space at the podium, and parking held behind across three levels.

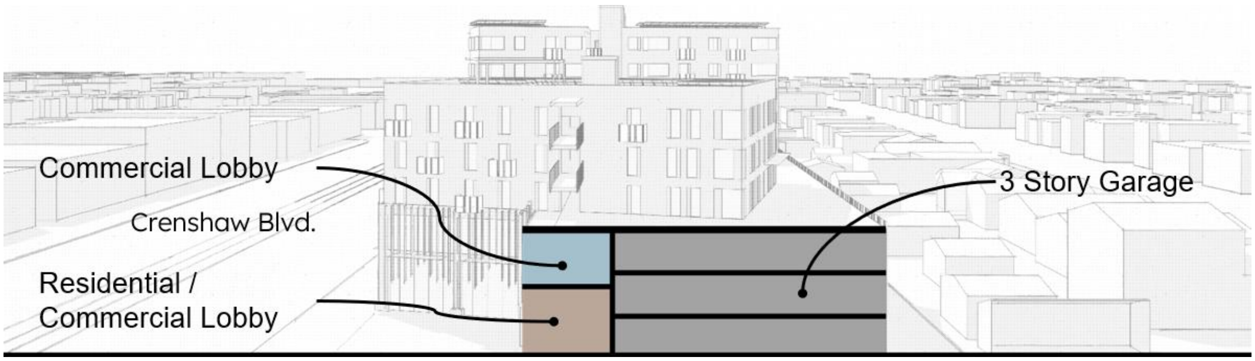


Figure 17: Programming Breakdown (East-West)

The Program: Vision, Feasibility, and Adaptation

The First Draft program holds the community's full architectural vision: 90 affordable apartments on the main building plus 4–6 workforce live-work units on the R1 site, 19,000 SF of ground-floor retail, 34,000 SF of commercial and services space, 60,000 SF of parking, and 36,000 SF of outdoor amenities.

The financial feasibility analysis identified a total funding gap of $19 million—$9 million of it attributable to the non-residential components. This Site is not eligible for New Market Tax Credits, and no dedicated subsidy exists for commercial or public-serving parking. Every adjustment in the Final Draft responds directly to that gap.

The Final Draft delivers 110 affordable housing units within 130,457 SF of residential building area on the main site—an increase of 20 units—made possible by reallocating space from commercial to residential use. The unit mix is 37 one-bedrooms (33%), 42 two-bedrooms (38%), and 31 three-bedrooms (28%). The R1 site adds 9 townhouse units across three levels within a 13,490 SF building: five units at ground level—four one-bedrooms and one three-bedroom townhouse—with four additional townhomes on levels two and three, including three two-bedrooms and one three-bedroom (Appendix E).

The reductions are real, but the essential program is intact: ground-floor retail for locally owned businesses, a second-floor services level for workforce development and community organizations, and a landscape that delivers on every outdoor amenity the community described. Critically, the design holds room to add commercial space back if financing improves or new subsidy appears—the flexible block organization lets the architecture grow with opportunity.

Inside the Building

Ground Floor

Along Crenshaw Boulevard, three retail spaces anchor the ground level on either side of the core building entry. A housing office provides on-site resident services. Parking occupies the center at roughly 20,700 SF, fully screened by active program on all sides. On the R1 site, five ground-level units set a residential scale that meets the adjacent neighborhood.

The commercial site is pursuing TOC Tier 3 advancing to Tier 4 as 100% affordable, with setback reductions as concessions. The R1 site is pursuing the Low-Rise Ordinance / SB 79 for phased development at three stories, with a fallback to SB 9 at 8 units.

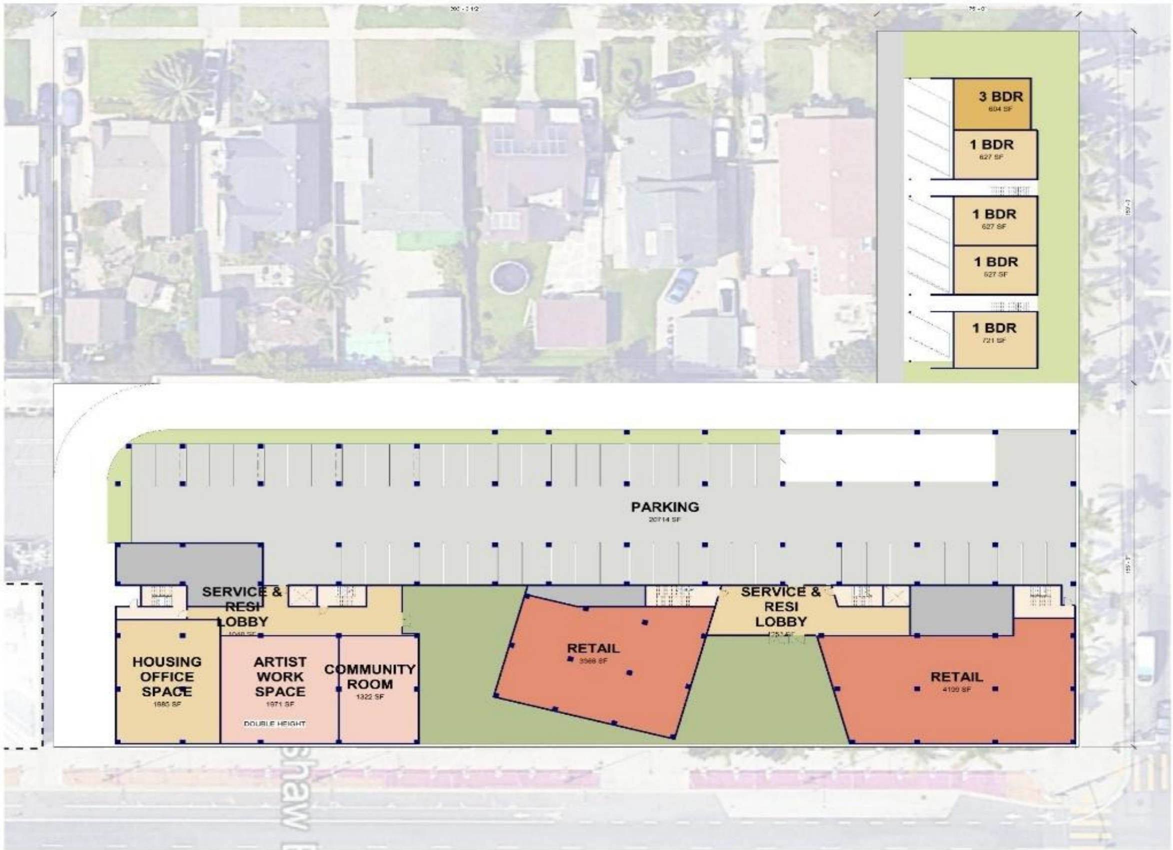


Figure 18: Ground Floor Plan

Second Floor: The Services Level

Roughly 15,900 SF of flexible, subdividable space across two zones above the Crenshaw-facing retail. This is the resource hub the community envisioned—adaptable space for workforce development, health services, business development, and community organizations, configurable from individual offices to open classrooms and training rooms.

Figure 19: Commercial Second Floor Plan

Third Floor: Where the Building Opens Up

Figure 20: Third Floor Podium Plan

At the podium, the parking structure's roof becomes the central landscape. Housing frames a shared residential courtyard with community rooms at key intersections. The unit mix is the most diverse in the building: one-bedrooms from 515 to 655 SF, two-bedrooms from 845 to 960 SF, and three-bedrooms from 954 to 1,168 SF—all looking onto the courtyard. The view from a one-bedroom into the courtyard garden is the same as the view from a three-bedroom. This is spatial equity made architectural.

The Landscape: Rocks in a Stream

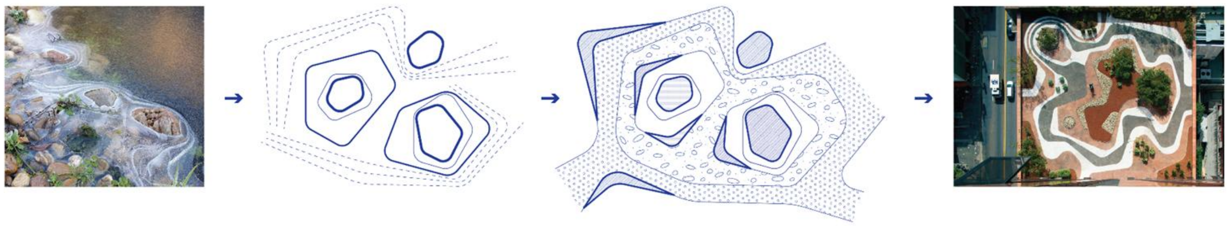


Figure 21: Landscape Narrative

The landscape is rooted in a single idea: the buildings are rocks in a stream. The landscape flows around the core building the way water flows around a stone. Rippled paving, amenities, and planting radiate from its base, and every path begins and returns there. The swirling geometry loops, connects, and comes back—binding community spaces the way neighbors have bound this neighborhood together.

Figure 22: Site Landscape

Along Crenshaw Boulevard, a productive public plaza forms the project's civic front door, and a planted streetscape extends the building's green identity along both frontages. At the podium, community gardens take the north and east edges where sun supports food production. A fitness zone and lawn anchor the courtyard's center, flanked by a children's playground in view of the units around it. A rooftop terrace carries the landscape vertically above the core building.

The plaza opens to Crenshaw with outdoor dining, mature trees, and native planting, while vertical planting cascades down the core building's facade. It is built for flexibility: market days, dining, events, and everyday gathering share the same ground.

Figure 23: Plaza Rendering

The playground holds a protected position within the podium courtyard, visible from units on all sides. Climbing structures and play elements sit in a soft-surface zone that flows into the surrounding landscape. It is not pushed to a corner—it is central to the courtyard's communal life.

