COUNTY OF LOS ANGELES GENERAL PLAN

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Los Angeles County
General Plan

COUNTY OF LOS ANGELES

GENERAL PLAN

On November 25,1980, the Board of Supervisors unanimously adopted the countywide chapters and elements, including accompanying diagrams (policy maps), that are contained in this document as part of the General Plan of the County of Los Angeles.

NOVEMBER 1980

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ACKNOWLEDGEMENTS

While the Department of Regional Planning takes full responsibility for the contents of this document, its preparation would not have been possible without the extensive assistance of a wide range of citizen groups, and city, regional, state and federal agencies; their assistance is gratefully acknowledged.

We should like to thank especially the members of the Countywide Citizens' Planning Council and the city representatives who served on the various Area Planning Councils.

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Valuable insights were also gained from the input of the Los Angeles County General Plan Policy Review Board and the League of California Cities and the Southern California Association of Governments.

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The contributions of the following consultants are gratefully acknowledged:

Land Capability/Suitability Analysis

ENVIRONMENTAL SYSTEMS RESEARCH INSTITUTE
LIVINGSTON AND ASSOCIATES
AERIAL INFORMATION SYSTEMS
ENGLAND AND NELSON
VAN EGGERS (U.C. RIVERSIDE ARCHAEOLOGICAL RESEARCH UNIT)

Environmental, Fiscal, Economic and Social Impacts

McDONALD AND GREFE
SEDWAY/COOKE
WALLACE, McHARG, ROBERTS AND TODD

General Consultation

SEDWAY/COOKE

Public Opinion Survey

OPINION RESEARCH OF CALIFORNIA

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COUNTY OF LOS ANGELES

GENERAL PLAN

INTRODUCTION

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INTRODUCTION

THE NATURE OF THE GENERAL PLAN

The purpose of the General Plan is to protect and further the public interest. The concept of public interest assumes that there are communities of interest having among them widely shared values, goals, and problems that transcend the special concerns of any particular community. The concept extends to protect special communities of interest from discriminatory actions. The concept of public interest also assumes that there are common means or resources. Thus, promoting the public interest involves using common resources responsibly to further common values and to attack shared problems. In a democracy, public interest cannot be separated from due process. Due process involves making public decisions in an accountable, fair and open manner. Fundamental to due process is the principle that those whose interests are affected by a public decision must have an effective voice in the making of that decision. Also fundamental is the right to adequate notice of possible or intended actions, the right of affected parties to present issues for public discussion, the right to be heard in an impartial and responsive forum, and the right of appeal to an independent body for impartial review.

It is in the public interest to satisfy the shared needs of the residents of Los Angeles County, to protect the interests of future generations, and to respond to the special needs of disadvantaged groups which, if left unmet, would endanger public trust. The shared needs of Los Angeles County residents include a healthful, safe, attractive and prosperous environment, the wise use of scarce resources, and effective public services at the lowest possible cost.

The General Plan is a public interest tool for initiating and responding to change. It is a unified statement of public policy for use in making decisions on critical public issues. The Plan provides a framework for coordinating short and medium range actions designed to meet needs and to prevent problems from becoming crises. It sets forth guidelines for how the County of Los Angeles should allocate its resources in meeting identified needs over the next few decades.

The General Plan serves as an advisory document to provide decision-makers with a policy framework to guide specific, incremental decisions so as to move toward achievement of the Plan's stated goals and objectives. At the time specific decisions are made -- whether on land use, the construction of a new highway or an urban renewal project, etc. -- the appropriate decision-making authority must interpret and weigh various Plan policies based on the best information available at that point in time. Thus, the General Plan neither promises nor guarantees the achievement of any goal or objective nor strict adherence to any single policy statement.

The Plan's goals, objectives and policies are the result of considerable public input and professional analysis. They represent a determination, based on existing data and expectations, as to what general course of action should be followed to achieve the kind of environment County citizens wish to be realized by the year 2000.

In addition, since the future is largely unknowable and public expectations may change, the General Plan cannot remain static throughout its lifetime. Appropriate adjustments to its goals, objectives and policies must be made to insure that the General Plan remains relevant to public needs. Thus, the physical, social and economic environment of Los Angeles County must be continuously monitored to identify the emergence of new problems and the solution of old ones.

THE COMPONENTS OF THE GENERAL PLAN

The County of Los Angeles General Plan consists of two major components: (1) the countywide chapters and elements that set the countywide policy framework; and (2) the areawide and community plans* that deal with local issues of unincorporated communities. Their various contents are as follows:

COUNTYWIDE CHAPTERS AND ELEMENTS**

- Introduction
- General Goals and Policies Chapter
- Conservation and Open Space Element
- Land Use Element
- Housing Element
- Transportation Element
- Water and Waste Management Element
- Economic Development Element
- Implementation Chapter
- Technical Supplement
- Safety Element
- Seismic Safety Element
- Noise Element
- Scenic Highway Element
- Plan of Bikeways
- Regional Recreation Areas Plan

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*State law also provides for specific plans, which are sometimes confused with community plans. Community plans are general plans for specific localities within a larger jurisdiction. Specific plans implement general or community plans by providing very detailed designs for specific localities. They are much more detailed than community plans and, unlike community plans, they incorporate regulations and conditions.

**It is proposed that future countywide elements on energy, public facilities and services, human resources, historical and cultural heritage, general recreation, and other subjects be added in the future as funds allow.

The countywide chapters and elements address issues which transcend local community interests, and are intended to identify and promote the broader public interests of the County by addressing issues that, individually or collectively, impact (in terms of costs and benefits) the lives, activities and well-being of all County residents. In this regard, the countywide chapters and elements have three major roles:

1. To provide an overall set of goals and policies to guide countywide activities so that governmental decisions at all levels move in the same direction.

2. To provide policy parameters to integrate more specific planning efforts in order to ensure a compatible and effective regional approach.

3. To provide effective planning for specific functions that can be best addressed at the countywide level.

Each of the countywide chapters and elements has been developed with one or more of the above roles in mind. Thus, their emphasis may be goal-oriented (i.e., General Goals and Policies Chapter), designed to integrate other planning efforts in the County (i.e., Transportation Element) or functional in nature (i.e., Noise Element).

AREAWIDE AND COMMUNITY PLANS*

Unincorporated areawide and community plans are extensions, or refinements of countywide policy. Such local planning programs provide an accessible forum for community residents and interest groups to address issues unique to their area and to express local preferences and attitudes relative to future community growth and development.

*At the present time, the following have been adopted: Santa Clarita Valley Areawide General Plan, Hacienda Heights Community Plan, and East Los Angeles Community Plan. In preparation are the following: Antelope Valley Areawide General Plan, update

Although the content and scope of areawide and community plans are not mandated by State planning law, such plans typically focus on local land use issues including the distribution of specific land use types and intensities, local circulation patterns and the location of neighborhood and community services and facilities. By virtue of the explicit scale and detail that can be achieved through local planning efforts, areawide and community plans serve to refine and provide a local orientation for countywide land use policy.

RELATIONSHIP BETWEEN THE COUNTYWIDE CHAPTERS AND ELEMENTS AND THE AREAWIDE AND COMMUNITY PLANS

Although the major components of the General Plan have different roles, they are not mutually exclusive. As components of the overall General Plan, they serve to provide governmental decision makers with a perspective, and with guidelines appropriate to regional or local issues. Consequently, decisions made must reflect the direction set by both the countywide and local components of the General Plan, if they involve an unincorporated area with an adopted areawide or community plan. The countywide chapters and elements serve to guide decisions involving one or more regional concerns, whereas the areawide or community plans serve to guide local matters. An adopted community, areawide or specific plan may set forth precise standards and criteria

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(Cont'd)
of the Santa Clarita Valley Areawide General Plan, Rowland Heights Community Plan, Malibu/Santa Monica Mountains Areawide General Plan, West Hollywood Community Plan, and Los Angeles County Local Coastal Programs (ultimately to be known as the Coastal Element).

tailored to conditions within the community, provided that such standards and criteria are consistent with the general countywide provisions. In those instances where a decision may involve both local and regional concerns, it is the countywide component that sets the broad policy parameters within which local plans provide more specific direction.* It is in this sense that the local plans are refinements of some of the more important regional issues that the countywide chapters and elements address.

ROLES AND RELATIONSHIPS

Thus, the countywide chapters and elements fulfill a necessary role that transcends and supplements the local plans. In particular, the countywide chapters and elements constitute a collective policy statement addressing issues of countywide or regional importance that cannot be resolved at the local level. Moreover, they provide a coherent and consistent approach throughout the County with regard to the following factors:

Countywide Policy Framework. The General Goals and Policies Chapter provides basic policy parameters within which all countywide elements and areawide and community plans are formulated. These basic policies address critical needs affecting all, or a significant portion, of the County. They are specifically interpreted and elaborated on by "area development priorities" to provide additional guidance for areawide and community plan development.

*It should be noted that due to local characteristics or preferences, a local plan need not address a particular issue. In such a case, the countywide chapters and elements are to be relied upon exclusively.

Population Growth and Distribution. Also provided by the General Goals and Policies Chapter is a set of interrelated population, housing, employment, and land use (PHEL) projections. These projections quantify the anticipated impact of current countywide policy in terms of future growth and development, and provide a baseline for monitoring population, housing, employment and land use trends within the County's major planning areas.

It is the function of the areawide and community plans to determine specific implications of the PHEL projections and countywide policies within each of their planning boundaries.

Urban Form and General Development Pattern. Urban form and development policies seek to influence the character, timing and distribution of future growth and development insofar as they impact such countywide concerns as: the quality and cost of public services; regional air and water quality; the consumption of energy resources; the enjoyment of major open space areas and natural amenities; and the equitable distribution of public resources.

The countywide chapters and elements set forth a generalized urban form concept through both written and mapped policies. This concept provides an organizational framework for interrelating major activity sub-systems within the County. Such sub-systems include major commercial, employment and cultural centers; regional transportation networks and corridors; and major open space and recreation areas.

General development policies identify and promote the various development processes necessary to accommodate anticipated growth and development within the County and its major subregions. Such development processes include urban expansion into suitable urban fringe areas, infill of bypassed parcels within existing urban communities, and revitalization of deteriorated older urban areas through rehabilitation and/or recycling.

Protection of Life and Property. The countywide chapters and elements of the Plan address certain hazards that threaten both life and property in so many areas of the County that it is cost-effective to develop reasonably uniform standards. This also recognizes that communities have not always internalized the cost of developing in hazardous areas and thus have permitted private development to impose burdens on the public at large. Standards and criteria are identified by the Land Use Element (with specific geographic locations depicted by the Special Management Areas Policy Map), the Water and Waste Management Element, the Noise Element, the Seismic Safety Element and the Safety Element. Their application is in addition to any standards and criteria that the areawide and community plans may provide to address purely local hazards.

Environmental Resource Protection. The Conservation and Open Space Element, the Scenic Highway Element, and Coastal Element (being developed) provide policies to protect environmental, cultural, and aesthetic resources which should be accessible to all residents for their use and enjoyment. Specifically identified are Special Management Areas, potential Scenic Highway Corridors and coastal areas that should be subject to countywide standards and criteria. Their application is in addition to any development policies provided by the areawide and community plans. Policies concerning air quality and energy are also addressed at the countywide level since they involve impacts that transcend the boundaries of any single community.

Major Open Space and Recreational Opportunities. The Conservation and Open Space Element, along with the adopted Regional Recreational Areas Plan and the Plan of Bikeways, identify general areas which have countywide significance because of their open space and/or recreational value. The areawide and community plans should provide the necessary analysis and site identification to ensure adequate opportunities for local parks, trails and scenic features, and may include specific measures to protect hillside areas.

Economic, Housing, and Social Opportunities. The distribution of jobs, housing and social opportunities is appropriately dealt with at the countywide level since only limited public funds are available, and equitable distribution requires a countywide strategy. As a result, the Economic Development Element, the Housing Element and the Human Resources Element (to be developed) provide the necessary policies and implementation guidelines. The role of the areawide and community plans is to provide specific site identification and implementation programs based on strong local citizen input.

Regional Transportation/Service System Needs. Both written and mapped policies are provided by the Transportation Element to ensure an adequate and well-balanced transportation system. In addition, the Water and Waste Management Element, together with the proposed Public Facilities and Services Element, deal with the provision of essential services (i.e. water, sewerage, solid waste disposal, electricity, natural gas and petroleum). These are addressed at the countywide level to ensure that necessary connections exist, adequate capacity is available, and the location of large-scale facilities is cost-effective. Within this context, it is the role of the areawide and community plans to identify the appropriate location and size of collector streets and service lines.

Land Use Policy. The land use classifications, depicted on the Land Use Policy Map in the Land Use Element (Chapter Three) of the General Plan, serve to identify general and dominant uses and intensities. It is the role of the local plans--where an adopted city, areawide or community plan exists--to identify more specific land uses, determine the actual boundaries between land use categories, and establish more specific residential density ranges within the general parameters established by the countywide goals and policies.

PREPARATION OF THE PLAN

The Los Angeles County Regional Planning Commission is committed to public involvement in the planning process. Accordingly, the Commission directed that the General Plan be developed with the participation of individuals, citizens' groups and public agencies from all jurisdictional levels.

Citizen participation has primarily been through the involvement of the Countywide Citizens' Planning Council (CCPC), made up of citizens from a broad range of backgrounds and geographic locations. Throughout the development of the Plan, the CCPC participated in identifying critical needs, formulating major goals, reviewing proposed alternative plans, formulating recommended policies, and reviewing successive drafts of the General Plan.

The work of the CCPC was supplemented by the cooperation of public agencies. The Plan was developed with the assistance of the cities through: (1) area planning councils; (2) individual cities; and, (3) the Los Angeles County Division of the League of California Cities. County departments whose services would be affected by policies and programs of the General Plan advised the Department of Regional Planning through the General Plan Policy Review Board (GPPRB). Comments from the staff of the Southern California Association of Governments (SCAG), which cooperated throughout the preparation of the Plan, helped maintain a Southern California perspective. Many other federal, State and regional agencies were consulted as the Plan was formulated.

Two background studies were of particular value in preparing the Plan. One was a public opinion survey designed to strengthen citizen participation. The survey was conducted among a randomly selected sample of 1,100 residents that represented a cross-section of Los Angeles County's population. It focused on attitudes

toward urban growth and development, transportation, housing, environmental protection, energy, and the costs of government services. The results helped identify issues of public concern and suggested policy directions for the Plan. The other study was a land capability and suitability analysis. It recommended development capacities of land areas throughout the County by focusing on environmental resources (including significant ecological areas), and identified threats posed to public health and safety by natural hazards. This survey provided valuable assistance in making land use allocations and shaping recommendations for environmental management.

A major step in the preparation of the Plan was the development of plan alternatives, which combined two possibilities for population growth and two possibilities for future urban development. The distribution of over 10,000 copies of the report on alternatives helped the staff, advisory groups and the public to assess the most critical needs facing the County and to decide what the future of the County should be. The alternatives were reviewed with the public at community meetings and through mail-back questionnaires. Advisory groups and public agencies also evaluated the alternatives. After carefully considering these reviews, the Regional Planning Commission established the policy direction for the General Plan. It was to: 1) promote a more concentrated urban pattern; 2) focus new development in suitable locations; and, 3) accept moderate population growth. Once this direction was established, the General Plan was prepared.

HOW TO USE THE COUNTY GENERAL PLAN

The General Plan is designed to assist the decision makers of Los Angeles County. Foremost among these are the elected officials of the County and the 81 cities in the County. The General Plan is an instrument for use by County government in managing public

affairs. It provides information on recent and projected trends, constitutes a statement of County policy on major public issues and is a basis for bringing about or responding to change. The Plan serves as a basis for capital budgeting decisions and for coordinating key activities of County agencies, such as the delivery of recreation, utility, transportation, and housing services. It is a basis for regulating land uses through subdivision and zoning ordinances. Plan policies will be used to make decisions on land use proposals. Thus, the Plan will influence decisions on private investment and the future development of the County's tax base.

As a statement of public need and policy, the Plan is designed to encourage the State and federal governments, as well as the private sector, to invest in existing urban areas. This will help implement the strategy for revitalizing older urban areas and inform private investors and developers as to where there is an opportunity or a need to develop new urban areas.

The Plan is also a basis for proposing and evaluating draft legislation. As a statement of County and city policies, the Plan will be used to communicate local policies to regional, State and federal governments.

By defining problems of countywide concern and identifying countywide policy, the Plan can help cities prepare and revise their plans. It will be a means for coordinating land use policies in unincorporated areas with land use policies in adjacent or affected municipalities, and for resolving planning and development issues among cities. The Plan can help in making decisions on annexations and incorporations.

The Plan is an instrument for meeting needs beyond the means and responsibilities of most individual cities, such as: preserving

regional open space; providing regional recreation services; conserving regional resources (i.e., energy, water and prime agricultural land); developing low and moderate income housing; and coordinating inter-city transportation, water and precise facilities.

RELATION TO OTHER PLANS, POLICIES AND PROGRAMS

In Los Angeles County, special districts make many decisions related to urban services and facilities and collectively appropriate large sums for capital improvements. The General Plan provides these districts with information on the development potential of areas in the County and advises them of County policy.

The regional agencies, among them the Southern California Rapid Transit District, the Metropolitan Water District, and the Southern California Association of Governments, are responsible for coordinating with city and county governments on policies and programs. The decisions of these agencies often affect the County's urban form and development.

State and federal agencies have taken an active part in environmental protection and resource conservation. Their involvement has had an increasing impact on the County's population growth, urban development, and housing and transportation policies. The General Plan is an instrument for making local policy known to higher levels of government and for establishing policy positions on issues of regional, state and national significance.

HOW TO INTERPRET THE GENERAL PLAN

The General Plan gives a general policy direction, not a detailed blueprint for action. Nevertheless, it should be used by government for guidance in making day to day decisions to ensure the effective use of public resources and to further the public interest.

Because of the general nature of the Plan, it will always be necessary to interpret its intent. To determine the intent, the written statements of policy contained in the various chapters and elements should be used. The maps in the Plan are graphic statements of policy, and are intended to be general, not precise, policy statements.

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INTRODUCTION

The key content of this Chapter is a statement of general policies, illustrated by the General Development and Urban Form Policy maps and supplemented by projections of population, housing, employment, and land use. This Chapter's statement supports the policy content of the other Plan elements and is supplemented by a general statement of implementation strategy and Plan priorities contained in the Implementation Chapter. The Plan policies are supported by background information, an identification of needs, and a statement of of general goals.

BACKGROUND

Location and Natural Setting

The people of Los Angeles County enjoy an environment and a way of life that is unique and highly diverse. The diversity and the beauty of the County's environment have contributed to its rapid development. Its environmental diversity stems from the close proximity of the sea, desert and mountains and the varied and scenic landscapes.

A variety of climates complements the diversity of the landscape. The coastal basin and the Channel Islands enjoy a Mediterranean climate with warm, dry summers and moist, mild winters. The high central mountain areas have snow in winter. The desert areas have hot dry summers and cool winters. The combination of broad climatic differences and varied terrain creates a complex pattern of microclimates.

The great variation in climate and terrain is paralleled by a unique and diverse system of biological resources. No less than 36 biological communities have been identified in Los Angeles

County.(1) This richness is characteristic of the marine environment along the shoreline as well.

Los Angeles County, however, also has some environmental liabilities. The land is subject to seismic activity, with many active and inactive faults cutting through the bedrock foundations of the region. Peculiarities of climate and terrain make Los Angeles particularly susceptible to air pollution. The arid climate imposes a perpetual water shortage that can be only overcome through careful planning. The combination of vegetation and climate in the mountainous areas creates the basis for a major wildfire threat. Finally, the proximity of plains and rugged mountains together with heavy seasonal rainfall create a serious threat of floods. Despite such liabilities, a recent national survey ranked the County in the top third of 90 major metropolitan areas in terms of its quality of life.(2)

Urban Character

Los Angeles County is part of a major international megalopolis extending along the coast from Santa Barbara, California to Tijuana, Mexico and spreading into the desert to Palm Springs. The heart of the megalopolis, a metropolitan area of more than 1,000 square miles, lies in the southern part of this County.

Los Angeles has been characterized as a sprawling, low density metropolis. This is only partly true. In comparison with most other large American urban areas, Los Angeles suburbs tend to be more intensely developed, while inner city areas are less intensely developed. If we compare the most densely developed 100 square miles of major U. S. metropolitan areas, only New York, Chicago, and Philadelphia show a higher intensity of development than Los Angeles.(3) Single family housing has been characteristic of the Los Angeles urban form, but its low profile is punctuated by numerous high intensity centers, a growing number of which contain clusters of high rise buildings. These clusters make Los Angeles a multi-centered metropolis.

Los Angeles County is distinguished from other large metropolitan areas by its extensive freeway system, a result of the commitment to the automobile; a great variety of ornamental vegetation introduced from around the world; and, its orientation to outdoor living, symbolized in part by the fine system of public beaches. Relative newness and modernity are major aspects of the image of the urban area. Nearly all of the region has been built since 1900, and over 70% of the urban development has occurred since 1940.

The People

The cultural variety of the people is a primary influence on the character of the Los Angeles region. The human diversity of the County matches its environmental richness and the variety of its urban forms. Influenced by a number of great migratory flows, the seven million people of the County are a unique and exciting mixture. Some of the major ethnic and racial communities include: Mexican, Black, Chinese, Jewish, Japanese, Cuban, Korean, and Filipino. The Southern California region is also a very attractive area for a new group of immigrants from such Southeast Asian countries as Vietnam and Cambodia. The cumulative effects of cultural distinctions, income differences, occupational experiences and educational backgrounds also greatly increase the rich human diversity. Any effort to shape the future of the metropolis must recognize the complex system of social values that stems from this diversity.

The Economy

Los Angeles County is the center of a highly developed industrial economy. Major features of the economy include: possibly the world's greatest concentration of high technology industry supported by many advanced research and educational institutions; a high proportion of employment concentrated in services, trades and professions; rapid innovation and change; and an emphasis on education and research as economic activities.

It is the second largest metropolitan economy in the nation (4) and one of the largest markets for goods and services in the world. The advanced features of the economic system point to high productivity. (5) Income, whether expressed in regional or personal/family terms, is high compared to other large regions The regional job market is very large and increasingly diversified.

Initially, the relative isolation of the County from national markets and the scarcity of certain industrial minerals may have helped to delay the growth of a balanced and diversified economy. However, time has witnessed an adjustment to these factors. Today, the County has a diversified economy. In addition to strong manufacturing, services and trade sectors, the County also has developed into a center of international business and finance. Many key industries are oriented to communication and transportation (television, movies, electronics and aerospace). The challenge to planning is to foster continued economic health and diversity without physical, environmental and social degradation.

Recent Trends: The Maturing of Los Angeles County

The late sixties and early seventies were periods of dramatic population growth for Los Angeles County. More recently the County has experienced a significant change in growth trends. Between 1969 and 1975, the population remained at about 7 million and since 1975 moderate population gains of about 40,000 per year have been noted (6); however, the makeup and distribution of the population changed significantly: newer suburban areas continued to grow, but many older neighborhoods suffered sharp population losses. Lower income families replaced middle income families in many older areas and the elderly and certain racial minorities increased both in numbers and as a percentage of the total population.

Long term job growth has continued at a healthy pace and business firm out-migration has declined. In addition, new business formation, expansion of existing industries and inmigration of firms have shown a healthy increase during the late seventies. However, some uncertainty about the County's otherwise promising economic future has been created by an apparent shortage of industrial land. Inflation has had a far reaching impact and has reduced the living standards for many people with fixed incomes. Unemployment has remained a serious problem among minorities.

The supply of housing has continued to increase significantly. However, the volume of construction is dramatically lower than during the boom years of the 1960's. Moreover, because of a decline in household size, substantially more housing is needed to serve approximately the same level of population.

The cost of housing has risen sharply, pricing most families out of the market for new homes.(8) Deterioration of housing built in the forties and fifties is accelerating due to aging and the lack of proper maintenance. Thus, due to deterioration and spiraling costs, many low and moderate income households cannot find adequate housing.

The automobile remains the principal mode of travel in Los Angeles County, but the costs of buying and operating a car are increasing sharply. New freeway construction has virtually ceased. The number of people needing public transportation is growing, but the quality of service remains low in many areas.

The era of cheap, abundant resources is suddenly ending. Prime developable land is growing scarce and expensive. Shortages are forcing the price of energy up, and the costs of other key resources are also increasing.

Old environmental problems have persisted as new ones have appeared. Air pollution remains a critical issue despite significant improvements. Limited headway has been made in reducing urban blight. Earthquakes, oil spills, mudslides, floods, and fires have demonstrated the urban area's vulnerability to natural and man-caused disasters. Urban development has encroached upon natural areas and the coastline. Public concern with the threat of damage to these resources has led to new regulations. These trends and events signal the beginning of a new age. The Los Angeles urban area has reached maturity and is beginning to face the problems older cities already have had to confront.

NEEDS

The people of Los Angeles County are faced with pressing problems that will affect the quality of life and will lead to crises if left unresolved. For the most part, these problems arise from the cumulative impact of spillover effects of public and private actions. The needs discussed below are symptomatic of these problems and are the foundation for establishing goals and policies:

- Enhance Equal Opportunity: Limited choice and unequal access to jobs, housing, and services are the most significant problems facing many residents of Los Angeles County. In the past, racial minorities, the young, the elderly, women and the disabled have been most affected by discrimination. More recently, members of middle-income groups have also been affected by narrowing choices. The concerns and unmet needs of these groups must be addressed to increase general prosperity and promote social harmony.

- Promote a Strong and Diversified Economy: A diversified economy provides a wide range of investment opportunities and job choices and is less vulnerable to the harmful consequences of recessions and booms. Although progress has been made in diversifying the economy, government should continue to promote diversification to avoid economic over-dependence on a limited number of industries.

- Provide More Jobs: Although the labor force participation rate is higher than ever before, providing more jobs remains a priority task. The problems of unemployment and under-employment have persisted for years and affect minorities, women, and the young most severely. Between 1975 and 2000, as more women enter the labor force and minority populations increase, unemployment will not be reduced and the labor force

will not be fully productive unless the economic base is diversified and human and natural resources are more effectively used.

- Create a More Equitable Tax System: The present tax system contains many inequities. In the last decade, inner city areas with growing concentrations of lower income groups have experienced major declines in the assessed value of property (when measured in constant dollars). The passage of Proposition 13 in 1978, which afforded significant relief to many homeowners, has forced government to curtail or reduce some services. The areas which have a growing need for services have been experiencing a decline in their ability to meet these needs. The tax system should be improved to provide a more equitable distribution of the tax burden both for individuals and among governmental jurisdictions.

- Prevent Urban Blight and Deterioration: Urban blight, already a serious problem, will become more of a threat in the future. Older suburbs and inner cities can suffer accelerating deterioration as tract housing and related commercial centers built between 1945 and 1965 age and become obsolete. The loss of middle and upper income families to the newer suburbs, a relative decline in personal income, rising maintenance costs, and a reduction in relative market value further increase the potential for urban blight.(9) Preventing the spread of blight and restoring areas already affected cannot be accomplished unless urban sprawl is restrained and scarce investment funds are used to maintain and restore the vitality of existing urban areas.

- Provide More Affordable Homes: Obtaining decent housing at an affordable price is a problem for many of the County's households. Between 1960 and 1978, housing costs rose faster than the cost of living.(10) Many factors contribute to

the high costs of housing, including interest charges that double or triple the monthly payment on a home for the average buyer, the diminishing supply of prime land and a scarcity of resources which raises the cost of building materials. The addition of the 'baby boom' children to the housing market and the growing number of women participating in the labor force increased the demand for housing, both renter and owner occupied. The growing number of would-be purchasers, pursuing an almost fixed supply of single family homes, is forcing prices of single family housing up more rapidly than apartment rents.(11)

In 1978, virtually all new single family housing, the primary consumer of vacant land, was being built for the upper income market.(12) Almost no new housing is being built for middle income households and even less for households with lower incomes. These households are left with older units at inflated prices.

Maintenance costs are increasing even more rapidly than purchase prices, thus increasing the potential for rapid deterioration of the aging housing stock. High monthly payments often prevent homeowners from properly maintaining their homes. A continuation of the present housing situation is likely to damage the urban and natural environments. There is no inexpensive or easy solution to the housing problem, since any remedy would involve changing basic values and revising priorities.

- Improve Health, Education and Crime Control Services:
The availability and fair allocation of essential services, such as those for health, education, and crime control are key factors in maintaining neighborhood quality, attracting investments, and promoting equal opportunity. Rising costs of delivering services, inflation, and declining revenues

are straining the capacity of the County to maintain existing services and correct deficiencies. Extending services to newly developed urban areas while also trying to correct deficiencies in older neighborhoods further burdens the County's service capabilities. It will be necessary to reshape our priorities and more fully utilize the limited capability of our service systems to attract reinvestment to areas threatened by blight and deterioration.

- Improve Public Transportation: The transportation situation in Los Angeles County is an illustration of the dilemma of private plenty and public poverty. Billions of dollars, both public and private, are spent each year on the private auto while the public transportation system starves. A large investment has been made in a transportation system built around the private auto, but every year the private auto becomes more expensive for the public and private sectors and less effective as a solution to transportation needs. Making public transit a more viable alternative to the private auto is a primary need. The need is particularly acute for those who cannot afford or are not able to drive and who are consequently denied full access to occupational, educational, recreational, residential, and public service opportunities. In addition to serving the growing transit dependent population, a more adequate public transportation system would lessen congestion, reduce energy consumption and improve air quality. It would, along with car and vanpooling, provide transportation in case of a fuel shortage or other unforeseen circumstance when automobile use would be severely reduced.