Figure 24: Playground Rendering

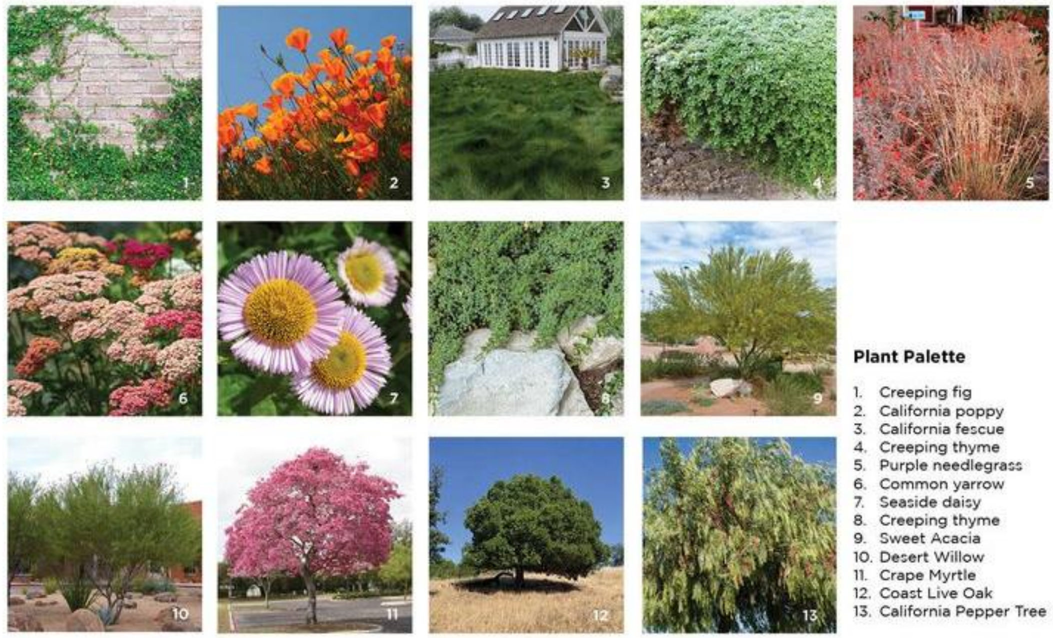


Figure 25: Planting Palette

The planting palette is entirely California-adapted and drought-tolerant: creeping fig, California poppy, California fescue, common yarrow, seaside daisy, purple needlegrass, sweet acacia, desert willow, crape myrtle, coast live oak, and California pepper tree—selected for shade, drought resilience, and a character rooted in the Southern California landscape.

A Framework for Advocacy

This design reflects what the Community Working Group has said across four sessions. It is a documented record of the community's priorities, organized so that any future developer, financing partner, or public agency can understand what this community expects, and why.

As financing conversations continue and development scenarios shift, the working group's role moves from visioning to advocacy. The question is no longer what do we want, but what do we fight for when trade-offs come. The CWG's priority ranking, their recommendations on programming and partnerships, and their direction on what to defend constitute a mandate that is documented, specific, and difficult to dilute.

This narrative and the design it describes belong to the community that shaped them. They are tools for advocacy, not endpoints. The strongest outcome for 5401 Crenshaw Boulevard is one where the community's priorities are so clearly stated, and so thoroughly built into the project's framework, that no financing scenario can erase them.

Proposed Development Scenario: Financial Feasibility

To better understand local market conditions, RSG analyzed community demographics, local residential needs, market trends, and additional relevant data. The following sections summarize the findings.

Market Analysis

Community Demographics

Based on Esri's (Environmental Systems Research Institute[73]) 2025 projections, approximately 13,307 households are located within one mile of the Site. This corresponds to a total population of 37,420 residents. As shown in Figure 1, households within a one-mile radius of the Site are slightly larger, have lower incomes, and include a higher share of seniors compared to the City overall. Nearly half of the housing units within one mile of the Site are renter-occupied, compared to 61% citywide. Approximately 45% are owner-occupied, compared to 33% citywide.

Table 4: Demographic, Income & Housing Characteristics

	Within 1 Mile of Site	Citywide
Average Household Size	2.75	2.57
Percentage of Seniors (65+)	18.4%	15.0%
Median Household Income	$69,558	$84,235
Owner-Occupied Housing Units (%)	44.9%	33.3%
Renter-Occupied Housing Units (%)	49.5%	60.6%
Vacant Housing Units (%)	5.6%	6.4%

Source: *Esri (2026), based on 2025 projections*

Table 4 indicates that the median household income within a one-mile radius of the Site is $69,558, which is 17% lower than the City's median household income of $84,235. Table 5 provides a more detailed breakdown of household incomes within one mile of the Site compared to citywide, based on the California Department of Housing and Community Development's (HCD) income categories. Within one mile of the Site, 63% of households earn a low income, compared to 57% citywide.

[73] Esri is a leading provider of geographic information systems (GIS) software and demographic/economic forecast data.

Table 5: Household Income Distribution by HCD Income Levels

Range of Income	Approximate HCD Income Level for Los Angeles County (3-Person Household)	% of Households Within 1 Mile of Site	% of Households Citywide
Less than $15,000	Acutely Low	14.3%	10.2%
$15,000 to $34,999	Extremely Low	14.9%	12.2%
$35,000 to $74,999	Very Low	23.4%	22.6%
$75,000 to $99,999	Low	10.2%	11.5%
$100,000+	Above Moderate*	37.1%	43.6%

*Note: Incomes from $100,000 to $109,050 fall within the Low income level. The Moderate income level is omitted because the range is limited ($109,051 to $115,100).

Sources: *Esri (2026), based on 2025 projections; California Department of Housing and Community Development*

As shown in Table 6, nearly half of the population within a one-mile radius of the Site identifies as Black alone, compared to just 8.5% citywide, highlighting the significantly higher concentration of Black residents in the surrounding area.

Table 6: Population by Race/Ethnicity

Race/Ethnicity*	% of Population Within 1 Mile of Site	% of Population Citywide
Black Alone	49.6%	8.5%
Some Other Race Alone	26.0%	30.3%
Two or More Races	12.1%	13.7%
White Alone	8.3%	33.2%
American Indian Alone	2.0%	1.7%
Asian Alone	1.9%	12.4%
Pacific Islander Alone	0.1%	0.2%

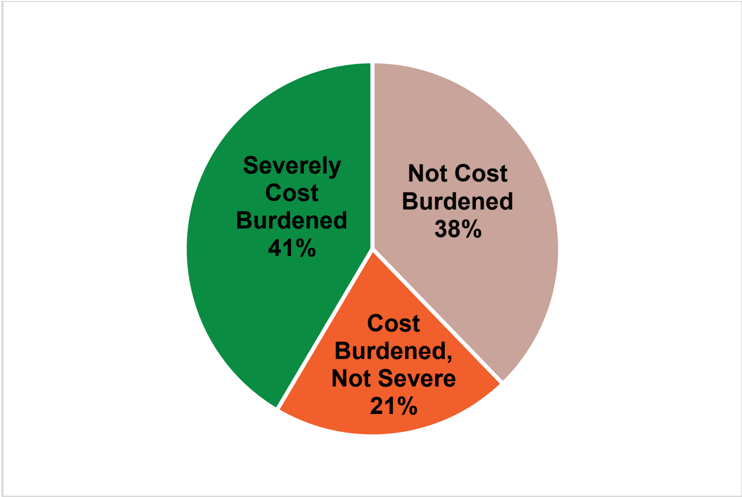
*Note: 39.4% of the population with a one-mile radius of the Site identifies as Hispanic or Latino, compared to 48.1% citywide.

Source: *Esri (2026), based on 2025 projections*

Residential Needs

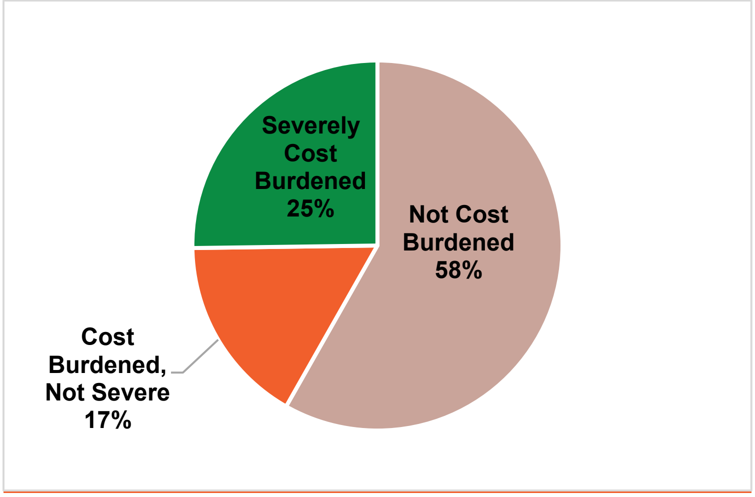
Households that spend more than 30% of their income on housing costs are considered cost-burdened, while those spending more than 50% are considered severely cost-burdened. Cost burden is often associated with overcrowding, deferred maintenance, and reduced ability to afford other necessities such as healthcare and transportation. Housing costs for renters include rent and utilities for renters, while housing costs for homeowners include mortgage payments, utilities, association fees, insurance, and property taxes. As shown in Figure 6 & 7, within one mile of the Site[74], 62% of renter households and 42% of owner households are cost-burdened, including 41% and 25%, respectively, that are severely cost-burdened.

Figure 24: Renter Cost Burden Within One Mile of Site



Source: *U.S. Census Bureau American Community Survey (2024)*

Figure 25: Homeowner Cost Burden Within One Mile of Site



Source: *U.S. Census Bureau American Community Survey (2024)*

Based on available data from multiple sources (i.e., CoStar, Los Angeles Housing Department Affordable and Accessible Housing Registry, and online housing listing platforms), only approximately 24% of existing affordable units within one mile of the Site have two or more bedrooms, and approximately 26% of proposed affordable units meet this threshold. While

[74] The housing cost burden analysis is based on data from census tracts within one mile of the Site, including 2345.01, 2345.02, 2346.00, 2347.00, 2348.00, 2349.01, 2349.02, 2351.00, and 7032.00. Tracts that only marginally intersect the one-mile radius were excluded.

several affordable housing developments exist in the area, the vast majority of units appear to be studios or one-bedroom units, which are not well aligned with the area's average household size of 2.75 persons.

Retail Market Trends

According to Esri, median disposable income within one mile of the Site is $57,604, which is 16% lower than the citywide median of $68,942, reflecting comparatively lower levels of disposable income available for retail spending. While lower disposable income may limit support for certain retail uses, it does not preclude new development; rather, it suggests that neighborhood-serving uses (e.g., grocery stores and pharmacies) may be more appropriate. Figure 6 provides additional detail by income level.

Table 7: Disposable Income

Household Disposable Income*	% of Population Within 1 Mile of Site	% of Population Citywide
Less than $15,000	15.3%	11.1%
$15,000 to $49,999	28.8%	25.3%
$50,000 to $99,999	26.0%	27.8%
$100,000 to $199,999	24.6%	27.8%
$200,000+	5.5%	8.0%

Source: *Esri (2026), based on 2025 projections*

CoStar data indicate that only three retail buildings, totaling 12,959 square feet, have been delivered within one mile of the Site since 2018.[75] According to Claritas, a consumer data and market analytics firm, the area within a one-mile radius of the Site has retail opportunity gaps across several sectors, including food services and drinking places ($71 million), health and personal care stores ($52 million), and food and beverage retailers ($33 million). These gaps represent the difference between estimated consumer demand (spending) and existing retail sales, indicating potential unmet demand despite relatively lower purchasing power in the surrounding area.