- Conserve Energy: Worldwide industrialization, population growth, and policies of energy producers and consumers are placing increased demands on a finite stock of fossil fuels. Locally produced energy supplies are declining and

the County, like the nation, is increasingly dependent upon foreign sources. Although alternative energy resources may eventually help resolve the imbalance between supply and demand, there is an immediate need for government at all levels to take strong conservation measures.

- Improve Air Quality: Over the past thirty years, actions have been taken to reduce air pollution from stationary and mobile sources in the Los Angeles basin. But air pollution remains the most critical environmental problem for the County, with an estimated 8,317 tons of air pollutants produced daily in 1976.(13) Not only is air pollution a well-documented threat to health, but it also adversely affects the prospects for new investments and can irreparably harm both the man-made and natural environments. In recognition of this continuing problem, additional actions have been proposed by the federal and State governments and the South Coast Air Quality Management District to further reduce mobile and stationary source emissions. The County generally endorses these proposals, even though it does not have jurisdiction over emissions regulation. Appropriate County measures are suggested in the Land Use, Conservation and Open Space and Transportation Elements of this document.

- Conserve Water: Los Angeles County is a semi-arid area dependent on water imported from other regions. Continued urban growth will increase this dependency. At the same time, growth in the rest of the Southwest is creating more competition for the limited supply of water. Intensified competition and higher delivery costs will raise the price of water substantially, and the situation could be made worse by droughts and other emergencies. Because the prospects for a major increase in the availability of water are poor, a strong conservation program is essential to ensure an adequate supply.

- Preserve the Natural Environment: Los Angeles County has one of the most varied natural environments in the nation. Natural amenities were a primary factor in bringing investments and people to the region. But rapid, large scale urban development and the belief that natural resources are only useful for economic production have caused widespread damage to these assets. Sacrificing our remaining environmental assets in order to stimulate economic growth would be a grave mistake. Economic growth and environmental preservation are complementary, not competitive. Social and economic well-being are linked to a restored and healthy environment.

- Protect Against Natural Hazards: Earthquakes, wildfires and floods are three scourges of Southern California. They not only take a toll in terms of life, but are also a drain on the public and private economic sectors. The declining availability of prime land is increasing the pressure to develop in more hazardous areas.* Unmanaged development of these areas will mean higher costs to property owners for fire, flood, and earthquake protection. The pressure to consume hazardous lands comes mostly from the demand for single family housing in the high-priced, luxury category. Urbanizing hazardous areas means incurring obligations and costs which may add to basic housing and economic problems and, in fact, may restrict public capacity to respond to such urgent problems.

- Promote the Effective Use of Governmental (Public) Resources: Rising costs, inflation, property tax relief and the slow growth of the tax base are reducing revenues

*The land capability study revealed that by 1975 the south County had less than 50,000 acres of vacant land with high or moderately high capability for urban development.

necessary for government to provide and improve essential services. Revenue deficiencies make the maintenance of services over a huge urban area more difficult each year. The difficulty of financing the revitalization of older urban areas and of underwriting new urban expansion with limited resources demonstrates the need to establish clear priorities. A careful balance of priorities designed to provide and maintain needed services is important to the vitality of the region. To balance priorities and to allocate resources fairly, government agencies should work toward increased citizen participation in the public decision-making process.

GENERAL GOALS

The goals are a link between needs, on the one hand, and policies and implementing programs on the other. In addition, the general goals express the purpose of all elements of the Plan and should be used as a guide for implementation. The general goals of the County of Los Angeles General Plan are to:

- Provide Full and Equal Opportunity: This goal expresses the human dimension of the Plan. It embodies a concept of equity that emphasizes the relationship of rewards and benefits to effort and needs. The same treatment must be accorded to individuals and groups in similar situations. The key to equity is a stable, diversified economy that extends a wider share of employment and investment opportunities to disadvantaged groups.

  The fulfillment of this goal will involve improvements in the quality of education, public safety, health, job training and placement, housing, welfare and other services in declining neighborhoods; and, an end to discrimination based on age, sex, race, religion and physical disability.

- Conserve Resources and Protect the Environment: This goal is a recognition of man's dependence on the physical environment for his prosperity and well-being, and of his responsibility to be sensitive to the environmental consequences of his actions.

  The fulfillment of this goal will involve preserving the natural environment; eliminating air, noise, and water pollution to protect health and safety; avoiding or mitigating the effects of natural hazards; and, conserving all resources, including natural habitats and wildlife, for the use and enjoyment of present and future generations.

- Revitalize Declining Urban Areas: The existing urban area is a resource we cannot afford to neglect or abandon. Revitalizing declining areas will reduce the pressure to use limited natural and man-made resources and to develop new urban areas.

  The fulfillment of this goal will involve conserving and improving the residential, commercial, and industrial sections of the older urban areas of the County. Improving residential neighborhoods means eliminating blight; providing neighborhood facilities, including facilities for education and recreation; and increasing the quantity and protecting the quality of housing. In order to support improvements in residential neighborhoods, blight in deteriorated commercial and industrial areas should be eliminated. Revitalization will also involve improving transportation services, in particular, expanding public transit and improving the design of developments.

- Develop a Strong Diversified Economy and Ensure Full Employment: The key to social improvement is a strong, stable and diversified economy that provides a range of employment and investment opportunities. Upgrading the standard of living and the quality of life without a strong local economy is impossible.

  The fulfillment of this goal will involve: creating new jobs for the residents of Los Angeles County; revitalizing older industrial and commercial districts; expanding the industrial base; reinforcing the major regional centers; improving air, rail, highway, public transit, and harbor facilities; supporting educational, medical, and civic institutions; and encouraging private investment and reinvestment in Los Angeles County.

Physical planning cannot be separated from social, economic, and environmental concerns. Progress toward a goal in one area influences opportunities to achieve goals in another. Thus, a strong, stable economy creates conditions to reduce poverty, and also provides the revenues to preserve the natural and man-made environment. Preserving and revitalizing existing communities conserves human resources by realizing potentials and preventing dislocations, enhances efficiency by using existing service systems, and relieves pressure on the natural environment by reducing the need for development in urban fringe areas.

PLAN POLICIES

POLICY DIRECTION

Policies are the link between goals and implementing programs. They express commitment to a course of action to meet the goals. The policies of the General Plan are made up of written statements of policy, projections, and maps.

The policies contained in this Plan emerged from an analysis of four plan alternatives (14). The alternatives had two basic dimensions: population and urban pattern. Combining two population levels and two urban patterns yielded four alternatives, described in the following matrix:

GENERAL PLAN ALTERNATIVES

Population Level	Urban Pattern	
	Dispersed	Concentrated
7 million	A	B
8 million	C	D

The Los Angeles County Regional Planning Commission adopted a resolution which set a policy direction for the revised General Plan after receiving citizen and public agency review and testimony. Although the decision lay within the bounds defined by the four alternatives, the policy direction emerged from a mixed strategy rather than a single alternative. The policy direction was to:

- Promote a more concentrated urban pattern;
- Focus new development in suitable locations; and,
- Accept a moderate population growth equivalent to natural increase (the Commission did not want to adopt a policy position that would force people to migrate out of the County).

The decision to promote a more concentrated urban pattern is based on the assumption that concentration will generally minimize the costs of extending and providing public services and maximize the potential for energy conservation by reducing energy consumption. In addition, a concentrated urban pattern will help avoid the problems engendered by developing hazardous or environmentally sensitive areas, as well as conserve natural resources.

While concentration is viewed as the principal means of achieving an efficient and environmentally attractive pattern of development -- and thus was chosen as a basic policy of this Plan -- all development need not fit a concentrated pattern, especially where developers agree to pay the marginal public costs (service, economic, social and environmental) that their developments may impose. The Plan, of course, is designed to provide for a variety of living styles and dwelling unit types.

Furthermore, the Commission believes that concentration can be encouraged more effectively by the use of incentives than by restrictive regulatory controls. Indeed, regulatory controls could be counterproductive by encouraging out-migration of residents to regional fringe areas.

The Commission also stressed strengthening the economy, protecting the environment, and ensuring sensitivity to local plans. The policy direction was designed to: revitalize older urban areas by extending the life of the sound housing stock; encourage the efficient use of land by discouraging urban sprawl and focusing new development into the areas most suitable for urban expansion; conserve natural and man-made resources; protect the ecological diversity of the natural environment; strengthen the economy; provide expanded employment and investment opportunities; promote equitable access to the benefits of society; and achieve a more effective use of public resources. The policy direction chosen was judged to provide these benefits more effectively than any single alternative or any other combination of the alternatives.

The Commission's resolution, supplemented by a statement of policies and guidelines, was used to develop the following general policy statements which are the foundation of the General Plan. The policy statements provided the basis for developing the population, housing, employment, and land use projections and the policy maps in this chapter. The policies, projections, and policy maps in other elements of the Plan are elaborations of the policies stated below.

GENERAL POLICIES

HUMAN RESOURCES DEVELOPMENT

1. ERADICATE DISCRIMINATION IN HOUSING, JOBS AND INCOME, EDUCATION, RECREATION, AND OTHER FACETS OF LIVING; AND GUARANTEE FULL AND EQUAL OPPORTUNITY IN ORDER TO PROMOTE INDIVIDUAL AND GROUP DEVELOPMENT.

2. IMPROVE EMPLOYMENT AND EDUCATIONAL OPPORTUNITIES FOR MINORITIES AND THE DISADVANTAGED THROUGH AFFIRMATIVE ACTION PROGRAMS.

3. MAXIMIZE INDIVIDUAL AND FAMILY SELF-SUPPORT AND REDUCE THE NEED FOR INSTITUTIONAL TREATMENT OF NEEDY, DISABLED, AND HANDICAPPED PEOPLE BY PROVIDING ADEQUATE FACILITIES AND SERVICES IN THE COMMUNITY.

4. ENCOURAGE CULTURAL AND SOCIAL DIVERSITY AND THE PRESERVATION OF THE CULTURAL HERITAGE OF LOS ANGELES COUNTY.

5. ENCOURAGE THE MAINTENANCE AND ENHANCEMENT OF CULTURAL VALUES AND THE ETHNIC VARIETY OF COMMUNITIES.

POPULATION GROWTH AND DISTRIBUTION

6. ACCEPT AND PLAN FOR A LEVEL AND RATE OF POPULATION AND ECONOMIC GROWTH CONSISTENT WITH IMPROVED ENVIRONMENTAL QUALITY AND THE AVAILABILITY OF AIR, WATER AND ENERGY RESOURCES.

7. PROMOTE A REVERSAL OF THE TREND TOWARD POPULATION LOSSES IN OLDER URBAN AREAS.

8. PROMOTE A DISTRIBUTION OF POPULATION CONSISTENT WITH SERVICE SYSTEM CAPACITY, RESOURCE AVAILABILITY, ENVIRONMENTAL LIMITATIONS AND ACCESSIBILITY.

RESOURCE CONSERVATION AND PROTECTION OF ENVIRONMENTAL QUALITY

9. DIRECT URBAN DEVELOPMENT AND REVITALIZATION EFFORTS TO PROTECT NATURAL AND MAN-MADE AMENITIES AND TO AVOID SEVERE HAZARD AREAS, SUCH AS FLOOD PRONE AREAS, ACTIVE FAULT ZONES, STEEP HILLSIDES, LANDSLIDE AREAS AND FIRE HAZARD AREAS.

10. PROTECT AREAS THAT HAVE SIGNIFICANT NATURAL RESOURCES AND SCENIC VALUES, INCLUDING SIGNIFICANT ECOLOGICAL AREAS, THE COASTAL ZONE AND PRIME AGRICULTURAL LANDS.

11. PROTECT CULTURAL HERITAGE RESOURCES.

12. CONSERVE ENERGY TO ENSURE ADEQUATE SUPPLIES FOR FUTURE USE.

13. CONSERVE THE AVAILABLE SUPPLY OF WATER AND PROTECT WATER QUALITY.

14. RESTORE AND PROTECT AIR QUALITY THROUGH THE CONTROL OF INDUSTRIAL AND VEHICULAR EMISSIONS, IMPROVED LAND USE MANAGEMENT, ENERGY CONSERVATION AND TRANSPORTATION PLANNING.

15. PROMOTE MORE EFFECTIVE RECYCLING AND REUSE OF RESOURCES, ESPECIALLY THOSE THAT ARE NONRENEWABLE.

16. STRESS THE DEVELOPMENT OF COMMUNITY PARKS PARTICULARLY IN AREAS OF THE GREATEST DEFICIENCY, AND TAKE ADVANTAGE OF OPPORTUNITIES TO PRESERVE LARGE NATURAL AND SCENIC AREAS.

LAND USE AND URBAN DEVELOPMENT PATTERN

17. PROMOTE THE EFFICIENT USE OF LAND THROUGH A MORE CONCENTRATED PATTERN OF URBAN DEVELOPMENT, INCLUDING THE FOCUSING OF NEW URBAN GROWTH INTO AREAS OF SUITABLE LAND.

18. MAINTAIN A BALANCE BETWEEN INCREASED INTENSITY OF DEVELOPMENT AND THE CAPACITY OF NEEDED FACILITIES SUCH AS TRANSPORTATION, WATER AND SEWAGE SYSTEMS.

19. REVITALIZE DECLINING PORTIONS OF EXISTING URBAN DEVELOPMENT, WITH PARTICULAR ATTENTION TO DETERIORATED INDUSTRIAL AND LOW INCOME RESIDENTIAL AREAS.

20. MAINTAIN AND CONSERVE SOUND EXISTING DEVELOPMENT.

21. PROMOTE COMPATIBLE, ENVIRONMENTALLY SENSITIVE DEVELOPMENT OF BY-PASSED VACANT LAND IN URBAN AREAS.

22. ENSURE THAT NEW DEVELOPMENT IN URBAN EXPANSION AREAS WILL OCCUR IN A MANNER CONSISTENT WITH STATED PLAN POLICIES AND WILL PAY FOR THE MARGINAL PUBLIC COSTS (ECONOMIC, SOCIAL AND ENVIRONMENTAL) THAT IT GENERATES*

23. ENSURE THAT DEVELOPMENT IN NON-URBAN AREAS IS COMPATIBLE WITH RURAL LIFE STYLES, DOES NOT NECESSITATE THE EXPANSION OF URBAN SERVICE SYSTEMS, AND DOES NOT CAUSE SIGNIFICANT NEGATIVE ENVIRONMENTAL IMPACTS OR SUBJECT PEOPLE AND PROPERTY TO SERIOUS HAZARDS.

*This is not intended to preclude the public subsidization of low and moderate income housing which may require special consideration.

URBAN FORM

24. FOCUS INTENSIVE URBAN USES IN AN INTERDEPENDENT SYSTEM OF ACTIVITY CENTERS LOCATED TO EFFECTIVELY PROVIDE SERVICES THROUGHOUT THE URBAN AREA AND SUPPORTED BY ADEQUATE PUBLIC TRANSPORTATION FACILITIES.

25. FOSTER COMMUNITY IDENTITY AND IMPROVE ENVIRONMENTAL QUALITY BY THE COMPATIBLE INTERRELATION OF A SYSTEM OF CENTERS, MAJOR TRANSPORTATION FACILITIES AND OPEN SPACE AREAS.

26. PROMOTE THE RECOGNITION AND ORDERLY DEVELOPMENT OF THE REGIONAL CORE AND LINEAR ACTIVITY AREAS.

27. MAINTAIN AND REINFORCE THE MULTIFOCUSED PATTERN OF REGIONAL LINEAR ACTIVITY AREAS AND CENTERS.

28. ENCOURAGE THE DEVELOPMENT OF REGIONAL MULTIPURPOSE CENTERS THAT PROVIDE A DIVERSITY OF PUBLIC AND PRIVATE SERVICES TO THE COMMUNITIES THEY SERVE.

29. ENCOURAGE THE DEVELOPMENT OF ETHNIC COMMUNITY THEME CENTERS THAT WOULD PRESERVE AND ENHANCE CULTURAL DIVERSITY.

30. GIVE PRIORITY TO THE DEVELOPMENT AND ENHANCEMENT OF REGIONAL CENTERS LOCATED IN, OR NEAR, HIGH PRIORITY REVITALIZATION AND HEAVY MAINTENANCE AREAS.

31. ENCOURAGE THE LOCATION OF EMPLOYMENT OPPORTUNITIES IN REGIONAL CENTERS AND IN THE REGIONAL CORE AND LINEAR ACTIVITY AREAS.

32. ENCOURAGE THE LOCATION OF MEDIUM AND HIGH DENSITY HOUSING IN CLOSE PROXIMITY TO REGIONAL MULTIPURPOSE CENTERS.

33. EMPHASIZE THE LOCATION OF LOW AND MODERATE INCOME HOUSING WITHIN EASY COMMUTING RANGE OF MULTIPURPOSE AND SINGLE PURPOSE CENTERS WITH HIGH CONCENTRATIONS OF EMPLOYMENT.

34. PROMOTE THE DEVELOPMENT OF AN IMPROVED PUBLIC TRANSPORTATION SYSTEM TO LINK REGIONAL CENTERS.

35. PROMOTE THE DEVELOPMENT OF COMMUNITY TRANSIT SYSTEMS THAT WOULD LINK RESIDENTIAL AREAS TO SERVICE AND JOB CENTERS, AND SERVE AS A FEEDER SYSTEM TO THE PUBLIC TRANSPORTATION SYSTEM.

36. PROMOTE THE DEVELOPMENT OF INTERNAL CIRCULATION SYSTEMS IN MULTIPURPOSE CENTERS.

37. PROMOTE THE PRESERVATION AND ENHANCEMENT OF LANDMARKS, SITES, AND AREAS OF CULTURAL, HISTORICAL, ARCHAEOLOGICAL AND URBAN DESIGN SIGNIFICANCE.

38. PROTECT AND ENHANCE THE VISUAL UNIQUENESS OF NATURAL EDGES AND ENCOURAGE SUPERIOR DESIGN OF MAJOR ENTRYWAYS.

HOUSING AND COMMUNITY DEVELOPMENT

39. EMPHASIZE THE PRESERVATION, CONSERVATION, AND MAINTENANCE OF STABLE RESIDENTIAL AREAS.

40. PROMOTE THE REHABILITATION AND REVITALIZATION OF DETERIORATING NEIGHBORHOODS.

41. ENCOURAGE THE PROVISION OF ADEQUATE RENTAL HOUSING.

42. FOSTER REHABILITATION RATHER THAN REPLACEMENT OF HOUSING UNITS WHEREVER ECONOMICALLY FEASIBLE AND CONSISTENT WITH NEIGHBORHOOD PLANS.

43. PROMOTE A BALANCED MIX OF DWELLING UNIT TYPES TO MEET PRESENT AND FUTURE NEEDS, WITH EMPHASIS ON FAMILY OWNED, MODERATE DENSITY DWELLING UNITS (TWINHOMES, TOWNHOUSES AND GARDEN CONDOMINIUMS AT GARDEN APARTMENT DENSITIES).

44. PRESERVE SOUND RESIDENTIAL AREAS AND PROTECT THEM FROM INTRUSION OF INCOMPATIBLE USES.

45. INCREASE THE AVAILABILITY OF LOW AND MODERATE INCOME HOUSING AND ENCOURAGE ITS DISTRIBUTION THROUGHOUT THE URBAN AREA.

46. PROMOTE OPEN AND FREE CHOICE OF HOUSING FOR ALL.

47. PROMOTE THE PROVISION OF AN ADEQUATE SUPPLY OF HOUSING BY LOCATION, TYPE AND PRICE.

TRANSPORTATION

48. EMPHASIZE DEVELOPMENT OF AN IMPROVED PUBLIC TRANSPORTATION SYSTEM THAT WILL SUPPORT URBAN REVITALIZATION.

49. UPGRADE THE EXISTING ROAD SYSTEM IN A MANNER CONSISTENT WITH THE POLICIES AND STRATEGIES OF THE PLAN FOR RESOURCE PROTECTION AND URBAN DEVELOPMENT.

50. SUPPORT THE DEVELOPMENT OF A TRANSPORTATION SYSTEM THAT WILL MADE A POSITIVE CONTRIBUTION TO THE IMPROVEMENT OF AIR QUALITY.

51. PROMOTE THE COMPLETION OF GAPS OR MISSING SEGMENTS IN PARTIALLY COMPLETED FREEWAYS.

52. PROVIDE FOR MORE EFFICIENT MULTIMODAL USE OF THE CURRENT FREEWAY SYSTEM.

53. ENCOURAGE THE DEVELOPMENT AND IMPROVEMENT OF COMMUNITY LEVEL TRANSIT SYSTEMS.

PUBLIC SERVICES

54. PROMOTE THE FULL USE OF EXISTING SERVICE SYSTEMS IN ORDER TO GAIN MAXIMUM BENEFIT FROM PREVIOUS PUBLIC INVESTMENTS.

55. GIVE PRIORITY TO UPGRADING EXISTING FACILITIES AND SERVICES IN AREAS NEEDING OR UNDERGOING REVITALIZATION OR LACKING ADEQUATE FACILITIES.

56. EXTEND NEW URBAN FACILITIES AND SERVICES ONLY WHERE NEW URBAN DEVELOPMENT IS PLANNED AND PERMITTED.

57. IMPROVE THE QUALITY AND ACCESSIBILITY OF CRITICAL URBAN SERVICES INCLUDING CRIME CONTROL, HEALTH, RECREATIONAL AND EDUCATIONAL SERVICES.

58. MAINTAIN HIGH QUALITY EMERGENCY RESPONSE SERVICES.

59. PROMOTE THE DEVELOPMENT AND USE OF NEW AND IMPROVED WATER AND WASTE MANAGEMENT TECHNOLOGY.

ECONOMIC DEVELOPMENT

60. ENCOURAGE A STRONG, DIVERSIFIED ECONOMY THAT WILL PROVIDE BUSINESS OPPORTUNITIES, AN ADEQUATE NUMBER OF JOBS FOR THIS COUNTY'S LABOR FORCE AND AN IMPROVED STANDARD OF LIVING.

61. PROMOTE IMPROVED ECONOMIC AND EMPLOYMENT OPPORTUNITIES FOR YOUTH, ETHNIC/RACIAL MINORITIES, WOMEN, THE HANDICAPPED AND THE ELDERLY.

62. ENCOURAGE IMPROVEMENTS IN JOB SKILLS TO ENHANCE OPPORTUNITIES FOR THE UNDEREMPLOYED.

63. ENCOURAGE THE RETENTION OF JOBS AND INVESTMENTS IN OLDER URBAN AREAS AND PREVENT LOSSES TO OTHER COUNTIES, REGIONS, AND STATES.

64. PROMOTE JOBS WITHIN COMMUTING RANGE OF URBAN RESIDENTIAL AREAS IN ORDER TO REDUCE COMMUTING TIME, SAVE ENERGY, REDUCE AIR POLLUTION, AND IMPROVE PUBLIC CONVENIENCE.

GOVERNMENTAL EFFECTIVENESS

65. IMPROVE COMMUNICATION BETWEEN GOVERNMENT AND CITIZENS BY SOLICITING GREATER CITIZEN INVOLVEMENT IN PUBLIC AFFAIRS, AND BY INCREASING THE SENSITIVITY AND RESPONSIVENESS OF GOVERNMENT TO CITIZEN NEEDS AND VALUES.

66. PROMOTE AN EQUITABLE DISTRIBUTION OF THE COSTS AND BENEFITS OF GOVERNMENTAL ACTIONS.

67. IMPROVE THE EFFECTIVENESS OF INTERGOVERNMENTAL COORDINATION.

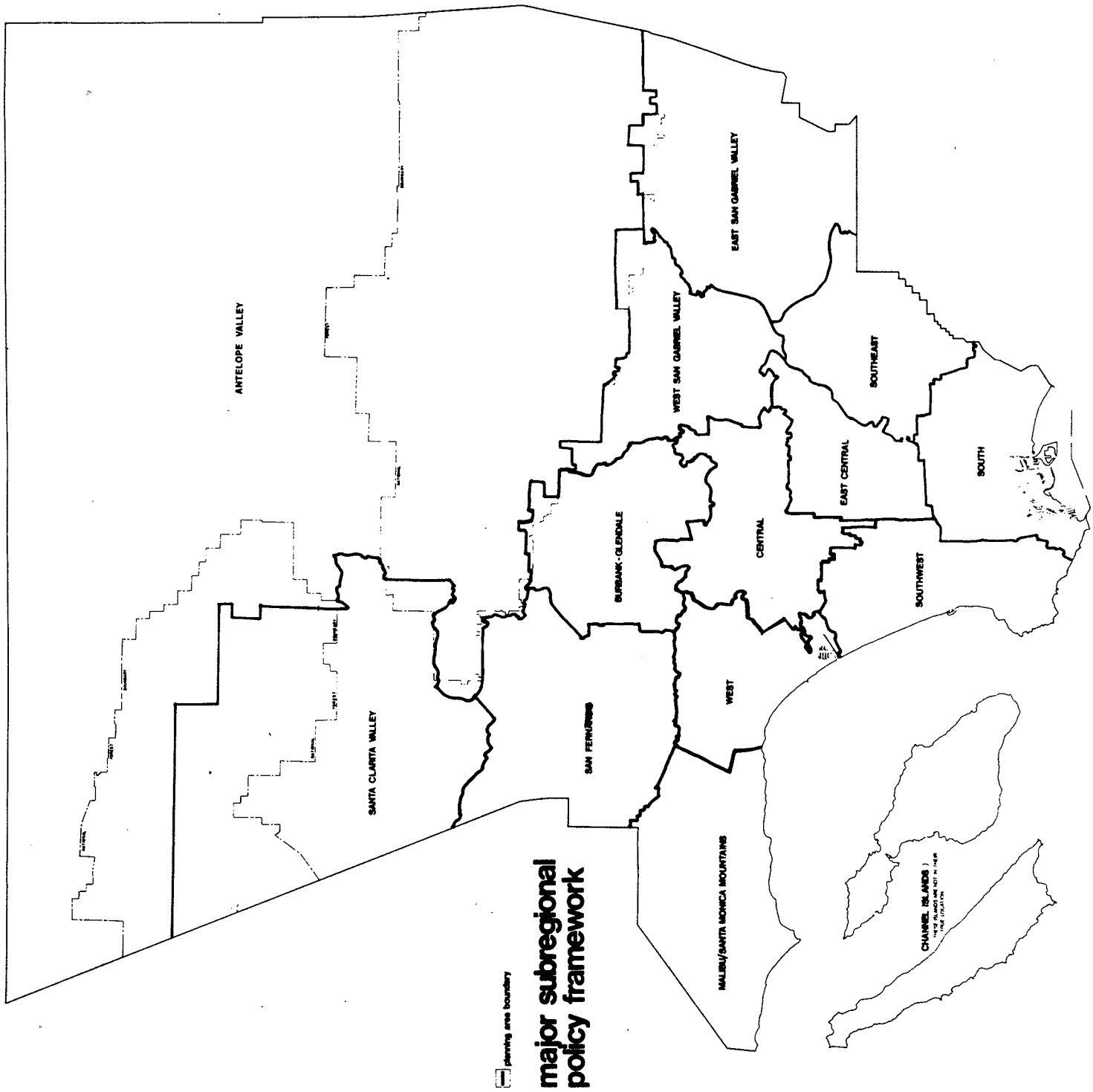
68. MAXIMIZE THE COORDINATION OF PUBLIC AND PRIVATE ACTIVITIES FOR SOCIAL, ECONOMIC AND ENVIRONMENTAL IMPROVEMENTS.

69. ENCOURAGE THE ANNEXATION OF SMALL URBAN UNINCORPORATED ISLANDS THAT LIE WITHIN CITIES' SPHERES OF INFLUENCE.

AREA DEVELOPMENT PRIORITIES

The area development priorities below indicate how the general policies apply to major planning areas of the County (see Major Subregional Policy Framework Map - Figure 1.1). These priorities link countywide policies to those of cities and unincorporated communities. Many of these priorities are related to mapped policies on the General Development Policy and Urban Form Policy Maps; their meaning may be more apparent after viewing the maps and reading the accompanying discussions.

FIGURE 1.1


ANTELOPE VALLEY
SANTA CLARITA VALLEY
SAN FERNANDO
BURBANK-GLENDALE
WEST SAN GABRIEL VALLEY
EAST SAN GABRIEL VALLEY
CENTRAL
WEST
EAST CENTRAL
SOUTHEAST
SOUTHWEST
SOUTH
MALIBU/SANTA MONICA MOUNTAINS
CHANNEL ISLANDS
planning area boundary
major subregional policy framework

San Fernando

1. Encourage the revitalization of declining neighborhoods in the communities of Pacoima and Van Nuys.
2. Encourage the development of multipurpose centers in Van Nuys and San Fernando.
3. Promote an expanded economic base in the San Fernando Valley to provide more jobs within convenient commuting range of residential areas.
4. Focus new urban growth on suitable land near existing urban areas and on by-passed vacant urban land in the northern and western San Fernando Valley.
5. Discourage the spread of urban uses into unsuitable lands in the Santa Monica Mountains, Simi Hills and the Santa Susana Mountains.

Burbank/Glendale

6. Encourage the revitalization of declining neighborhoods in Glendale, Burbank and North Hollywood.
7. Encourage the development of multipurpose centers in Glendale, Burbank and North Hollywood.
8. Maintain the Verdugo Mountains as a predominantly open land area.