Additional Market Conditions

- **Office:** CoStar data indicate that no new office space has been delivered within one mile of the Site since 2010. From 2015 to 2025, the average annual vacancy rate for existing office space was 3.8%, significantly lower than the citywide and countywide rates of 14.5% and 12.0%, respectively. This suggests relatively strong demand for new office space in the surrounding area.
- **Healthcare:** The Site is located within a designated Medically Underserved Area (MUA), indicating a need for additional accessible primary care services. Several free clinics are

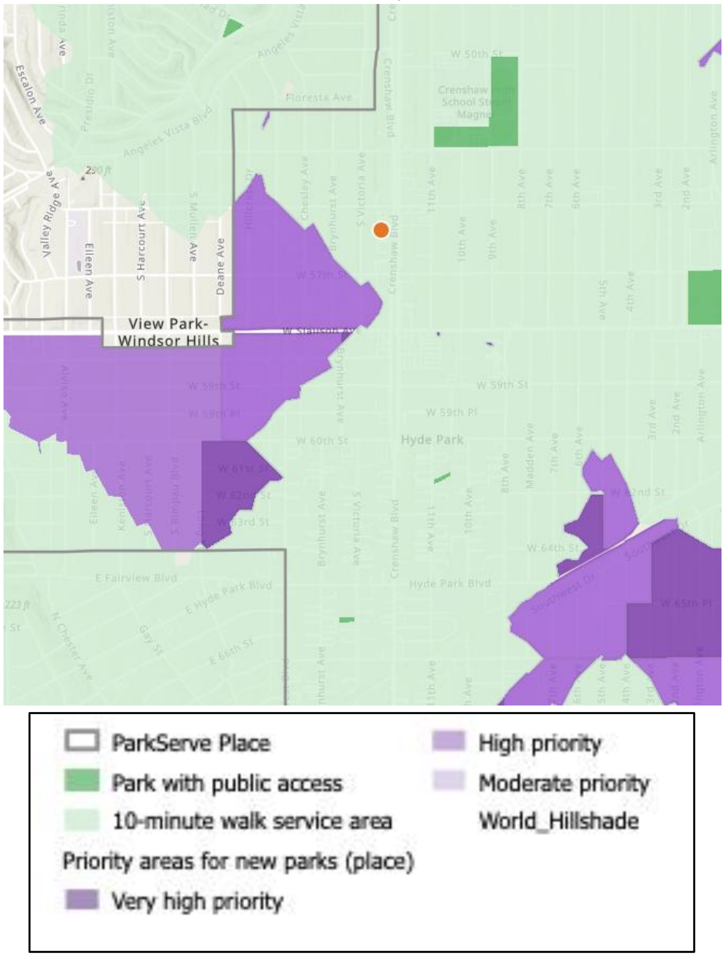
[75] The building addresses are 3819 W. Slauson Avenue, 6000 West Avenue, and 6500 Crenshaw Boulevard.

located within one mile of the Site; however, the nearest Federally Qualified Health Center (FQHC) is approximately 1.5 miles away. The Site may be well-suited for an FQHC, which could expand access to comprehensive care while leveraging enhanced Medicaid/Medicare reimbursement and federal support programs.

- **Parking:** The following summarizes vehicle ownership among renter and homeowner households within one mile of the Site, based on 2024 U.S. Census Bureau American Community Survey data[76]. Across both renter and owner households, more than 60% have one to two vehicles, and nearly 20% have three or more vehicles, indicating meaningful demand for parking.
    - Renters:
        - 30% have no vehicle
        - 39% have one vehicle
        - 22% have two vehicles
        - 8% have three vehicles
    - Homeowners:
        - 3% have no vehicle
        - 26% have one vehicle
        - 42% have two vehicles
        - 19% have three vehicles
        - 6% have four vehicles
        - 3% have five or more vehicles
- **Green Space:** Figure 8 shows park access in the area surrounding the Site. Dark green areas represent parks with public access, while light green areas indicate locations within a 10-minute walk of a public park. Purple areas denote locations more than a 10-minute walk from a park and are therefore considered priority areas for new park development, with darker shades reflecting higher priority. The Site (shown as a red dot) is located within a 10-minute walk of park facilities, including Van Ness Recreation Center. (The analysis appears to also account for nearby school facilities, such as Crenshaw High School, where public access may be limited or variable.) However, the Site is adjacent to large areas that lack park access within a 10-minute walk, suggesting that incorporating green space on the Site could help address a local amenity gap.

[76] The parking analysis is based on data from census tracts within one mile of the Site, including 2345.01, 2345.02, 2346.00, 2347.00, 2348.00, 2349.01, 2349.02, 2351.00, and 7032.00. Tracts that only marginally intersect the one-mile radius were excluded.

Figure 26: Public Park Access and Priority Areas for New Park Development



***Source:** Trust for Public Land, ParkServe (2026)*

Financial Feasibility

RSG evaluated the financial feasibility of the Core Legacy design. The following sections summarize the findings. **Projections exclude property acquisition costs, based on the assumption that DGS intends to ground lease the Site to a developer at a nominal cost.**

Multifamily Residential

RSG's estimate of the funding gap for the multifamily residential component is based on the following assumptions:

- **Building Area:** 130,457 square feet
- **Unit Count:** 110 units

- **Developments Costs**: $697 per square foot, plus additional costs for demolition and environmental remediation[77], based on typical costs for large-family Tax Credit Allocation Committee (TCAC) developments with prevailing wages in Los Angeles County
- **Financing**: 44% of total development costs funded by tax credit equity, 32% by a permanent loan, and 7% by a deferred developer fee, consistent with typical capital stacks for comparable affordable housing developments

Table 8: RSG Projection of Multifamily Residential Funding Gap

(A) Development Cost	$91,665,000
Cost per Unit	*$833,318*
(B) Projected Tax Credit Equity (44% of A)	$40,333,000
(C) Projected Debt Financing (32% of A)	$29,333,000
(D) Projected Deferred Developer Fee (7% of A)	$6,417,000
(E) Projected Multifamily Residential Gap	**$15,582,000**
Cost per Unit	*$141,650*

Live/Work Residential

RSG's estimate of the funding gap for the live/work residential component is based on the following assumptions:

- **Building Area**: 13,490 square feet
- **Unit Count:** 9 units
- **Developments Costs:** $400 per square foot, based on typical costs for comparable developments in Los Angeles County
- **Developer Profit Margin:** 15%
- **Projected Funding Gap:** RSG assumes no funding gap, based on the assumption that the units would be sold at prices sufficient to cover development costs and the developer profit margin

Table 9: RSG Projection of Live/Work Residential Funding Gap

(A) Development Cost	$5,396,000
Cost per Unit	*$599,556*

[77] Demolition and environmental remediation costs are estimated at $276,000 and $461,000, respectively. The remediation estimate is based on a Site conditions assessment, which identified the need, at minimum, for installation of a vapor barrier to support residential development.

(B) Developer Profit Margin (15% of A)	$809,400
(C) Required Total Sales Price (A + B)	$6,205,400
Required Sales Price per Unit	*$689,000*
(D) Projected Live/Work Residential Gap	**$0**

Retail

RSG's estimate of the funding gap for the retail component is based on the following assumptions:

- **Building Area:** 10,687 square feet
- **Leasable Area**: 9,444 square feet
- **Vacancy Rate:** 5%
- **Developments Costs:** $550 per square foot, based on comparable developments with prevailing wages
- **Operating Expenses:** $0.75 per square foot per year
- **Market-Rate Space:** 85% of leasable area at $2.23 NNN rent per square foot per month[78]
- **Below-Market Space:** 15% of leasable area at $1.78 NNN rent per square foot per month
- **Capitalization Rate:** 6.0%

Table 10: RSG Projection of Retail Funding Gap

(A) Development Cost	$5,130,000
(B) Capitalized Value[79]	$2,989,000
(C) Projected Retail Gap	**$2,141,000**

Office

RSG's estimate of the funding gap for the office component is based on the following assumptions:

- **Building Area:** 9,326 square feet
- **Leasable Area:** 7,565 square feet
- **Vacancy Rate:** 5%

[78] "Triple net (NNN) rent" refers to a lease structure in which the tenant is responsible for base rent plus their proportional share of property taxes, insurance, and operating expenses.
[79] The capitalized value of the retail space is calculated as net operating income (projected annual rental income, net of vacancy and operating expenses), divided by the capitalization (cap) rate, which reflects market expectations for return on investment.

- **Developments Costs:** $550 per square foot, based on comparable developments with prevailing wages
- **Operating Expenses:** $0.75 per square foot per year
- **Market-Rate Space:** 75% of leasable area at $3.69 NNN rent per square foot per month
- **Below-Market Space:** 25% of leasable area at $2.95 NNN rent per square foot per month
- **Capitalization Rate:** 8.0%

Table 11: RSG Projection of Office Funding Gap

(A) Development Cost	$5,878,000
(B) Capitalized Value[80]	$4,612,000
(C) Projected Office Gap	**$1,266,000**

Commercial & Public Parking

*R*SG's estimate of the funding gap for the commercial and public parking is based on the following assumptions:

- **Number of Spaces:** 40 spaces
- **Developments Costs:** $75,000 per space, based on comparable developments with prevailing wages
- **Projected Funding Gap:** RSG assumes the funding gap is equal to total development costs, reflecting the lack of traditional revenue sources to support or offset these costs

Table 12: RSG Projection of Commercial & Public Parking Funding Gap

(A) Development Cost	$3,000,000
(B) Projected Parking Gap	**$3,000,000**

Table 13 shows the total estimated funding gap for the entire development.

[80] The capitalized value of the office space is calculated as net operating income (projected annual rental income, net of vacancy and operating expenses), divided by the capitalization (cap) rate, which reflects market expectations for return on investment.

Table 13: RSG Projection of Total Funding Gap

Multifamily Residential	$15,582,000
Live/Work Residential	$0
Retail	$2,141,000
Office	$1,266,000
Commercial & Public Parking	$3,000,000
Total Development Gap	**$21,989,000**
Non-Residential Development Gap	*$6,407,000*

Residential Gap Financing Sources

The proposed multifamily resident component is fully affordable and will therefore generate significantly less revenue than a comparable market-rate development. The combination of deeply restricted rents and elevated construction costs, particularly for infill and podium-style developments, significantly limits the amount of permanent debt that such projects can reasonably support. Thus, to move the project forward, the development team will need to compete to secure tax credits and/or local funding commitments to close the remaining funding gap. Additionally, project-based vouchers ("PBVs") may need to be secured to support financial feasibility during operations; PBVs are typical for projects that include extremely low-income units.