West San Gabriel Valley

9. Encourage the revitalization of declining neighborhoods in Altadena, Northwestern Pasadena and El Monte.
10. Encourage the development of multipurpose centers in Pasadena and El Monte.
11. Maintain the foothills of the San Gabriel Mountains in non-urban uses.
12. Promote the completion of the Long Beach Freeway.

East San Gabriel Valley

13. Encourage the revitalization of older declining neighborhoods in Pomona.

East San Gabriel Valley (Continued)

14. Encourage the development of an expanded multipurpose center in Pomona.
15. Encourage the development of new regional centers in the Diamond Bar and the Glendora/San Dimas areas.
16. Encourage the development of an expanded economic base in the East San Gabriel Valley to provide more jobs within convenient commuting range of residential areas.
17. Focus new urban growth on the most suitable lands near existing urban areas and into by-passed vacant land within the eastern and southern parts of the planning area.
18. Discourage the spread of urban uses into unsuitable lands in the Puente and San Jose hills, and the San Gabriel Mountain foothills.
19. Seek maximum protection for resource values in identified significant ecological areas.

Malibu/Santa Monica Mountains

20. Focus urban development in the most suitable areas in and near the Agoura/Calabasas corridor and in selected areas of the coastal corridor.
21. Concentrate non-urban population growth within rural communities while maintaining the non-urban character of those communities.
22. Protect significant ecological areas and marine habitats, and maintain hillside areas, water courses, flood plains and ecological area buffer zones in open space and low-intensity non-urban uses.
23. Promote expanded access, including public transit service, to beaches and shorelines consistent with public safety needs, the protection of natural resource areas from overuse, and the rights of private property owners and the public.
24. Support the acquisition and development of the Santa Monica Mountains National Recreation Area.

West

25. Encourage the revitalization of declining neighborhoods in the Venice area.
26. Retain low and moderate income housing in Venice and other coastal areas.
27. Concentrate high intensity uses near existing centers in the Wilshire regional corridor and the regional core district.
28. Encourage the development of a mass transit system in the Wilshire corridor.

Central

29. Encourage the revitalization of declining neighborhoods in the Crenshaw, Hollywood, and central Los Angeles areas.
30. Concentrate high intensity uses in the regional core district.
31. Support the development or enhancement of multipurpose centers in Westlake-Wilshire, Downtown Los Angeles, Crenshaw, County-U.S.C. Medical, and Atlantic-Brooklyn (East Los Angeles College) areas.
32. Encourage replacement or rehabilitation of apartments and public assembly buildings that do not meet current fire or earthquake standards.
33. Encourage the development of additional neighborhood and community parks.
34. Give high priority to the expansion of the economic base in the planning area and prevent the loss of jobs to other areas.
35. Preserve and enhance the identity and economic life of major ethnic centers including Chinatown, Little Tokyo, the Korean community (Olympic Boulevard), East Los Angeles, and the Jewish community (Fairfax Avenue).

East Central

36. Encourage the revitalization of older industrial areas and declining neighborhoods in Huntington Park, Watts/ Compton, and Cudahy/Bell Gardens areas.
37. Support the development of multipurpose centers in Compton and Huntington Park.

East Central (Continued)

38. Encourage the development of a community and ethnically oriented cultural center in the planning area.
39. Encourage transportation improvements that will give residents within the planning area access to services and employment in other parts of the metropolitan area.
40. Promote the construction of the I-105 (Century) Freeway. (Also applicable to Southeast and Southwest areas.)

Southeast

41. Encourage the revitalization of declining neighborhoods in Paramount.
42. Encourage the development of a multipurpose center in Whittier.
43. Encourage the infilling of by-passed vacant urban lands in the Cerritos area.

South

44. Encourage the revitalization of declining neighborhoods in San Pedro, Wilmington, the central Long Beach area and Carson.
45. Encourage the continued development of regional multipurpose centers in Long Beach and San Pedro.
46. Promote the expansion of the Los Angeles and Long Beach harbors to accomodate increased trade and expand the area's economic base in a way compatible with environmental concerns.
47. Encourage the replacement or rehabilitation of apartments and public assembly buildings that are fire or earthquake hazardous.
48. Encourage the infilling of by-passed vacant land in the Carson area to uses compatible with the general pattern of neighboring activity.

Southwest

49. Encourage revitalization of declining neighborhoods in Inglewood, Hawthorne and Gardena.
50. Encourage the development of a multipurpose center in Inglewood.

Southwest (Continued)

51. Promote the expansion of the Los Angeles International Airport as a center of economic development with due regard to the protection of surrounding areas against environmental degradation.
52. Promote improved public access to beaches and shorelines.
53. Encourage non-urban uses in the Palos Verdes Hills.
54. Promote the improvement of public transportation to the Los Angeles Airport.

Antelope Valley

55. Focus new urban growth in a compact pattern in and around Palmdale, Lancaster and Quartz Hill.
56. Promote the development of an autonomous urban area with an expanded and diversified economic base that will minimize the need for long distance commuting to southern Los Angeles County.
57. Encourage the development of new regional centers, as needed, in Lancaster and Palmdale.
58. Support the efforts of the City of Los Angeles to develop a commercial airport at Palmdale.
59. Encourage the concentration of population growth within rural communities while maintaining the non-urban character of those communities
60. Encourage the continuation of agriculture in Antelope Valley.
61. Maintain the open and rural character of the non-urban areas of the Antelope Valley.
62. Permit the development of resort and outdoor recreation uses in the Gorman area which are compatible with its existing character.

Santa Clarita Valley

63. Focus new urban growth in a compact pattern on suitable land in and around the existing communities of Newhall, Saugus, Valencia, Canyon Country and Castaic.

Santa Clarita Valley (Continued)

64. Encourage the development of a new regional center in Valencia.
65. Maintain the non-urban character of the remainder of the Santa Clarita Valley.
66. Maintain non-urban hillside areas in open space and low density non-urban uses.

National Forests

67. Promote the public acquisition of private inholdings within the national forests.
68. Permit only those uses on private inholdings that are fully compatible with the surrounding environment, safe from significant hazards and do not require added public costs for services.
69. Promote recreation uses compatible with the environmental capacity of the national forests.
70. Maintain the mountains in open space and non-urban uses similar to the present pattern of use.
71. Discourage incompatible uses in areas adjacent to the national forests.

The Channel Islands

72. Maintain the Channel Islands largely in open and rural uses.
73. Discourage large-scale urban development and cluster future growth on the most suitable lands in and near Avalon.
74. Allow specialized educational, research, and recreational facilities with supportive residential development and community facilities to be situated in the Two Harbors (Isthmus) area of Catalina Island. A Precise Plan identifying specific uses and intensities for this area shall be included as part of the Local Coastal Program for Santa Catalina Island.
75. Permit visitor accommodations, services and housing at Catalina airport (Airport-in-the-Sky) that are compatible with the recreational nature of the airport, and consistent with scenic and environmental values in the vicinity.

The Channel Islands (Continued)

76. Encourage the use and development on Santa Catalina Island of resort and recreational facilities consistent with the protection of environmental and scenic values.
77. Maintain the shoreline areas of Santa Catalina Island in predominantly open space use.
78. Promote improved access to the open space easement and other natural and recreational areas on Catalina Island.
79. If military use is terminated, support the conversion of San Clemente Island to an open space preserve.
80. Encourage the protection of marine resources in the near-shore waters of the islands.

PROJECTIONS FOR THE GENERAL PLAN

INTRODUCTION

Summarized below is a set of population, housing, employment and land use (PHEL) projections for the General Plan. The projections are based, in part, on an analysis of significant demographic, economic, housing and land use trends and, in part, reflect the intent of the previously stated general policies. They reflect policies which are either intended to alter trends and conditions detrimental to the County's residents or to strengthen trends and conditions which are favorable.

The projections amplify and make more explicit the intent of the general policies. Projections contribute to the analysis of the impacts of the Plan. They are a basis for establishing explicit implementation objectives. They provide a quantitative tool for monitoring progress in carrying out the policies and achieving the goals. Plan monitoring will provide a basis for reevaluating and adjusting the projections as conditions change.

In the discussion which follows, the projections are presented in a generalized form in keeping with the nature of the General Plan. Only the broad assumptions and policy implications are identified. A separate Technical Supplement contains the detailed projections together with their methodological basis and more explicit assumptions.

The PHEL analysis and projection of population are at the base of almost all major planning decisions. Even though projections serve to identify the level of demand necessary for future facilities and services, it should be emphasized that projecting into the future is not an exact science. In fact, there is no such thing as a "right or correct" projection in the sense that it will be an accurate prediction of what will be in the future.

Rather, the projections in this Plan are extensions of trends modified to be consistent with Plan policies.* The figures for population, housing, employment and land use are approximations that are, of course, uncertain. The state of the art does not provide for precise quantification of the future.**

POPULATION PROJECTIONS

The General Plan provides for a population increase of 859,000 between 1975 and 2000 (See Table 1.1). The increase results largely from natural increase, although migration will of course continue to occur. This level of growth neither forces out-migration, nor does it significantly encourage in-migration.

Countywide population was projected by using a computer model that calculates a future population for a region by applying projections of birth, death, and migration rates to the present or benchmark population. Births and deaths are the determinants of natural increase (which is not subject to policy control by the General Plan). While death rates tend to remain stable, fertility rates fluctuate widely and are the key determinant of natural increase. In recent years local and national fertility rates have declined steadily. In making this projection, the 1976 County fertility rate of 2.00 children per woman of childbearing age is assumed to persist to the year 2000. Although below the population replacement level of 2.11 births, it is somewhat higher

*Policies are commitments to exert some degree of control or influence over given variables. For example, in population projections, policies most strongly influence migration and distribution of population while they do not deal with natural increase which is not subject to direct policy influence.

**See Technical Supplement "A" for a discussion on potential error and how the Plan compensates for such shortcomings.

TABLE 1.1

POPULATION PROJECTIONS BY PLANNING AREA

1975 - 2000

Planning Area	1975	2000	Change 1975 - 2000	Percent Change
San Fernando	781,000	877,000	96,000	12
Burbank/Glendale	543,000	578,000	35,000	6
West San Gabriel Valley	652,000	687,000	35,000	5
East San Gabriel Valley	627,000	723,000	96,000	15
Malibu/Santa Monica Mtns.	44,000	79,000	35,000	80
West	405,000	449,000	44,000	11
Central	1,246,000	1,336,000	90,000	7
East Central	577,000	619,000	42,000	7
Southeast	613,000	649,000	36,000	6
South	642,000	706,000	64,000	10
Southwest	708,000	762,000	54,000	8
Santa Clarita Valley	63,000	165,000	102,000	162
Antelope Valley	89,000	218,000	129,000	145
Channel Islands	2,000	3,000*	1,000	50
LOS ANGELES COUNTY	6,992,000	7,851,000**	859,000	12

Source: Los Angeles County Department of Regional Planning.

* The projection for the Channel Islands assumes that all growth will take place on Santa Catalina Island.

** These projections use census figures as a baseline; however, it is recognized that there is a substantial population that is not included. For example, it has been estimated that the population undercount for Los Angeles County may be as much as 250,000 of which 125,000 are located in the City of Los Angeles. In addition, there are estimates that up to 1,000,000 undocumented aliens may be located in Los Angeles County, of which 400,000 may be located in the City of Los Angeles (see Technical Supplement "A" for a discussion of census measurement deficiencies).

*** The preliminary 1980 census figures show that the present population of Los Angeles County is 7,441,000 which is approximately 250,000 higher than anticipated in this Plan. If the final census figures bear out this increase, the year 2000 total population projection is increased to 8,000,000 and will be redistributed in accordance with Plan policies.

than the 1976 national rate of 1.77.* This assumption reflects the expectation that the decline in birth rates will level off and remain at a relatively low level.

Differences in the birth rates of major ethnic groups complicate the problem of projecting population for Los Angeles County. In 1975, the fertility rate for Caucasians (non-Spanish surname) was estimated to be 1.24. The comparable rates for the Black and Spanish surname populations were 2.49 and 4.06, respectively.(15) Among these groups, the birth rate of the Spanish surname population is likely to be the critical determinant of natural increase. The volume of natural increase in this group is difficult to estimate because of uncertainty about the total Spanish surname population present. This uncertainty is due largely to uncounted population including undocumented alien persons. In addition, even were a reliable estimate of the total undocumented alien population available, there would be a need to assess the demographic characteristics (i.e., male/female ratio, percentage of unmarried, etc.), as is already done for the general population. Each one of these characteristics has an implication with respect to the manner in which the undocumented alien population should be interrelated with the general population estimates and ultimately the employment, housing and land use projections. Because of this, the impact will be unknown until adequate surveys and accompanying methodologies can be developed.

For decades, in-migration was the principal factor generating explosive growth in Los Angeles County.(16) In 1969 this trend reversed dramatically with an estimated net out-migration of 320,000 people between 1970 and 1975.(17) Since 1975, there have

*Statistically, 2.11 births per woman are necessary to guarantee the eventual replacement of the parents by their children. The excess over two births is accounted for by pre-adult deaths and the larger incidence of male births.

been strong indications that this trend toward heavy out-migration has become more moderate. The projections assume a decline in net out-migration, based in part on the implementation of Plan policies that will improve economic opportunities and living conditions in the County. As a result, net out-migration is projected to drop from an average of 20,000 per year in the 1975-1980 period to zero in the 1995-2000 period.

County population was allocated to the 14 major planning areas on the basis of an examination of recent and historical trends in planning area population, economic development, housing and land use; the nature and condition of existing development; the suitability of vacant land for development; service availability; and local projections for cities and unincorporated communities. Also, the projections for planning areas were adjusted to be consistent with Plan policy.

The projections provide for the reversal of trends toward population losses in the Central, East Central, Burbank/Glendale, South, and West San Gabriel planning areas in recognition of the policy emphasis on revitalization and rehabilitation of existing urban areas. Because of the characteristically long lead time needed to design a countywide revitalization program and put it into effect, through coordination with numerous centers of local control, the revitalization strategy of the Plan probably cannot fully impact current trends before 1990.

Those areas currently experiencing growth, but not yet fully developed (such as the Malibu-Santa Monica Mountains including Agoura and Westlake, the Santa Clarita Valley, the East San Gabriel Valley and the San Fernando planning areas) are also projected to experience significant increases. These areas are expected to continue their current rapid rate of growth for the short term. However, their growth rates are expected to decline as their prime

land supply diminishes and the development of marginal lands is subject to programs aimed at protecting public health and safety and environmental resources.