To address a multifamily residential funding gap, most affordable housing developers rely on a layered capital stack that combines both private and public funding sources. The standard structure includes the following:

- Federal 9% and 4% Low-Income Housing Tax Credits (LIHTC), which are syndicated to private investors and generate equity that typically covers 30% to 45% of total development costs

- A permanent loan sized to the amount that the restricted affordable rents can support; because the rents are deeply discounted relative to market levels, the permanent loan is generally limited and often represents less than 35% of the total development budget

- A deferred developer fee, which developers may recover over time through project cash flow, subject to underwriting limitations

- To address the remaining residential gap, developers typically rely on soft debt or public subsidies secured through various local, state, or federal funding mechanisms; this will be necessary to cover the projected multifamily residential gap of $15.6 million

Layered gap financing is standard in the affordable housing industry in California and across the United States, reflecting the broader reliance on public subsidies to achieve financial feasibility under deeply restricted rent structures. **Most affordable housing developments rely on a combination of public funding sources to bridge the resulting financing gap and achieve full project feasibility.** Federal and State programs such as LIHTC, tax-exempt bonds, the Multifamily Housing Program ("MHP"), Homekey+, and various additional local funding sources are designed to support project feasibility. Although the competitive nature of these programs introduces complexity to project timelines, their use is anticipated and consistent with the financing strategies employed throughout California. Assembling a complete financing package can take 12 to 24 months or longer, depending on the competitiveness of funding cycles, program availability, and local support. Most affordable housing projects require a phased approach, including securing early predevelopment funds, submitting multiple applications across overlapping timelines, and responding to evolving program guidelines. As such, proactive engagement with funding agencies, alignment with local housing goals, and demonstration of Site readiness (e.g., entitlements, environmental clearance, and Site control) are critical to a successful funding strategy.

Non-Residential Gap Financing Sources

Unlike the multifamily residential component, the commercial component is not eligible for LIHTC, which presents a common challenge for mixed-use affordable housing developments.

The valuation of commercial space is typically based on the property's net operating income and an applied capitalization rate ("cap rate"), which is a standard industry metric used to estimate a property value based on income. This relationship is expressed as follows:

Property Value = Net Operating Income ÷ Capitalization Rate

For example, if a commercial tenant pays $25,000 annually and the property is valued at a 5% cap rate, the implied value of the space is approximately $500,000. When development costs exceed this value, as is the case here, the commercial component is financially infeasible from a private investment standpoint, resulting in a funding gap.

Due to these constraints, developers are typically hesitant to include commercial space unless required by zoning or supported by public-sector incentives. Commercial space increase can increase project complexity, introduce leasing risk, and may not attract sufficient investor demand. As a result, closing the commercial funding gap typically requires alternative financing sources.

Potential sources include private, non-traditional capital (e.g., mission-driven lenders, impact investors, philanthropic grants or program-related investments), as well as New Markets Tax Credits (NMTC). Given the Site's location in a historically underinvested area that was once a thriving commercial corridor, there may be opportunities to attract mission-driving capital focused on equitable redevelopment, community revitalization, economic reinvestment, and anti-displacement outcomes. The Site's proximity to major public and philanthropic investments, including the Destination Crenshaw initiative, may further enhance its attractiveness to investors seeking to support catalytic, community-serving development along the corridor.

In addition to philanthropic capital, potential financing sources include Community Development Financial Institutions (CDFIs), which specialize in lending in underserved communities; Community Reinvestment Act (CRA)-motivated bank capital; health-focused investment funds that support projects improving access to healthcare and social services; and arts and cultural funding aligned with the Crenshaw corridor's role as a center of Black culture and identity. The project's emphasis on neighborhood-serving retail, community serving uses, and potential below-market commercial space align with common priorities for these types of investors, including expanding access to essential goods and services, supporting local businesses, fostering cultural preservation, and creating economic opportunities for low-income residents.

NMTC financing may also be available where project uses qualify under targeted populations provisions, including retail uses that primarily serve low-income residents (e.g., grocery stores, pharmacies, and other neighborhood-serving retail), office space occupied by nonprofit or mission-aligned tenants, and facilities that provide services or employment opportunities to low-income persons (e.g., workforce development, job training, small business support, healthcare, education, and social services). Notably, these uses are closely aligned with the priorities identified by the Community Working Group. Parking costs may also be eligible if the parking demonstrably supports these uses, is necessary for project feasibility, and is not oversized.

Based on preliminary assumptions, NMTC financing could generate approximately $1.3 million to $2.8 million in gap funding for the retail, office, and potentially parking components. As such, NMTC could materially reduce the estimated $6.4 million funding gap for the commercial and public-serving portions of the project.

The Site may be well-positioned to leverage multiple forms of place-based capital that are specifically designed to support inclusive economic development in historically underserved communities. A comparable case study is the First Street North Apartments in Little Tokyo, which combined $4 million in foundation program-related investments (PRIs) with $6.5 million in

NMTC financing to support a mixed-use development with both residential and commercial components. A portion of the commercial space in that development is leased at below-market rents, demonstrating how layered financing and partnerships can help achieve community-serving uses while maintaining overall project feasibility.

Conclusion and Next Steps

The future development of 5401 Crenshaw Boulevard represents an opportunity to convert a long-vacant public Site into a community-serving asset. Based on publicly available materials, the strongest recurring recommendations are to deliver deeply affordable mixed-use housing, restore workforce opportunity, support local business activity, preserve cultural identity, and ensure that redevelopment benefits existing residents. A disposition process that centers these recommendations can help DGS advance a legally compliant, community-responsive, and durable outcome for this important Hyde Park community Site.

Recommendations Summary

The recommendations are organized in three thematic areas:

Workforce Empowerment & Economic Opportunity

3. Workforce Empowerment & Economic Pathways
    d. Provide **flexible creative office space** that includes a mix of private offices, private gathering areas, and communal spaces to **support workforce development and training for future-focused industries** that include quality, green jobs and creative careers
    e. Where possible, **recruit local workers** and coordinate with building trades to support Site development, construction, and building operations
    f. **Partner with worker rights organizations** to share training and educational resources related to onsite construction, operations, and maintenance jobs
4. Community-Serving Resources & "One-Stop-Shop" Model
    d. Include **space for health providers** to locate on-site health and holistic mental health services accessible to broader community
    e. Create **community space to host larger workshops and meetings** and to encourage local organizing efforts and networking
    f. Invite other **public resource agencies** to share flexible office space and create a "one-stop-shop" for resources

Thriving Crenshaw Business District

3. Business Development & Commercial Amenities
    e. Develop **commercial space that can support retail food/drink options** (e.g., coffee, smoothie shops, jazz bar, lounge)
    f. Construct **creative office spaces and common areas** that attract creative businesses to build on the Crenshaw Corridor's cultural legacy

g. **Prioritize tenants that serve, employ, or are owned by members of targeted populations** as defined by the New Market Tax Credits program
h. Employ **business retention strategies** like long-term leases and codified commercial rent increases in tenant leases

4. Development & Infrastructure

    d. Make **strategic infrastructure investments** in pedestrian safety, urban greening, and public gathering spaces to bolster foot traffic and encourage connections to other neighborhood amenities

    e. **Include parking for Site residents and retail** to support the inflow of business to the corridor

    f. Ensure **increased ADA compliance & accessibility** such as additional curbside ADA parking near the Site

Housing to Meet Community Needs

4. Planning & Pre-Development

    d. Explore **partnerships with Community Land Trusts** (CLTs) to offer more flexibility and retain affordability in perpetuity

    e. **Apply for newly established local funding streams** that can support alternative models (e.g., social housing) and the proposed unit/affordability mix

    f. **Incorporate workforce housing** for middle income earners such as teachers, nurses, and public sector employees

5. Construction

    c. Include **more family-sized units** (i.e., more 2- to 3-bedroom units, larger unit square footage) than currently available in the area

    d. Site development, construction and operations **workforce opportunities that benefit existing residents** such as local hire programs

6. Occupancy & Ongoing Operations

    d. Ensure **affirmatively furthering fair housing oversight, anti-discrimination measures** are used in the tenant application process[65]

    e. Increase transparency in building operations through **tenant governance methods** (i.e., tenant governing boards/associations, participatory planning with tenants)

    f. Create a **priority population preference list** that can support reviewing and scoring housing applications

Appendix

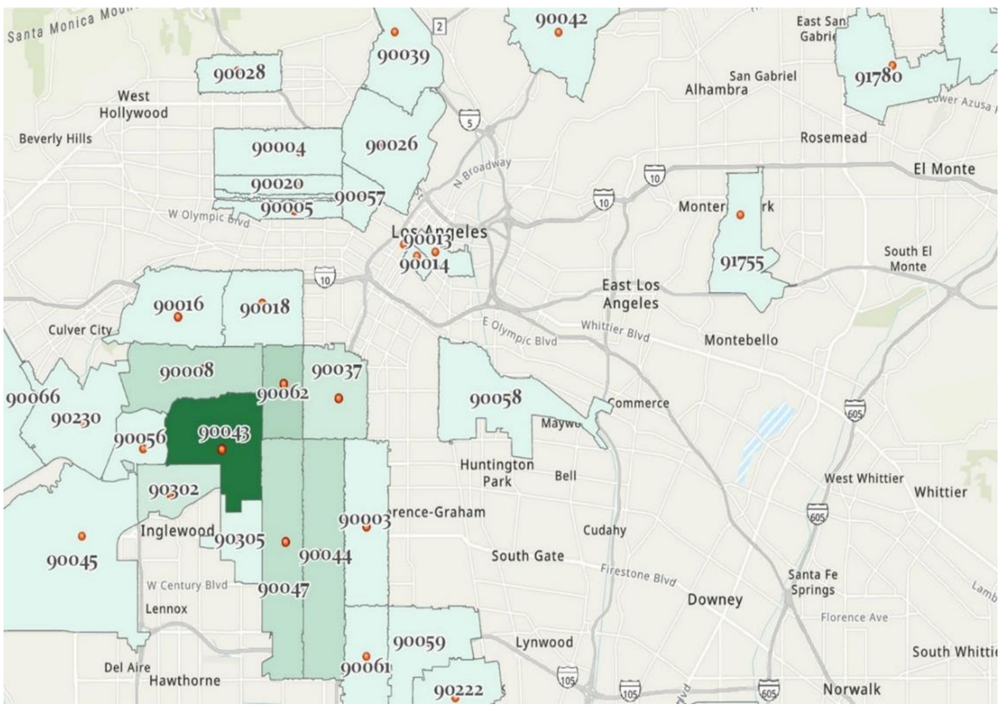
A. Community survey results and analysis

Survey Demographics

After LABWC led the survey collection around the Hyde Park-Crenshaw neighborhood, EA analyzed and summarized the 176 responses.