Relation to Other Population Projections

In preparing population projections for the General Plan, the projections of various other private firms and public agencies were reviewed. Of primary importance were those of the State of California Department of Finance (DOF) and the Southern California Association of Governments (SCAG). DOF's current preferred forecast indicates a year 2000 population of 8,045,000. The difference between DOF's projection and that for the General Plan arises primarily from different birth rate assumptions. DOF's higher projection is predicated on an immediate reversal of declining birth rates. DOF assumed that a fertility rate slightly higher than 2.11 will persist through the remainder of this century. SCAG's adopted projection for the year 2000 in Los Angeles County is 7,789,000, which is substantially the same as the General Plan projection.(18)

HOUSING PROJECTIONS*

Housing projections for Los Angeles County (Table 1.2) were influenced by the population projections. The major link between the housing and population projections is the estimated average number of persons per housing unit. Based on an analysis of recent trends, extrapolated into the future, an assumption was made that the average number of persons per housing unit will decline at a diminishing rate (Table 1.2), reflecting such factors as lower fertility rates, smaller families and more single person households. The projections indicate new construction totaling 630,000 units and a net increase of 486,000 housing units by the year 2000. Both the estimates of new construction and net change reflect a

*Detailed tables may be found in the Housing Element.

TABLE 1.2

HOUSING PROJECTIONS FOR LOS ANGELES COUNTY

1975 - 2000

	Low Density Units*	Medium & High Density Units**	Total Units	Persons Per Housing Unit***
Housing Units 1975	1,718,000	989,000	2,707,000	2.58
Demolitions 1975 - 2000	87,000	57,000	144,000	
New Construction 1975 - 2000	182,000	448,000	630,000	
Housing Units 2000	1,813,000	1,385,000	3,194,000	2.46
Net Change 1975-2000	95,000	391,000	486,000	

Source: Los Angeles County Department of Regional Planning.

* These include residential developments at densities of one to twelve units per gross acre. Typical developments include single family detached and semi-detached (twinhomes), duplexes, newer mobilehome parks and family-owned townhomes.

**These include residential densities of twelve units and over. Included are row housing, garden apartments and medium to high rise residential structures.

***The average household size for 2000 is estimated at 2.53, assuming a five percent vacancy in the housing stock and a 180,000 non-household population. For 1975, it was estimated at 2.69 persons per household.

long term trend toward medium density housing construction and the policy of promoting a more concentrated urban form.

The demolition estimates (Table 1.2) were derived from the policy of rehabilitating and conserving older housing. The projection of single family demolitions reflects a policy of conserving an essentially fixed stock of detached single family housing. The projected increase in demolitions of medium and high density units represents an acceleration of recent trends and the policy of gradually replacing older apartment buildings susceptible to fire and earthquake hazards.

Planning area allocations were based on an analysis of such factors as construction and demolition trends by housing type (single family, duplex and multiple family housing), the condition and value of existing housing, availability of suitable vacant land zoned for residential use, service system capacity, and potential for recycling and rehabilitation. The Plan policies were applied to influence trends and conditions, and were a strong influence on housing distribution.

The housing projections, reflecting Plan policies that emphasize maintenance of stable neighborhoods and sound housing and promotion of a more concentrated urban form, forecast a higher proportion of medium density units constructed between 1975 and 2000.

EMPLOYMENT PROJECTIONS*

It is estimated that the number of jobs in Los Angeles County will increase by 691,000 through the year 2000 (Table 1.3). This estimate is derived from two countywide projections: one for the resident labor force and the other for jobs by industry. The projection of the resident labor force was developed by applying

*Detailed tables may be found in the Economic Development Element.

TABLE 1.3

EMPLOYMENT PROJECTIONS FOR LOS ANGELES COUNTY

1975 - 2000

	1975	2000	CHANGE 1975-2000	% CHANGE
Population	6,992,000	7,851,000	859,000	12
Resident Labor Force	3,228,000	3,997,000	769,000	24
Unemployed	319,000	200,000	-119,000	-37
Jobs by Industry				
Agriculture	12,000	7,000	-5,000	-42
Mining	10,000	8,000	-2,000	-20
Construction	122,000	102,000	-20,000	-16
Manufacturing	829,000	967,000	138,000	17
Transportation, Communications, Public Utilities	181,000	216,000	35,000	19
Finance, Insurance, Real Estate	204,000	259,000	55,000	27
Services	736,000	942,000	206,000	28
Trade	756,000	958,000	202,000	27
Government	480,000	562,000	82,000	17
Total Jobs by Industry	3,330,000	4,021,000	691,000	21
Resident Employment	2,909,000	3,797,000	888,000	31
Net In-commuting	421,000	224,000	-197,000	-47

Sources: California Employment Development Department, and the Los Angeles County Department of Regional Planning.

assumptions about future male and female labor force partici pation rates to the population projection previously described. Male participation is assumed to remain stable while female participation is assumed to increase significantly. The assumed rates are based on an analysis of actual labor force participation trends and upon an assumption of no more than a 5 percent unemployment rate in the year 2000.

The projection of jobs by industry is based on an analysis of economic trends modified by Plan policy. Thus, the projection reflects a policy of reversing job losses in the manufacturing industries. It also reflects the intent to enhance the trend toward rapid increase in jobs related to finance, services and trades which, because of characteristically high worker densities in these activities, is consistent with the basic policy direction of promoting a more concentrated urban form. The major increase in resident employment incorporates the policy of preventing losses in the economic base to other regions. The reduction in net in-commuting of workers from outside the County reflects the policy of locating jobs and housing in close proximity to each other, so as to conserve energy and improve air quality.

The job projections were allocated to planning areas (Table 1.4) on the basis of local trends in job growth (which indicate demand for jobs), and the availability of land (sites or locations) for jobs, both of which were influenced by Plan policies.

Most new jobs are located in older suburban and inner city areas where they create a basis for an improved public transportation system and provide improved employment opportunities for inner city residents. The urban fringe areas and new suburbs also show relatively high increases in employment, reflecting policies to reduce job deficiencies and to locate jobs within convenient commuting range of fast growing residential areas in order to reduce

TABLE 1.4

EMPLOYMENT PROJECTIONS BY PLANNING AREA

1975 - 2000

	1975	2000	Change 1975-2000	Percent Change
San Fernando	280,000	350,000	70,000	25
Burbank/Glendale	260,000	289,000	29,000	11
West San Gabriel Valley	259,000	300,000	41,000	16
East San Gabriel Valley	202,000	275,000	73,000	36
Malibu/Santa Monica Mtns.	10,000	24,000	14,000	140
West	236,000	281,000	45,000	19
Central	957,000	1,037,000	80,000	8
East Central	297,000	348,000	51,000	17
Southeast	185,000	236,000	51,000	28
South	288,000	361,000	73,000	25
Southwest	312,000	376,500	64,500	20
Santa Clarita Valley	15,000	60,000	45,000	300
Antelope Valley	29,000	82,000	53,000	183
Channel Islands	1,000	1,500*	500	50
LOS ANGELES COUNTY**	3,330,000	4,021,000	691,000	21

Sources: California Employment Development Department, and Los Angeles County Department of Regional Planning.

* This projection assumes all new employment in the Channel Islands will be located on Santa Catalina Island.

** Planning area sums do not equal Los Angeles County because of rounding.

commuting and air pollution, save energy and promote public convenience.

The preparation of projections for jobs and resident employment involved mutual adjustment of these and the population projections. This process of local area allocation based on consideration of land use factors helped test the realism of the countywide projections.

LAND USE PROJECTIONS*

The land use projections indicate estimated changes in urban and non-urban land use between 1975 and 2000. The projections, an estimate of demand for land, are based largely on housing and employment forecasts. The land use projections are linked to housing projections by forecasts of housing densities and to employment projections by estimates of worker densities on commercial and industrial land. The housing and worker densities and the land use projections are based on an analysis and extrapolation of trends, modified in turn by the Plan policies. By the year 2000, urban land use is estimated to increase over 100 square miles, or an average of 4 square miles per year, through 48 square miles of new urban expansion and approximately 56 square miles of infilling.** About 52 square miles are projected to be recycled between 1975 and 2000.

The infill projection implies a reversal in historical trends and reflects the disappearance of prime vacant land in south Los Angeles County as well as the rapid rise in the cost of servicing urban fringe land. The land use projections also reflect basic

*Detailed tables may be found in the Land Use Element.

**Expansion does not include 17,300 acres for the development of a major airport in Palmdale.

policies of the Plan such as those promoting a more concentrated urban form, revitalizing older urban areas, and imposing restraints on the use of hazardous or highly sensitive natural environments.

Land use projections, developed for each of the planning areas by land use type, were aggregated to obtain countywide totals. Factors considered in developing planning area projections were an analysis of trends by land use type; the current land use pattern; the availability of suitable vacant land; land use plans of cities and unincorporated communities; the pattern and intensity of recent development projects; the availability of services; and population, housing, and employment trends and projections. The land use projections thus closely interrelate with the projections of population, employment and housing.

Separate projections for recycling, urban infilling and new urban expansion were prepared for each planning area. Recycling projections were based upon clearance and rebuilding trends and policies. Clearance was based on an extrapolation of demolition trends modified by Plan policy. Rebuilding was governed largely by Plan policy, including unincorporated community and city land use plans. Infilling of vacant land and new urban expansion were based on the available supply of suitable vacant land and an analysis of local land use trends as modified by Plan policy.

THE POLICY MAPS

Two generalized maps express major policy direction: the "General Development Policy Map" and the "Urban Form Policy Map". These maps are based on the statements of general policy, the Plan projections, and city and unincorporated community plans. Their function is to amplify General Plan policy by indicating the geographic or spatial aspects of policy, which cannot be adequately expressed in written statements or in the projections.

The locations of all features and boundaries shown on the maps are general and diagrammatic in character. The scale of the countywide policy maps does not allow small parcels to be shown clearly. Thus, the character of areas less than 50 acres is not generally determinable from the maps. For these reasons the policy maps should not be interpreted literally.

GENERAL DEVELOPMENT POLICY MAP

The basic function of the General Development Policy Map (to be found in the pocket at the end of the Plan) is to indicate areas where urban development would be appropriate and those areas which should remain in a non-urban state to the year 2000. Urban areas are further divided to indicate where: 1) rehabilitation and recycling is encouraged; 2) efforts to maintain the existing character of neighborhoods are supported; and, 3) new development can take place by infilling or urban expansion.

Urban/Non-Urban Determination

The General Plan distinguishes between urban and non-urban areas, principally to identify those areas where it is believed urban services can be provided in a reasonably cost-effective manner. As a result, general areas of urban use have been depicted to optimally utilize such existing urban facilities as roads, sewers, police and fire stations, etc. These urban areas are identified

as representing a logical extension of existing urban areas and their infrastructure.

In the most general terms, urban densities are appropriate wherever the users are willing to pay for the marginal public costs (economic, social and environmental) of development. That is, urban development is appropriate wherever the marginal capital and operating costs for urban services are paid for by the development: where critical regional resources are protected or the general public is recompensed in some manner for its full or partial loss, where hazards to life or property are avoided or adequately mitigated, and so on. The possible creation of a system to adjust the urban/non-urban boundary as these costs are internalized (paid for by the development itself) is proposed in the Implementation Chapter of the Plan.

The General Plan, however, takes a broader approach to determining where development may occur. That is, urban and non-urban designations were ultimately based on several policy assumptions, the most significant of which is that a more concentrated pattern of development, focusing new development and striving to revitalize older existing urban areas, will achieve the primary objective of minimizing the net public costs of new development. Furthermore, the predesignation of land as urban or non-urban is advantageous in that public and private decision-makers know with greater certainty where new urban development will be supported by government policy and actions.*

Thus, the map is not a prediction, but an indication of where various processes of development or conservation are appropriate. The map, like the projections, should be reviewed and adjusted as necessary to keep it abreast of changing conditions. The General Development Policy map legend is discussed below:

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*See Technical Supplement "B" for a further discussion of the five factors on which the General Plan's urban/non-urban boundary was based.

URBAN AREAS

Urban areas shown on the General Development Policy Map generally have, or are planned to have, a full range of urban land uses and public facilities and services. Residential densities would typically be greater than one dwelling unit per acre. Urban areas are subdivided into five categories:

- Revitalization;
- Conservation/Maintenance;
- Infill:
- Urban Expansion; and
- Urban Open Space.

Annual review of these urban categories and recommendations for adjustments, where necessary, will be a key part of the plan monitoring process.

Revitalization

Revitalization areas are urban areas where existing uses are being rehabilitated or recycled, or where such action is desirable to restore and protect physical, economic, and social health. For a significant number of buildings, rehabilitation involves major repairs, rather than normal maintenance. Recycling involves the replacement or rebuilding of existing uses and structures supplemented by a full range of public improvements. Many sound structures and viable uses may be found even in the most deteriorated areas. Thus, revitalization does not imply wholesale rehabilitation or recycling actions.

Except in those localities where market forces are generating spontaneous change, a neighborhood improvement approach based on a cooperative effort between citizens and government will usually be necessary for revitalization. Supportive social action programs should also be incorporated where needed. This approach involves the coordinated application of a whole range of programs designed to enhance physical, social and

economic conditions. In portions of the revitalization area, publicly sponsored redevelopment projects may be necessary to recycle neighborhoods. In such areas, citizen participation and supplemental social service programs will be particularly important.

The policy intent of this category is to encourage revitalization in areas with deteriorated environments and to recognize and facilitate desirable market pressures for change, intensification of land use or modernization. Major areas are delineated where the processes of recycling and rehabilitation should operate (separately or jointly) with sufficient impact to cause significant change in or to alter the character of the areas in question.

The criteria for defining revitalization areas include the concentration of unsound or obsolete structures, indications of neighborhood deterioration, existing or planned public redevelopment efforts, announced private plans for major new construction, and areas with a recent history of major private investment in recycling or major rehabilitation without public intervention.

Conservation/Maintenance

Conservation/maintenance areas are localities of basically sound quality which should be protected from a general change in character and in some cases enhanced. Only a limited government effort, beyond normal services, should be required to maintain good quality living environments and to prevent the intrusions of blight and deterioration. Of course, efforts to enhance individual old neighborhoods should always be encouraged. Maintenance means normal repairs but in some areas may involve major structural alterations or replacement of major systems such as electrical or plumbing systems. Conservation means encouragement of the full use of the resource

represented by a structure or neighborhood and the extension of its useful life.

The designation of an area as conservation/maintenance is intended to foster a process which includes maintenance, repair and enhancement of existing structures and facilities. Development of by-passed vacant properties (infilling), limited recycling and limited use intensification (alterations and additions) can take place if these actions result in development which is compatible with the surrounding environment, do not significantly alter the character of the neighborhood and do not overload existing or programmed service systems. All 1975 urbanized areas not included in revitalization areas were designated as conservation/maintenance areas. As urban expansion and infill lands are developed after 1975, those newly developed areas are to be treated as conservation/maintenance areas.

Infill

Infilling areas are parcels of vacant or agricultural land, within developed urban areas, which are appropriate for development to urban uses. Many of these parcels have been by-passed because of physical and environmental problems which must be mitigated. Urban development on these parcels may actually be taking place now or is expected to occur by the year 2000. Infill areas should generally be developed to uses that are of slightly higher intensity than, yet compatible with, the character of the surrounding area.

The infill lands are generally located in areas which can accommodate additional development without a major impact on existing services and facilities. The limited need for improvements will mean substantial service cost savings for public agencies and more efficient utilization of existing services and facilities.

The infill areas were identified from the 1975 Land Use Inventory which identified existing vacant and agricultural land uses within the urban area. The General Development Policy Map, however, only depicts infill parcels generally 50 acres or larger. The Plan recognizes that there are numerous by-passed parcels of less than 50 acres within all existing urban areas suitable for urban infilling but, due to the scale of the countywide map, does not attempt to depict them.*

Urban Expansion

Urban expansion areas are those areas where suitable non-urban land may be converted to urban uses as demand develops. Within these areas, new urban development is now occurring or is expected to occur during the life of the Plan. These areas are not a prediction of the extent of new urbanization by the year 2000. The general intent is to delineate major areas within which the process of urban development may take place; to direct development toward areas having either appropriate services or where it is most feasible to extend necessary services; to direct urban growth away from areas with severe potential hazards to the public health and welfare; and to protect areas exhibiting high environmental sensitivity from intensive urban development.

Within the framework of the population allocations, the expansion areas were defined by use of the following criteria: areas committed for urban development and planned for urban use in the near future, including areas shown on city and community plans; areas with existing or programmed services, or in close proximity to existing urban areas and service systems; and, unincorporated land suitable for urban use, i.e., without major hazards or significant natural resources.

*The 1975 Land Use Inventory estimates about 67,000 acres of vacant and agricultural parcels of two acres or larger were located within existing urban areas.

While land in urban expansion areas is generally viewed as the most suitable land available for new urbanization, the designation of this land as available for new urbanization does not automatically constitute an entitlement. In keeping with the aforementioned intent and criteria, new development within urban expansion areas should occur in a logical, orderly manner. The Implementation Chapter proposes the creation of a review procedure based on clearly articulated criteria which will work towards ensuring that the marginal public costs of new development (economic, social and environmental) are paid for by that development.

Urban Open Space

Urban open space includes major areas of public and private lands, in or adjacent to urban areas, permanently reserved (or expected to be permanently reserved) for open space during the life of the Plan. These include existing and proposed parks, public beaches, military lands, golf courses, cemeteries and other open areas. Urban open spaces typically are subject to more intensive use than non-urban open spaces.

This designation is for areas that the Plan purports to preserve and protect for urban open space. These areas are to be managed primarily for the purpose of recreation, the conservation of natural resources and/or the promotion of public health and safety. Urban open space may contain structures and facilities compatible with an appurtenant to open space and recreation uses and the character of the surrounding area.

NON-URBAN AREAS

Non-urban areas shown on the General Development Policy Map include those parts of the County not designated for urban use and not programmed to receive an urban level of services. Residential densities would typically be less than one dwelling unit per acre although some low intensity urban uses are recognized in rural

communities. Density standards for non-urban areas are dealt with in more detail in the Land Use Element. Non-urban areas are subdivided into five categories:

Rural Communities;
Non-Urban Hillside;
Other Non-Urban and Agricultural;
Non-Urban Open Space; and
Significant Ecological Areas.

The Conservation and Open Space and Land Use Elements further elaborate Plan policy for non-urban areas and set forth performance review criteria and standards for non-urban development.

Rural Communities

These are clustered non-urban residential uses with a non-urban level of commercial and public services located within or near the community. They are defined primarily on the basis of existing clusters of development or by use of community plans and zoning.

The intent of this category is to recognize clustered rural communities and protect their character and life style. These areas may develop to low intensity urban uses if such development does not create a demand for investment in major urban service systems, and does not substantially change the character of the areas in question or cause significant harmful environmental impacts.

Non-Urban Hillside

These are mountainous and hilly areas which may include dispersed non-urban settlements without urban service systems. The intent of the non-urban hillside category is to permit uses which are compatible with, but do not alter the character of, the hillsides and do not create a need for urban services or cause significantly detrimental environmental impacts.

The category generally defines areas where hillside management programs may be applied to meet the specific problems of various localities. Hillside protection measures may vary to reflect local needs and problems. Generally, areas with natural slopes of 25 percent or more, outside existing or planned urban areas, are recognized as non-urban hillsides. Private inholdings in national forests, not otherwise mapped, are considered to be subject to hillside management review procedures. The Land Use and Conservation and Open Space Elements deal in greater detail with the use of hillside areas and inholdings in the national forests.

Other Non-Urban and Agricultural

These are areas of dispersed settlement or agricultural uses not included in non-urban hillsides or rural communities. They cover land which is generally level to gently sloping. The intent is to maintain the current character of these areas. Developments are permitted which are compatible with the existing character, do not create a need for urban services, and do not cause significantly detrimental environmental impacts.

Non-Urban Open Space

This includes major public and private lands located in non-urban areas and used, or intended to be used, for open space purposes including outdoor recreation, resource production and preservation, and protection of health and safety. These areas include, for example, the national forests, national recreation areas, and off-road vehicle parks. The intent of this category is to conserve areas for open space uses. Non-urban open spaces may contain improvements that are appurtenant to primary open space uses and compatible with the character of the area.

Significant Ecological Areas

Significant ecological areas include lands with important biological resources, including the habitats of rare and

endangered species, sites with critical fish and game values, relatively undisturbed areas of typical natural habitats and regionally scarce biotic resources. The intent is to preserve and/or enhance the ecological resources present. The Land Use and Conservation and Open Space Elements contain further guidelines for the management of these areas.

How to Use the General Development Policy Map

The General Development Policy Map designates those areas where urban development and revitalization are to be accommodated and encouraged. These are the urban expansion, infilling and revitalization areas. The intent of the map is to maintain the general character of the remainder of the County substantially as it existed at the time of Plan adoption. The intent is determined by considering the map in the context of the statement of general policies, the policy statements of other elements and other Plan policy maps.

The map will be used to assist in making decisions concerning the location, design, construction and management of urban development of countywide significance. In determining a proposal's consistency with map intent, it is necessary to judge the proposal in relation to policies of the Plan in addition to the map itself. Accordingly, even if a proposal is not literally supported by the map, it may be judged consistent if the proposal is clearly compatible with the criteria and policies used to draw the map. On the other hand, a proposal which is superfically consistent with mapped policy should be judged inconsistent if it is found to be in major conflict with the criteria and principles underlying the map.

URBAN FORM POLICY MAP

The purpose of the Urban Form Policy Map (to be found in the pocket at the end of the Plan) is to establish Plan policy on the organization and pattern of the metropolitan urban area. The Urban Form

Policy Map identifies several major elements of regional form: a system of multipurpose and special purpose centers, a regional core, linear activity areas, and several other form-giving features. The Urban Form Policy Map shows the relative magnitude and character of intensive activity areas.

Major transportation routes and facilities, major open spaces, and other form features (such as natural edges and regional entryways) are shown in relation to the activity centers and areas.

REGIONAL FOCAL POINTS AND AREAS

Regional Focal Points and Areas indicate regional centers (multipurpose and single purpose), the regional core and the regional linear activity areas providing, or expected to provide, services to all or a major part of the County.

CENTERS

The map shows a system of regional centers which provides, or is expected to provide one or more major functions for all of, or some substantial portion of, the metropolitan area. Major functions of a regional center include regional retail activities emphasizing shopping good sales, office uses, high density residential uses, institutional uses, cultural uses and/or commercial recreational activities of regional significance. The policy map shows a total of 117 multipurpose and single purpose center in the County designed to provide an interdependent system of activity centers and located to effectively provide a diversity of public and private services to the communities they serve.

Multipurpose Centers

Multipurpose centers serve two or more major functions for all or a mjaor portion of the metropolitan area. There are 44 multipurpose regional centers shown on the map. Multipurpose centers are divided into three levels:

A level one multipurpose center provides several major functions for all of the metropolitan area and contains a major concentration of high rise buildings. It is the principal focus of the regional transportation network and the major regional employment center.

A level two multipurpose center provides two or more major functions to a substantial part of the metropolitan area. It contains, or is expected to contain, a significant amount of floor space in medium and/or high rise buildings and is a major regional employment center located on, or near, the regional transportation network.

A level three multipurpose center provides two or more major functions to a substantial part of the metropolitan area, but does not necessarily contain a significant amount of floor space in high rise structures. It need not be located on the regional transportation network and may not be a regionally significant employment center.

Single Purpose Centers

Single purpose centers provide only one major regional function. There are two classes of single purpose centers: centers that are special purpose because they provide an institutional, cultural or recreational service; and centers that focus on a retail commercial or office function.

Institutional, Cultural or Recreational Centers

An institutional, cultural or recreational center is a special purpose facility providing some specialized service, other than regional retail or commercial office space, for all or a substantial part of the metropolitan area. Examples are universities, hospitals, recreation

facilities (other than outdoor recreation), and cultural facilities of regional significance as measured by size and volume of activity. Included in this category are concentrations of commercial or other uses serving as regional centers for major ethnic or cultural communities. These may also be major tourist attractions. The Plan recognizes 50 institutional, cultural or recreation centers.

Single purpose Commercial or Office Centers

A single purpose commercial or office center serves as a regional retail shopping center, or as a significant office center, for a substantial portion of the metropolitan area. Twenty-three commercial or office centers, shown on the map, are divided into two levels:

A level one commercial or office center is either a major shopping facility, emphasizing shopping goods as opposed to convenience goods and containing or expected to contain three or more major department stores, or is a center with a significant amount of medium and/or high rise office space serving a substantial part of the metropolitan area.

A level two commercial or office center is a major commercial shopping or office node serving a substantial part of the metropolitan area. Shopping centers in this category contain one or two major department stores. Office centers may include some high rise structures.

CORE AND LINEAR ACTIVITY AREAS

Core and linear activity areas include concentrations of regional facilities and activities dispersed over large areas and forming patterns of development that cannot be treated as centers.

Core Activity Area

The regional core is a very large area of predominantly high intensity and diversified activities containing a concentration of regional centers and linear (corridor) development. The regional core is the major concentration of high rise structures and public and private headquarter functions for Southern California. It also includes the principal concentration of regional retail, cultural, educational, entertainment and medical facilities. It functions as the "Downtown" of Southern California.

Linear Activity Areas

This category includes linear patterns of high intensity land use serving one or more regional functions for all or a major part of the County. The linear activity areas connect two or more regional centers.

MAJOR TRANSPORTATION CORRIDORS AND FACILITIES

The map shows major transportation corridors and terminal facilities as they relate to regional focal points and areas. The intent is to illustrate the interrelation between regional systems, therefore the map does not represent the official transportation policy contained in the Transportation Element.

Major Transportation Corridors

Major transportation corridors serve, or are expected to serve, one or more major land transportation nodes and provide linkages among regional centers and to major regions outside of metropolitan Los Angeles.

Major Terminal Facilities

Major transportation terminal facilities include major harbors, commercial airports, and other region-serving terminals. Eleven major terminals are shown on the Urban Form Policy Map.

MAJOR URBAN AND NON-URBAN AREAS

This map category includes a generalized representation of urban areas and major open and non-urban areas.

Urban Areas

This map category includes the areas that are presently urban or where urban development may take place by the year 2000.

Non-Urban Areas

This map category includes major open spaces, rural communities, potential agricultural preserves and other non-urban areas.

OTHER FORM FEATURES

Other form features include natural edges and regional entryways.

Natural Edges are major natural boundaries which have special visual significance in defining urban forms. Urban development decisions and designs should recognize and reinforce these boundaries.

Regional Entryways are the major regional entryways to metropolitan Los Angeles. Special design treatment should be encouraged at these locations.

How to Use the Urban Form Policy Map

The Urban Form Policy Map complements the General Development Policy Map and other General Plan policy maps. The map establishes the general location and character of a system of regional focal points and areas where high intensity activities of regional significance are to be concentrated. It relates this system to major transportation corridors and facilities and to features which further define the urban form of the area, including major open and rural spaces and visually prominent edges and entryways.

The Urban Form Policy Map recognizes the existence of systems of centers and other activity patterns, open spaces, visual features, and transportation facilities at the neighborhood and community level, but does not attempt or intend to portray these systems. These features are dealt within community and city plans.

This map provides a basis for decisions about the general location and enhancement of the region serving high intensity activities and major transportation system investments.

RELATION OF THE CHAPTER TO THE GENERAL PLAN ELEMENTS

The General Goals and Policies Chapter establishes the general framework and foundation of the Plan. It identifies general goals and policies and establishes the basic emphases of urban revitalization and resource conservation. The special province of this Chapter is urban revitalization and the closely related subject of regional centers development. The Chapter also deals with the social and economic implications of the Plan. The succeeding countywide elements of this document, beginning with the Conservation and Open Space Element, support and reinforce the emphasis of this Chapter; furthermore, they amplify the goals and policies and make them more specific.

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12. *Ibid.*

13. Southern California Association of Governments and South Coast Air Quality Management District, *Draft Air Quality Management Plan,* (Los Angeles, October 1978) p. V-26.

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17. California Department of Finance, *Population Estimates for California Counties* (Sacramento, 1976) pp. 2 - 3.

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GENERAL GOALS & POLICIES
GLOSSARY

AREA WIDE PLAN
A general plan for a major region or area of the County.

BLIGHT
A visible manifestation of deteriorating or dilapidated urban environment caused by such factors as improper and misused maintenance. On the community level, blight is symptomatic of negative environmental and social conditions, such as unemployment, overcrowding and poor public and private services.

CIVILIAN LABOR FORCE
All persons employed or unemployed but seeking work, excluding members of the armed forces.

COMMUNITY PLAN
A general plan for a specific locality within the unincorporated territory of the County which has a community identity.

CRITERIA
A qualitative decision, rule or norm.

DEVELOPMENT
The establishment of an activity, use or function on a given unit of land, either urban or non-urban in character.

ELEMENT
A major component of the General Plan. California law now requires the following mandatory elements: land use, circulation, housing, conservation, open space, seismic safety, noise, scenic highways and safety.

ENVIRONMENT
The sum of all natural and man-made conditions external to an organism or community, which influences its growth and development.

FERTILITY RATE
The average total number of births per woman among a defined group of women.

GENERAL PLAN
The Plan is an officially adopted statement of public policy. It contains a statement of development policies and includes diagrams and text setting forth objectives, principles, standards and plan proposals.

GOAL
A general expression of an ideal or value toward which effort is directed for achievement; a long term end state or target.

HOUSING STOCK
All housing units, occupied or vacant, within a specific geographic area.

IN-COMMUTING WORKERS
The number of people who regularly travel from an outside area into a given area to work.

INNER CITY
That part of a metropolitan area which contains the historic center of the area. It usually contains the oldest and the most intensively developed parts of the metropolis. In the case of older cities, it is characterized by the presence of, or the need for, substantial rehabilitation and recycling activities.