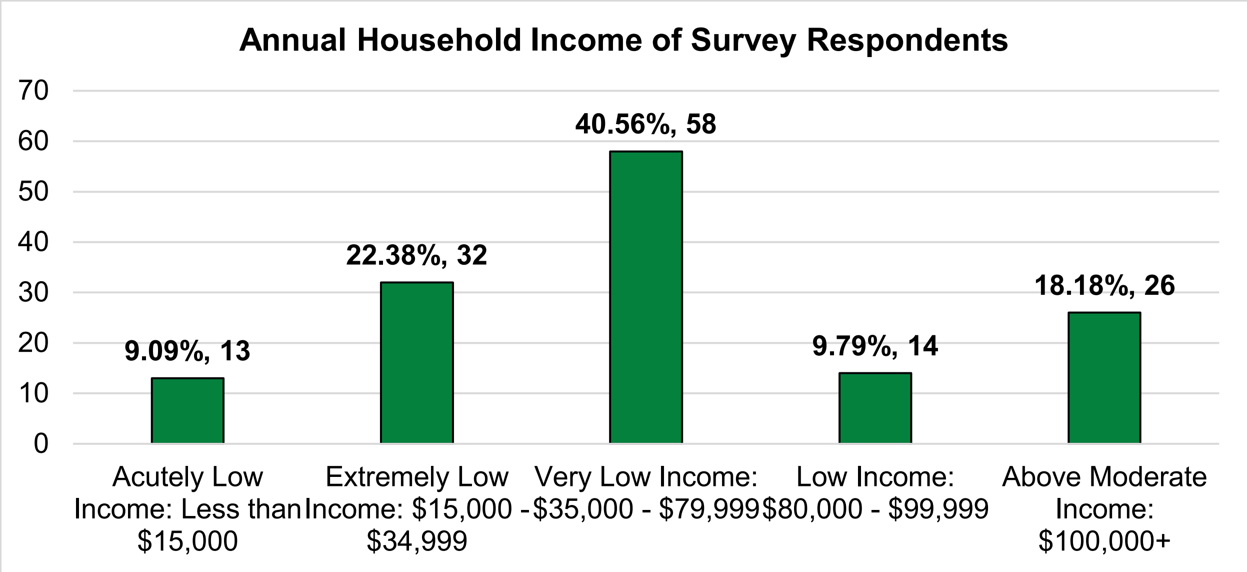
LABWC targeted their survey outreach efforts in the neighboring communities of the Site. Survey responses most heavily concentrated in 90043 and the adjacent zip codes to capture the perspectives and priorities of the people who will be most impacted by the development at this Site. Most survey respondents identify as Black/African American (89%) and over the age of 35 (77%), mirroring the community demographics. The highest concentration of responses came from people with household incomes that fall under the 'Very Low Income' category (40.56%).[81]

Figure A1: Community Survey Outreach Efforts



[81] 'Very Low Income' is between $35,000-$79,999 annual household income.

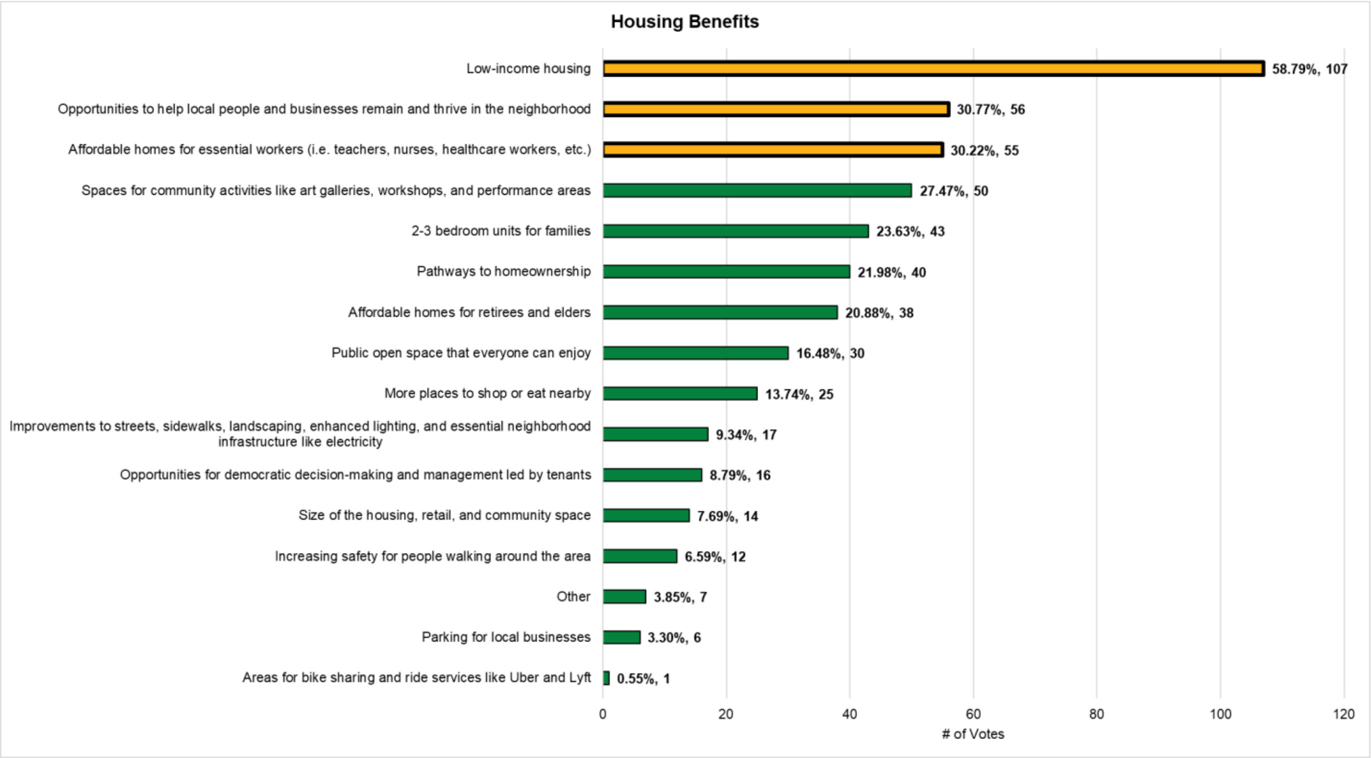
Figure A2: Annual Household Income of Survey Respondents



Preferred Amenities

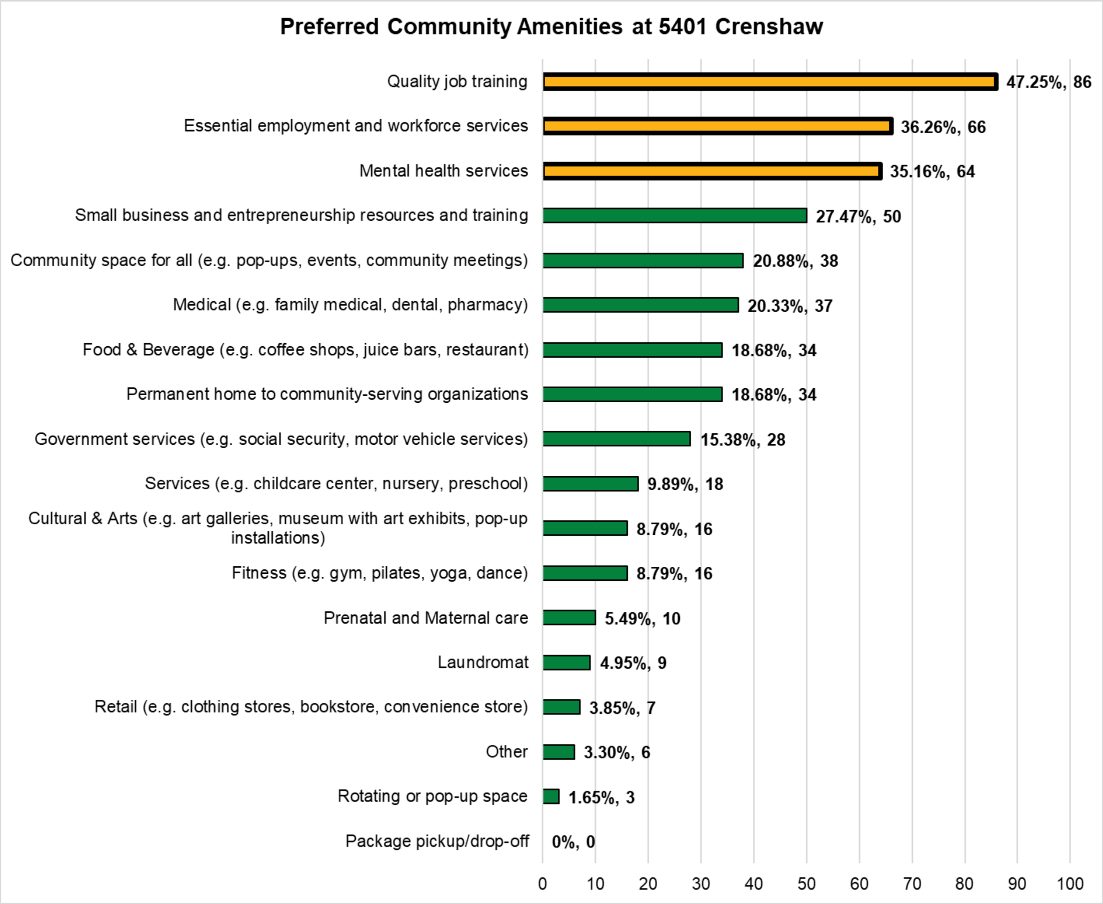
People surveyed prioritize low-income housing (59%), opportunities to remain in the neighborhood (31%), and affordable homes for essential workers for the housing benefits of the Site (30%). Spaces for community activities, family-sized units, homeownership, and housing for elders were also popular responses.

Figure A3: Housing Benefits



When asked about non-housing amenities at the Site, people surveyed want to see quality job training (47%), employment and workforce services (36%), and mental health services (35%). Business development, community space, and medical services are also popular amongst people surveyed.

Figure A44: Preferred Community Amenities at 5401 Crenshaw



Open-Ended Sentiments

Open-ended sentiment analysis: Overall, survey responses covered several major topic areas: 1) Investing in the Black community and preventing displacement; 2) community space and gathering opportunities; 3) workforce development and high-quality jobs; 4) housing and displacement needs; 5) small business investments and retail opportunity; 6) mobility and street safety; and 7) essential services and access to resources.

i. Investing in the Black community and preventing displacement

The most prominent theme across the open-ended responses centers the Black community that created a legacy of culture and business in the neighborhood. Over half of responses that referenced the Black community and the neighborhood's cultural legacy name workforce development and high-quality jobs for Black people as a priority. People also named the importance of Black-owned businesses in the cultural development and preservation of the corridor. Residents named the cultural richness and diversity in the community, and their family history in the neighborhood as their favorite aspects of the neighborhood.

ii. Community space and gathering opportunities

The second most common theme across the open-ended responses identify accessible community gathering space and event programming as a priority in the neighborhood. People named the importance of an accessible public space that uplifts and protects Black workers in the community. The Black community's history of organizing and base-building in these gathering spaces was named, underscoring the importance of having publicly available spaces to empower and resource community members. The existing wealth of events and gatherings across the community in Leimert Park, from emerging Black-owned businesses like Black Being and SUPRMARKET were named as vital assets to residents' sense of community.

iii. Workforce development and high-quality jobs

Approximately 75% of the responses that prioritize workforce development and job opportunities specifically prioritize Black workers and the economic empowerment of the Black community. People named job training and placement programs as priority resources for this Site and the neighborhood for high-quality careers across industries, including tech and the creative industries. Several people named public workforce services and a return of EDD employment services.

iv. Housing and anti-displacement considerations

Almost 80% of the responses that name housing as a priority for the Site, specifically name a need for affordable/low-income housing in the neighborhood however, one response named a need for market-rate housing to create more housing supply. Housing sentiments note concerns about displacement and gentrification and a desire for community ownership and affordability levels for the current residents of the neighborhood.

v. Small business investments and retail opportunity

Business and retail needs in the community were uplifted by survey respondents in the open-ended responses. Healthy food businesses including cafes, grocery stores, and restaurants were most commonly named as retail options to meet the needs of the community. People who responded to the survey also prioritize Black-owned businesses to meet the retail needs of the Crenshaw corridor. New retail options should be affordable and accessible to families in the neighborhood, and entrepreneurial support and small business resources are needed to sustain local businesses.

vi. Mobility and street safety

The top consideration for the mobility and street safety at and around the Site is walkability and access to transit. People who responded to the open-ended questions emphasize having resources within walking distance, and ensuring the walkways are safe and accessible for all community members. Street infrastructure such as sidewalk upgrades and lighting were commonly suggested to address safety and mobility concerns. Responses highlight overall safety needs including resources and programming that fosters community wellbeing and youth safety.

vii. Essential services and access to resources

Community members mention community resources and social/public services to uplift the neighborhood. While most responses do not name specific resources or services, employment and workforce services are most prominently mentioned. Intergenerational access to resources is also a common theme across responses. Responses that speak to community resources and services name the benefits these services can provide by uplifting community members and the greater community in turn.

B. Case Study: Mixed-Use Workforce Housing Models

Mixed-use workforce housing combines residential units affordable for middle-income or moderate-income households with retail, office, or community spaces. Moderate-income is generally considered households earning between 80% and 120% of the area median income (AMI).[82] Workforce housing provides an affordable option for essential workers, such as teachers, nurses, and municipal workers, that make too much to qualify for affordable housing but cannot afford market-rate units.

In LA County, the rising cost of living has made workforce housing a key strategy for maintaining equitable access to jobs and community life. Public agencies, school districts, and developers are leveraging public land, tax credits, and public-private partnerships to create more workforce housing. The following examples illustrate approaches across Los Angeles and the Bay Area.

Jordan Downs Redevelopment- Housing Authority of the City of LA (HACLA)

Figure B1: Areas 1A, B, and C completed with the updated extension of Century Blvd.
Source: *HACLA*

The Jordan Downs Redevelopment is a housing project to revitalize the Jordan Downs community by turning one of Los Angeles's oldest public housing sites into a mixed-income, mixed-use development. Led by the Housing Authority of the City of Los Angeles (HACLA) in partnership with BRIDGE Housing and The Michaels Organization (TMO), the redevelopment replaces aging public housing in Watts with over 1,500 new units, parks, childcare, and a retail center.[83] Although most of the units are being reserved for residents who earn up to 80% AMI, a portion of units that will be available for homeownership will be set aside for households between 80% and 120% AMI. Financing for the housing project combines a federal Choice Neighborhoods Initiative (CNI) grant, Low-Income Housing Tax Credits (LIHTC), state grants, and private equity.[84] Community benefits of the development include new open space, infrastructure improvements, job training programs, and

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[82] Hamann, J. (2022, December 8). *Who finances workforce housing?*. HUD Loans. https://www.hud.loans/hud-loans-blog/workforce-housing-why-is-it-so-important/
[83] *Jordan Downs Redevelopment*. HACLA. (n.d.). https://www.hacla.org/en/developmentservices/development/jordan-downs-redevelopment?utm_
[84] Kimura, D. (n.d.). *Latest phase of Jordan Downs Redevelopment Opens - Affordable Housing Finance*. Affordable Housing Finance. https://www.housingfinance.com/developments/latest-phase-of-jordan-downs-redevelopment-opens/

a local hiring commitments.[85] The project brings new resources to Watts while preserving long-term affordability to avoid the displacement of the current community.

Location	Watts, Los Angeles
Developer	BRIDGE Housing, The Michaels Organization, and Housing Authority of the City of Los Angeles (HACLA)
Units and Affordability Level	1,569 affordable and market rate housing units
Development Timeline	Developed under a "Build First" model. Construction began in 2017 and completed in 2023
Land Disposition Method	HACLA owns the property, BRIDGE and TMO developed the property
Financing	• 2018 HUD Choice Neighborhoods Initiative (CNI) Grant - $30M
Community Benefits	• "Build First" development model: Current residents were relocated to new buildings before the old structures were removed. • Redeveloped the neighboring roads including Century Boulevard. • 1.7 acres of park space, 115,00 sq ft of retail, 45,000 sq ft for commercial and amenity space • Outreach process to gather stakeholder feedback for preferred services in the community spaces • Ownership opportunities for families earning between 80-120% AMI

School District Housing Models

Education workforce housing is a type of workforce housing that prioritizes educational agency employees. In California, local educational agencies (LEAs) have started developing workforce housing to increase the retention and recruitment of teachers and staff through below-market rate housing.[86] Education workforce housing is unique to other forms of housing because LEAs already own land where the housing will be developed, have access to tax-exempt financing and property tax funded infrastructure bonds, and have targeted tenants.[87] Three housing

[85] *Jobs & Opportunities*. Job Creation and Section 3 |. (n.d.). https://www.wattsrising.org/our-impact/job-creation-and-section-3/
[86] California School Board Association. (n.d.). *Governance and Policy Resources*. Education Workforce Housing. https://csba.org/GovernanceAndPolicyResources/Education-Workforce-Housing#gsc.tab=0
[87] *Housing California Educators: Insights from Nine Education Workforce Housing Developments*. California School Board Association. (n.d.-b). https://www.csba.org/-/media/CSBA/Files/GovernanceResources/EducationWorkforceHousing/Post-occupancy-report_April-2025_FINAL.ashx?la=en&amp=&rev=3245414b2585451e8b0981a25a88fc69

developments in the Bay Area—Shirley Chisholm Village, Eastmoor Heights, Casa Del Maestro—provide housing for school district employees that earn between 40% to 120% AMI.

Shirley Chisholm Village – San Francisco Unified School District (SFUSD)

Figure B2: Rendering of Shirley Chisholm Village
Source: *MidPen Housing*

In April 2024, the San Francisco Unified School District (SFUSD) opened the Shirley Chisholm Village, developed by MidPen Housing.[88] This development was celebrated as the City's only affordable housing complex that prioritizes educators.[89] Shirley Chisholm Village includes a learning center, on-site after school program, and an open community plaza. SFUSD paid for the below-market ground lease of the property and the development was financed through the low-income housing tax credit program, private equity, and public funds in partnership with the Mayor's Office of Housing and Community Development (MOHCD).[90]

Location	San Francisco, CA
Developer	San Francisco Unified School District, Mayor's Office of Housing and Community Development, and MidPen Housing
Units and Affordability Level	135 multifamily affordable and workforce housing units at 40-120% AMI
Development Timeline	Project opened in 2025
Land Disposition Method	Long-term ground lease between the developer and the State.
Financing	• Low Income Housing Tax Credits (LIHTC)* • Silicon Valley Bank • National Equity Fund *Funding for low income and moderate-income units were provided separately
Community Benefits	• Priority to applications from SFUSD employees • Onsite learning center and after school programs

88 *Shirley Chisholm Village – MidPen Housing*. (2026). Midpen-Housing.org. https://www.midpen-housing.org/shirley-chisholm-village/
89 Jones, G. (2025, February 3). *SF built homes for teachers — but they can't get in*. Sfstandard.com; The San Francisco Standard. https://sfstandard.com/2025/02/03/teacher-affordable-housing-shirley-chisholm/
90 https://csba.org/-/media/Fact-Sheet_SFUSD_2025_FINAL_REV.ashx?la=en&rev=53810acb17bc49febc7e6c336988307b

	• Community plaza

Additional Workforce Housing Examples

1. **Airo at South Bay – Hawthorne, CA**
    a. Airo at South Bay, developed by Standard Communities, is a privately developed workforce housing project in LA County. The 230-unit multifamily development targets residents earning between 80-120% AMI and is located near the SpaceX headquarters as well as other technology, logistics, and aerospace clusters. Airo includes a coworking lounge and commercial/retail space on the ground floor. The development was financed through private equity, construction loans, and tax-exempt governmental purpose bonds from the California Statewide Communities Development Authority.[91]

[91] *CSCDA CIA Millennium South Bay Announcement*. CSCDA . (n.d.). https://cscda.org/wp-content/uploads/2021/12/CSCDA-CIA-Millennium-South-Bay-Announcement.pdf

C. Case Study: Community Land Trusts on Surplus Land

In California, Assembly Bill 1486 (AB 1486 Ting) defines surplus land as publicly owned property that is not used or needed by a local agency. It prioritizes affordable housing development on those properties to help address the state's housing crisis.[92] Executive Order N-06-19 (Newsom 2019) streamlines and prioritizes the process for developers to build affordable housing on State-owned property through long-term ground leases.[93] If designated as surplus land, specific parcels cannot be sold separately. The Surplus Land Act also applies to land designated as excess, which is surplus land that can be sold into separate parcels. [94]

Surplus land designated for affordable housing production is a cost-effective tool for public agencies to support lower cost housing development, promote community land ownership, and pursue land use goals.[95] Recent efforts to utilize publicly owned land for affordable housing development have led to new partnerships between public agencies and Community Land Trusts (CLTs) across the country.[96]

The following case studies highlight two examples of CLTs in California that are producing new affordable housing on surplus public land. These cases provide the background and context, land disposition methods, financing, and anticipated outcomes for each project.

Sugar Pine Village – Saint Joseph Community Land Trust

Figure C1: Sugar Pine Village Aerial view with Phase I and II complete.
Source: *Related CA*

Sugar Pine Village in South Lake Tahoe is the first development awarded State excess land under Executive Order N-06-19.[97] Saint Joseph Community Land Trust (SJCLT) partnered with Related California to develop 248 units of affordable housing, where units were reserved for households making between 30 and 60% of the Area Median Income (AMI). The project sits on ten acres of developable California Tahoe Conservancy (Conservancy) excess land and is

[92] *California AB1486 | 2019-2020 | Regular Session*. (2019). LegiScan. https://legiscan.com/CA/text/AB1486/id/2056746
[93] Executive Order N-06-19. Executive Department State of California (2019). Gov.ca.gov, https://www.gov.ca.gov/wp-content/uploads/2019/01/EO-N-06-19.pdf
[94] Spool, P. G. (2022, August 31). Excess or Surplus Land: Which is it?. Working RE Magazine. https://www.workingre.com/excess-or-surplus-land-which-is-it/#:~:text=Excess%20land%20has%20the%20potential,sold%20off%20for%20another%20use.
[95] *Public Lands for Affordable Housing Development | California Department of Housing and Community Development*. (2021). Ca.gov. https://www.hcd.ca.gov/planning-and-research/public-lands#:~:text=One%20of%20the%20challenges%20in,for%20Affordable%20Housing%20section%20below.
[96] *Catalytic Land Cohort – Grounded Solutions Network*. (2019). Groundedsolutions.org. https://groundedsolutions.org/catalytic-land-cohort/
[97] *Sugar Pine Village | Related California*. (2025, September 4). Relatedcalifornia.com. https://www.relatedcalifornia.com/our-company/properties/sugar-pine-village

governed by a long-term ground lease. The process to dispose of and develop this Site included numerous community meetings and opportunities for input both before and after Related and SJCLT were selected as the developers.[98] Community input covered housing models, environmental needs, transportation considerations, economic development priorities, on-site services, and the solicitation process.[99]

Sugar Pine Village is a notable example of the strong relationship between SJCLT and local agencies, as it is an SJCLT project that has leveraged public land donations to eliminate the barrier of land costs to develop affordable housing. SJCLT led the community engagement for the project to facilitate the local support needed to complete the City's entitlement process within six months of award.[100]

Location	South Lake Tahoe, CA
Developer	Related California and Saint Joseph Community Land Trust
Units and Affordability Level	248 multifamily affordable and workforce housing units at 30-60% AMI
Development Timeline	Phase I completed in September 2024, Phase II completed in Fall 2025, Phase III is under development, and Phase IV is currently in pre-development.[101]
Land Disposition Method	Long-term ground lease between the developer and the State.
Financing	• Affordable Housing and Sustainable Communities (AHSC) Program • HOME Investment Partnerships Program • Infill Infrastructure Grant (IIG) • Loans from the City of South Lake Tahoe • Local Government Matching Grant (LGMG) • Low Income Housing Tax Credits (LIHTC) • Multifamily Housing Program (MHP) • Permanent Local Housing Allocation (PLHA) Programs • Tahoe Regional Planning Agency funding
Community Benefits	• Connection to nearby active transportation including walking trails, bike paths, and transit connections • Social services provided through a community hub • Community resiliency center

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[98] *Sugar Pine Village*. (2024). Sugarpinevillageslt.com. https://sugarpinevillageslt.com/
[99] *Affordable Housing on Conservancy Land in South Lake Tahoe*. (2020). https://tahoe.ca.gov/wp-content/uploads/sites/257/2020/04/Affordable-Housing-on-Conservancy-Land-in-South-Lake-Tahoe_April-23-2020.pdf
[100] *Community Land Trusts as Stewards of Public Land | Othering & Belonging Institute*. (2018). Berkeley.edu. https://belonging.berkeley.edu/community-land-trusts-stewards-public-land#footnote8_y52riui
[101] *Projects | Saint Joseph Communi*. (2024). Saint Joseph Communi. https://www.saintjosephclt.org/projects

Point Reyes Station Housing Project – Community Land Trust Association of West Marin

In 2019, the County of Marin purchased the surplus U.S. Coast Guard property at Point Reyes and opened solicitation for nonprofit housing developers for the redevelopment of the former Coast Guard staff housing.[102] In 2020, the County awarded a proposal from the Community Land Trust Association of West Marin (CLAM) in partnership with developer Eden Housing. Eden Housing and CLAM will reactivate and improve the existing infrastructure on the Site, creating 54 new units of affordable housing at 30-60% AMI, with a mandated set aside of units for agricultural workers in compliance with the State Joe Serna Jr Farmworker Housing Grant.[103] This project will create improvements to protect the sensitive natural space and encourage native species growth.[104]

After the County selected CLAM and Eden's proposal for the Site in 2020, they entered an Exclusive Negotiating Agreement (ENA) that gives them the sole right to negotiate a land disposition structure that best suits the organizations' development and financing goals. In March 2025, the County approved Eden and CLAM to purchase the property for $1 by December 2025.[105] The project entitlements were approved by the County in August 2024, and the developers are currently awaiting funding awards before entering the approval and construction process.[106]

Location	Point Reyes Station, Marin County, CA
Developer	Eden Housing and Community Land Trust Association of West Marin (CLAM)
Units and Affordability Level	54 units at 30-60% AMI. Set aside units for families who currently work in, or are retired from, agricultural work.[107]
Development Timeline	Estimated date of completion in 2028. County entitlements approved in August 2024, currently in the financing phase.
Land Disposition Method	TBD, utilizing an Exclusive Negotiating Agreement (ENA) between developers and the County in the interim period before deciding an adequate land disposition process.
Financing	• Joe Serna, Jr. Farmworker Housing Grant (FWHG) Program, State Multifamily Finance Super NOFA (MFSN) • Low Income Housing Tax Credits (LIHTC) • Marin Community Foundation Donation • Marin County Housing Trust Fund • Measure W

[102] https://marin.granicus.com/MetaViewer.php?view_id=&clip_id=12426&meta_id=1353770
[103] Station, R. (2025, October 17). *CLAM*. CLAM. https://www.clam-ptreyes.org/news/point-reyes-station-coast-guard-housing-project-charges-forward-with-infusion-of-state-funding-award
[104] Coast. (2025). *CLAM*. CLAM. https://www.clam-ptreyes.org/cgp-updated
[105] https://marin.granicus.com/MetaViewer.php?view_id=33&clip_id=12543&meta_id=1368872
[106] Coast. (2025).
[107] Station, R. (2025, October 17). *CLAM*. CLAM. https://www.clam-ptreyes.org/news/point-reyes-station-coast-guard-housing-project-charges-forward-with-infusion-of-state-funding-award

Community Benefits	• Housing set asides for farmworker households • Water runoff filtration systems • Land stewardship of protected natural lands and native species

Additional CLT Examples on Surplus Land

- Nest: Homestead Community Land Trust – Seattle, WA: Nest is a five-story mixed-use condominium in development on surplus land from the City of Seattle. Nest will create 19 affordable homeownership opportunities for households at or below 80% AMI, and nine near-market rate priced homes.[108] Nest was funded through the City and State Housing Trust Fund, Washington Trust Bank, and the Amazon Housing Equity Fund via the National Housing Trust.[109]
- Irvine Community Land Trust – Irvine, CA: Irvine CLT (ICLT) is a unique example as it was formed as a municipal initiative led by City Council members. The City provided the initial startup funds and donated surplus land to the organization, creating over 500 affordable units. ICLT is now an independent non-profit; however, it retains its partnership with the City. In this model, the municipality offers low-interest, long-term flexible loans for ICLT's rental developments.[110]
- Walnut & Daisy Micro-Farm: Santa Ana THRIVE - Santa Ana, CA: In 2018, Santa Ana THRIVE Community Land Trust (THRIVE) and the City of Santa Ana established an ENA to transfer a 1/3-acre vacant lot to the Trust. THRIVE leveraged their organizing capacity to engage community members through door-to-door surveys, community meetings, and interactive community events. The engagement informed the creation of a micro-farm on the site, and in 2020 THRIVE entered a 99-year ground lease agreement with the City of Santa Ana.[111] The micro-farm is currently under construction and received funding as a California Jobs First (formerly CERF) Pilot Project.[112]

[108] *Nest by Homestead*. (2016). Nest by Homestead. https://www.nestbyhomestead.com/
[109] *LinkedIn*. (2025). Linkedin.com. https://www.linkedin.com/pulse/homestead-community-land-trust-breaks-ground-gtpnc/
[110] *Community Land Trusts as Stewards of Public Land | Othering & Belonging Institute*. (2018).
[111] Ibid.
[112] *Walnut and Daisy Micro-farm | THRIVE Santa Ana*. (2020). THRIVE Santa Ana. https://www.thrivesantaana.org/walnut-and-daisy

D. Case Study: Mixed-Use Social Housing Models

Social housing acts as an umbrella term for housing that is owned publicly, open to residents of many income levels, governed collectively by those residents, and permanently affordable.[113] At its core, social housing exists apart from the speculative real-estate market, ensuring that tenants can stay in their homes while stabilizing communities and offering security to individuals who live there. Already prevalent in many cities across the globe, social housing has not been invested in within the United States on a large scale. However, Los Angeles is well-suited for this model of housing, as advocacy groups are hard at work on implementing innovative policies and programs, such as Measure ULA[114], which directly invest into these new models of housing. While the individual type of dwelling within a social housing model may vary from one development to the next, affordability is the core tenant of social housing. This requires significant investment from public entities and the community to ensure that housing remains affordable and co-governed over time. The image below details core pillars of social housing which may appear in various forms within an individual community or development.

Figure D1: Pillars of Social Housing
Source: *Los Angeles County[115]*

Apart from benefits to individual tenants, social housing is also characterized by the community benefits which it provides. Many examples of social housing include spaces for recreation, care, and learning, alongside individual spaces where residents live. Social housing may also include options for retail or office space, ideally that is locally owned and operated or community serving, such as fresh produce markets or workforce development organizations. This is known as mixed-use social housing.

The 5401 Crenshaw Blvd site (Site) is well-suited to employ a mixed-use social housing model. By incorporating mixed-use and mixed-income housing that reflects the needs of residents in the community with organizations that serve these residents and neighbors, 5401 Crenshaw can transform into a transit-oriented, community-driven site that provides community benefits for decades to come. The following case studies highlight the specific intentionality with which each

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[113] *Basic Principles: What is Social Housing?* (2021). AHJ. https://www.allianceforhousingjustice.org/us-social-housing-principles
[114] *ULA – LAHD.* (2023). Lacity.Gov. https://housing.lacity.gov/ula
[115] GPLA Vienna Social Housing Field Study 7. (n.d.-a). https://file.lacounty.gov/SDSInter/bos/supdocs/189707.pdf

project was designed, and how residents or the public are invested in these projects continued success.

Rolland Curtis Gardens

Figure D2: Rolland Curtis Gardens
Source: *Abode Communities*

Rolland Curtis Gardens (RCG) serves as a successful redevelopment model in Los Angeles. Located in Exposition Park in South Los Angeles, RCG is a 140-unit mixed-use housing development owned by local Community Land Trust (CLT) T.R.U.S.T South LA (T.R.U.S.T). T.R.U.S.T South LA utilized a 99- year ground lease with nonprofit developer Abode Communities to redevelop the site in 2019, ensuring longstanding affordable housing in the South LA community.[116] RCG was originally a 48-unit Section 8- funded housing project that was completed in 1981. The original RCG affordability covenants expired in 2011, and T.R.U.S.T South LA saw an opportunity for a CLT purchase of the land from the private owner who was looking to transition the units to market rate. T.R.U.S.T and Abode Communities were able to purchase the property in 2012. This CLT purchase was a crucial step towards protecting the tenants, stabilizing the community, while adding additional needed affordable units. These additional units were advantageous for two reasons: 1) more affordable housing in a transit- rich community ensured that residents had access to community-serving amenities. It also ensured community and had the potential to reduce greenhouse gas emissions which allowed RCG eligibility for CA Climate Investment grants and 2) the additional units allowed the property operational viability through unit revenue. After the building opened, original tenants were offered “first right of return” to move back into the community.7�8 On the ground floor of Rolland Curtis Gardens is space for a federally qualified health clinic. The space is currently operated by St. John’s Well Child and Family Center and serves over 10,000 patients annually. Patients and

[116] *Rolland Curtis Gardens - Abode Communities*. (2025, August 12). Abode Communities. https://abodecommunities.org/communities/rolland-curtis-gardens/

residents alike can access the clinic and their homes due to the rich transit corridor where the development is located. [117]

Location	Los Angeles, California
Developer	Abode Communities
Units and Affordability Level	140 affordable family homes at 30% - 60% AMI
Development Timeline	Redevelopment from initial purchase in 2012 to completion in 2019
Land Disposition Method	Community Land Trust purchase from private developer with expiring affordability covenants
Financing	• State of California Department of Housing and Community Development (HCD) and Strategic Growth Council (SGC) Affordable Housing and Sustainable Communities Program (AHSC) • California's Tax Credit Allocation Committee (CTCAC) 4% and 9% Low Income Housing Tax Credits (LIHTC) 9 • HCD Multifamily Housing Programs (MHP) • CCF Community Foundation Land Trust (CFLT) Loan • Specialized Wells Fargo Permanent Mortgage • T.R.U.S.T and Abode Communities Equity
Community Benefits	• Federally qualified health clinic • Transit oriented location with neighborhood improvements including updated lighting and street shade

Sonnwendviertel

Figure D3: Sonnwendviertel Housing
Source: *IBA Vienna*

Completed in 2022, Sonnwendviertel is an intentional neighborhood in Vienna, Austria, which contains over 5000 residential units of varying sizes made affordable through government subsidy and public investment. The neighborhood was first proposed in 2003 as a part of Vienna's Central Railway station Master Plan. Sonnwenviertel is located atop a former industrial and railway station, that was

[117] *Rolland Curtis Gardens - Abode Communities*. (2025, August 12). Abode Communities. https://abodecommunities.org/communities/rolland-curtis-gardens/

vacant and publicly owned when construction began in 2012.[118] The neighborhood is mixed-use, characterized by the presence of retail space on the ground floors of its multifamily buildings which surround a large open green space. Development within Sonnwenviertel took place through the following phases:

1. **Developers competition Sonnwendviertel I (2009)**
   a. Competition zone: 3.9 hectares, 7 construction sites, a total of more than 1,100 apartments
   b. Target occupancy date: 07/2013 to 09/2014
2. **Developers competition Sonnwendviertel II – SMART living (2012)**
   a. Competition zone: 1.2 hectares, 2 construction sites, a total of more than 400 apartments
   b. Target occupancy date: 06/2016 to 07/2017
3. **Developers competition Sonnwendviertel III – generations: living (2016)**
   a. Competition zone: 1,945 m2, 2 construction sites, around 140 apartments
   b. Target occupancy date: 03/2019 to 07/2019
4. **Land Advisory Board – cohousing groups (2016 and 2017)**
   a. 3 construction sites a total of around 65 residential units/160 residential spaces
   b. Target occupancy date: 10/2018 to 04/2019

Sonnwendviertel is located adjacent to the Vienna Central Station and multiple bike and walking paths, ensuring multimodal transit access for all residents. [119] Within the neighborhood there are numerous types of housing including apartments for residents with specific interests or needs, as well as larger units for families. Both subsidized and privately owned housing ensures affordability in the neighborhood. While co-ownership through individual equity building is not a feature of Sonnwendviertel, all residents have a vested interest in maintaining the community through shared use agreements, anddesires for community benefits, and the recognition that the community is a public good. Communal living is prioritized at Sonnwendviertel through shared use of community rooms, pubs, music spaces, learning centers, and exercise space. Residents from all over Vienna enjoy the open and retail space within the neighborhood. Sonnwendviertel's location near high quality transit makes it ideal for commercial and office use. The neighborhood has one building dedicated to commercial use and a dedication to ensure that businesses utilize their offices to their fullest potential by offering community serving institutions or marginalized businesses low rent, or micro loans to work in the space. These spaces are now a hub for artists and other independent contractors who contribute to the diversity of the neighborhood. Sonnwendviertel is a prime example of how public investment in mixed-uses creates strong, diverse neighborhoods where residents can thrive.

Location	Vienna, Austria

[118] Urbanitarian. (n.d.). https://www.urbanitarian.com/urbanscapes_post?id=37

[119] *Overview*. (2016). Iba-Wien.At. https://www.iba-wien.at/en/projekte/projekt-detail/project/quartiershaeuser-sonnwendviertel

Developer	Various - *Each building in the neighborhood was developed by separate developers/architects who partnered with the City*
Units and Affordability Level	• 5,500 apartments for about 13,000 residents • Different types of housing units such as subsidized (income restricted), temporary living, and quarter houses
Development Timeline	2012 - 2022
Land Disposition Method	Acquired from Vienna's municipal transit provider
Financing	Vienna's social housing system is supported by a 1% tax on the salaries of all residents. Half of the tax is paid from each resident's wages, and the other half is paid by their employer[120]
Community Benefits	• Bloch-Bauer promenade, a vehicle free pedestrian street located at the center of Sonnwendviertel • Ground level retail • Office and artist space for lease with subsidized rents

Additional Social Housing Examples

1. **Quayside Village - Lower Lonsdale, North Vancouver, BC**
    a. Canada's oldest cooperative housing project, a mixed-use development of 19 resident owned or rented condominiums located on top of a local grocery store. The project was completed in 1998 after residents co-purchased the land and developed the space around environmental neutrality and shared governance. Today, the space is co-governed by a resident board which oversees management, maintenance, and shared use of community spaces and community impact. [121]
2. **Ms. Margaret Gordon West Port - Oakland, CA, USA**
    a. East Bay Asian Local Development Corporation developed this 58 unit project for families and individuals alongside Abode Communities.[122] The project has 50% of the units reserved for permanent supportive housing with 1,200sq ft of ground level retail space, and ample community space within the development that serves all ages with a special focus on seniors in the neighborhood.

[120] GPLA Vienna Social Housing Field Study 7. (n.d.). https://file.lacounty.gov/SDSInter/bos/supdocs/189707.pdf
[121] Quayside Village Cohousing. (2015, July 18). https://quaysidevillage.wordpress.com/
[122] Falley, E. (2025, July 7). *Ms. Margaret Gordon west port ribbon cutting!*. EBALDC. https://ebaldc.org/ms-margaret-gordon-west-port-ribbon-cutting/

E. Program Comparison: First Draft vs. Final Draft

Program Element	First Draft	Final Draft	Change
Affordable Units (Main Site)	90	110	**+20 units**
1-Bedroom	—	37 (33%)	
2-Bedroom	—	42 (38%)	
3-Bedroom	—	31 (28%)	
Residential Building Area (C2)	—	130,457 SF	
R1 Townhouse Units	4–6	9	**+3 to +5 units**
1-Bedroom (R1)	—	4 (44%)	
2-Bedroom (R1)	—	3 (33%)	
3-Bedroom (R1)	—	2 (22%)	
R1 Building Area	—	13,490 SF	
Combined Unit Total	94–96	**119**	**+23 to +25 units**
Ground-Floor Retail	19,000 SF	7,565 SF	−60%
Retail Building Area (RSG)	—	10,687 SF	
Commercial Office / Services	34,000 SF	9,444 SF	−72%
Office Building Area (RSG)	—	9,326 SF	
Parking (Main Site)	60,000 SF	60,000 SF	No change
Parking (R1)	—	1,200 SF	
Outdoor Amenities	36,000 SF	20,527 SF	−43%

F. Financial Analysis

Multifamily Residential Funding Gap	
(A) Development Cost	$91,665,000
Cost per Unit	*$833,318*
(B) Projected Tax Credit Equity (44% of A)	$40,333,000
(C) Projected Debt Financing (32% of A)	$29,333,000
(D) Projected Deferred Developer Fee (7% of A)	$6,417,000
(E) Projected Multifamily Residential Gap	**$15,582,000**
Cost per Unit	*$141,650*

Live/Work Residential Funding Gap	
(F) Development Cost	$5,396,000
Cost per Unit	*$599,556*
(G) Developer Profit Margin (15% of F)	$809,400
(H) Required Total Sales Price (F + G)	$6,205,400
Required Sales Price per Unit	*$689,000*
(I) Projected Live/Work Residential Gap	**$0**

Retail Funding Gap	
(J) Development Cost	$5,130,000
(K) Capitalized Value[123]	$2,989,000
(L) Projected Retail Gap	**$2,141,000**

Office Funding Gap	
(M) Development Cost	$5,878,000
(N) Capitalized Value[1]	$4,612,000
(O) Projected Office Gap	**$1,266,000**

Parking Funding Gap	
(P) Development Cost	$3,000,000
(Q) Projected Parking Gap	**$3,000,000**

Total Funding Gap	
(E) Multifamily Residential	$15,582,000
(I) Live/Work Residential	$0
(L) Retail	$2,141,000
(O) Office	$1,266,000
(Q) Commercial & Public Parking	$3,000,000
Total Development Gap (E+I+L+O+Q)	**$21,989,000**
Non-Residential Development Gap (L+O+Q)	*$6,407,000*

[123] The capitalized value of the retail and office space is calculated as net operating income (projected annual rental income, net of vacancy and operating expenses), divided by the capitalization rate, which reflects market expectations for return on investment.