LABOR FORCE PARTICIPATION RATE
This is a rate calculated by the following formula:

$$\frac{\text{Total employed + Total unemployed}}{\text{Total population over 15 years}}$$

MAINTENANCE
The making of normal repairs to a building to keep it in good repair and sound condition, generally without major structural alterations, or replacement of major systems such as electrical wiring or plumbing. (See the Housing Element Glossary for definitions of heavy and light maintenance).

MARGINAL PUBLIC COST
The net increase in public cost (economic, social and environmental) caused by each addition to the existing stock of residential, commercial, industrial and recreational facilities, public or private; that exceed the typical public costs associated with development in existing urban areas.

NET MIGRATION
The difference between the number of people who move into a given area and the number that move out of the same area during a given period of time.

NON-URBAN
A way of life characterized by living in a non-urban or agricultural environment at low densities without typical urban services. Urban services and facilities not normally found in rural areas include curbs, gutters and sidewalks; street lighting, landscaping and traffic signalization; public solid waste disposal, integrated water and sewerage systems; mass public transit; and commercial facilities dependent on large consumer volumes such as regional shopping centers, sports stadia and theaters. For the plan maps, residential densities less than one dwelling unit per acre were generally considered rural.

OBJECTIVE
A measurable intermediate point on the way to achieving a goal; a short-range end state.

POLICY
An expression of government commitment to a course of action intended to reach a goal or goals.

PROGRAM
Specific action or a schedule of actions for achievement of an objective or objectives.

PROJECTION
An estimate of possible future conditions and growth levels based on past performance, assumptions about the future, or policies.

RECYCLE (REDEVELOPMENT)
The replacement of a use or structure with other uses or structures either by private (market) intervention or by public action. Recycling implies either complete or selective rebuilding sufficient to alter the character of an area.

REHABILITATION
The making of major alterations to a structure, or the replacement of major portions of a structure such as electrical and plumbing systems. Rehabilitation may be carried out on a selective or wholesale basis. The concept of rehabilitation implies that the condition of a structure endangers the health, safety and well-being of occupants and users; and that it is economically feasible to correct the condition by repairs.

RESOURCE
Any material, structure, process or condition considered to have value. It may be man-made or natural, such as water, land, air, climate, minerals, structures or facilities.

REVITALIZATION
A comprehensive approach to the problem of urban decline, involving the elimination of adverse social conditions and blight in a neighborhood or area and the creation of community assets and positive social conditions through recycling, rehabilitation, conservation and maintenance actions supported by social and economic improvements.

RURAL (SEE NON-URBAN)

STANDARD
A quantitative decision, rule, or norm.

SUBURBAN
Those portions of the urban area outside the inner city.

URBAN
A way of life characterized by living in an area where the intensively man-altered physical environment predominates over the natural. The urban physical environment includes: industry, trade, service and professional occupations and the presence of collective or public service systems (See Non-Urban). An urban environment is usually achieved when there is a cluster of population of 2,500 or more persons at a density of not less than 1,000 persons per square mile. For plan maps, residential densities equal to or greater than one dwelling unit per acre were generally considered urban.

URBAN FORM
The physical arrangement of urban areas including the three dimensional pattern of built and open spaces.

URBAN FRINGE
Those areas which are transitional areas between rural and urban areas. They may include the active development of vacant land to urban uses. More often, it is characterized by a development pattern and urban service level intermediate to those found in rural and urban areas.

COUNTY OF LOS ANGELES

GENERAL PLAN

CONSERVATION AND OPEN SPACE ELEMENT

CONSERVATION AND OPEN SPACE ELEMENT

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INTRODUCTION

The Conservation and Open Space Element sets policy direction for the open space related resources of Los Angeles County. These resources include land and water areas devoted to recreation, scenic beauty, conservation and use of natural resources, agriculture, and mineral production. The Element's policies are based on the need to conserve natural amenities, protect against natural hazards, and meet the public's desire for open space experiences.

The State of California declares that open space is necessary to maintain the State economy, for the enjoyment of scenic beauty and recreation, for the protection and use of natural resources, and for the production of food and fiber. State policy discourages premature conversion of open space to urban use. The Element supports this policy and the general policy direction of the General Plan to encourage a more concentrated urban pattern by directing urban growth to environmentally suitable locations.

The conservation emphasis of this Element consists of measures for the conservation, management and use of natural and manmade resources. The open space emphasis addresses biotic resources, agricultural and mineral resources, major outdoor recreation, and public health and safety concerns. The two elements are combined because of the highly interrelated nature of the subject matter. Open space preservation affords a major means of conserving resources. In addition, natural hazards and resources often occur in the same location; therefore, the need to ensure public safety and protect resources requires an integrated and coordinated approach to the management of these lands.

To protect areas of significant natural resources the Element recommends the retention of these areas in non-urban or open space use. Special emphasis is placed on protection of hillside character and significant ecological areas.

BACKGROUND

OPEN LANDS INVENTORY

Los Angeles County contains 2,613,000 acres (4,083 square miles) of land and inland water. Seventy-five percent of this area is either vacant, in agricultural use or existing open space (committed to a long term open space use). The County's inventory of open land in 1980 amounted to almost 2 million acres.

Table 2.1 shows the amount of each type of open land in Los Angeles County by planning area. Ninety percent of the uncommitted open lands (privately owned vacant and agricultural lands) are in the Santa Monica and Santa Susana Mountains, the Puente Hills, the Santa Clarita Valley, and the relatively flat lands of the Antelope Valley. (See Table 2.3 for a capability analysis of this land for urban development.)

TABLE 2.1
OPEN LANDS IN LOS ANGELES COUNTY
BY PLANNING AREA
(In acres)

Planning Area	Vacant	Agricultural	Existing Open Space	Total Open Land
San Fernando	30,800	3,100	8,200	42,100
Burbank/Glendale	17,300	200	10,900	28,400
W. San Gabriel Valley	12,000	400	5,800	18,200
E. San Gabriel Valley	42,900	8,800	14,500	66,200
Malibu/Santa Monica Mtns.	84,100	500	9,600	94,200
West	11,700	100	13,700	25,500
Central	3,600	0	4,300	7,900
East Central	1,800	400	1,200	3,400
Southeast	6,800	1,500	3,400	11,700
South	4,300	1,300	8,100	13,700
Southwest	7,100	1,500	2,900	11,500
Antelope Valley	632,900	66,100	78,100	777,100
Santa Clarita Valley	106,600	8,000	14,400	129,000
Channel Islands	5,300	200	78,000	83,500
National Forests	-	-	649,600	649,600
TOTAL	967,200	92,100	902,700	1,962,000

SOURCE: Los Angeles County Department of Regional Planning, 1975.

Table 2.2 shows the major uses of the County's existing open space. Although nearly one-half of the open land in the County is committed to long term open space and can be considered protected, 80 percent of this area is in the National Forests and on the Channel Islands. Thus, much existing open space is not situated where most people can use it for their daily enjoyment. In the urban area, the 1978 deficiency in local park space amounted to 20,000 acres (based on the adopted County standard of 4 acres per 1,000 persons).

TABLE 2.2
USE OF EXISTING OPEN SPACE
IN LOS ANGELES COUNTY
(In acres)

	Public	Private	Total
Outdoor Recreation	67,800*	4,000	71,800
Natural Areas & Arboreta	43,900	1,100	45,000
Water Supply & Conservation	13,000	200	13,200
Military Reservations	85,700	-	85,700
Other Committed Open Lands	28,500	8,900	37,400
Sub-Total	238,900	14,200	253,100
National Forest Lands	649,600	-	649,600
TOTAL	888,500	14,200	902,700

SOURCE: Los Angeles County Department of Regional Planning, 1975.
*Includes 8,300 acres of local parks and 59,500 acres of regional parks, beaches and specialized facilities.

LAND CAPABILITY AND SUITABILITY

Better use of environmental data can be made in making decisions on the use of vacant and agricultural lands and in developing controls to protect against natural hazards and conserve valuable watersheds, natural habitats, scenic areas, and agricultural and mineral resources.

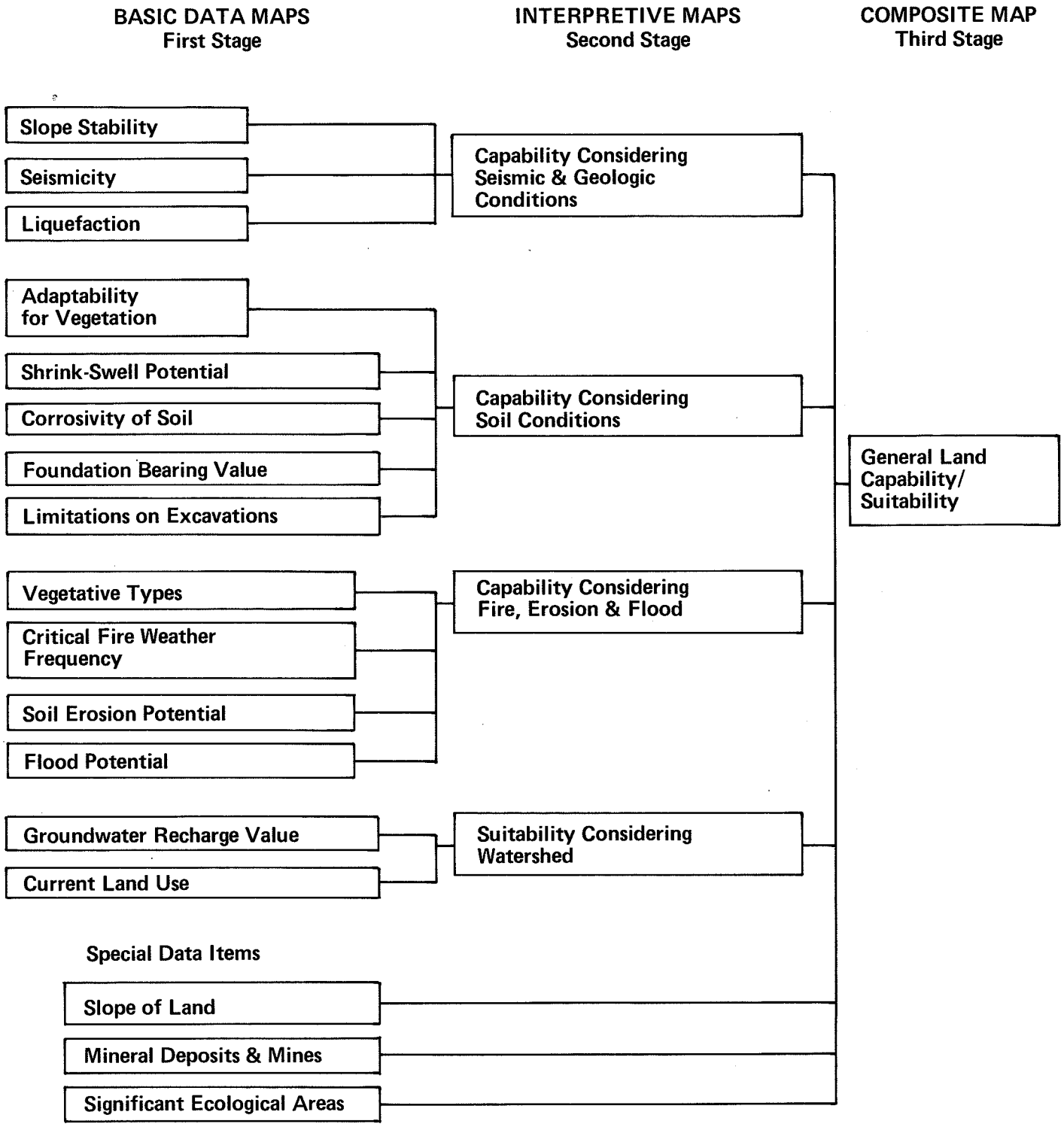
In 1977 the County conducted a comprehensive, scientific computerized study to determine the capability of more than one million acres of vacant and agricultural land to support various land uses. The objective of the study was to help locate areas where urban development would be most appropriate, and, by directing development to these areas, to reduce risks to life and property, decrease the high mitigation costs in areas of natural hazards, conserve natural resources and minimize environmental disruption.

Land capability is the relationship between land development potential and negative environmental factors that reduce this potential, such as fire, flood, seismic and slope stability hazards. Land suitability, on the other hand, deals with other types of factors, including: (1) natural resources requiring protection and (2) existence of urban infrastructure. Figure 2.1 lists environmental factors considered in the study as well as the process used to determine composite capability/suitability ratings. Of course, before land use decisions are made based on these environmental factors many other urban suitability factors must also be considered, including social and economic needs, existing development, the availability of water and other urban services, and the costs of extending services to outlying development.

The key finding of the land capability and suitability study is that little prime or completely problem-free land remains for urban development in the south County. Table 2.3 shows that in the south County less than 50,000 acres of vacant land have a high or moderately high capability for urban development. Another important finding is that much of the remaining vacant land deemed suitable in terms of natural factors (not including accessibility, market factors, etc.) is located in remote areas of the Antelope Valley where the demand for urban development has been significantly less in the past than demand in the south County.

Figure 2.1

PROCESS FOR DETERMINING GENERAL LAND CAPABILITY/SUITABILITY FOR DEVELOPMENT*



*Urban suitability factors not included in this study are:
accessibility, availability of public services, cost of public services and public need.

TABLE 2.3

CAPABILITY OF VACANT LANDS FOR URBAN DEVELOPMENT

IN LOS ANGELES COUNTY

(In acres)

Level of Capability for Urban Development	South County	North County	Total
High	5,000	263,800	268,800
Moderately High	44,700	154,400	199,100
Moderate	19,700	6,800	26,500
Low	101,800	133,800	235,600
Very Low	63,000	240,400	303,400
TOTAL	234,200	799,200	1,033,400*

NOTE: Study area does not include Santa Catalina Island, San Clemente Island, and the National Forests because of their general status as existing open space.

SOURCE: Los Angeles County Department of Regional Planning, from Environmental Systems Research Institute source material, 1977.

*Includes all vacant land except existing open space and about 26,000 acres of agricultural land in an urban setting. The analysis leading to the designation of Potential Agricultural Preserves included such factors as water availability and historic farming patterns, considered essential to convey a realistic picture of agricultural potential. Using these factors, the Agricultural Commissioner prepared a detailed analysis indicating major areas where agricultural activity was considered viable.

The land capability/suitability study was one of the major tools used to determine where urban development would be most appropriate and where special management provisions would apply. It is intended that the data base used in the study will be updated with new information as it becomes available, as part of Plan implementation.

ENVIRONMENTAL RESOURCES AND NATURAL HAZARDS

Many of the resources and natural hazards, discussed below, were the subject of intensive evaluation as input to the land capability/suitability study.

AIR RESOURCES

Good air quality is essential to all forms of life. Clean air is an environmental asset and an economic resource which encourages residents to live here, permits specialty crop agriculture, and enhances recreation and tourism. These benefits, however, are being threatened because of regional air quality problems.

The concentrations of air pollutants, such as hydrocarbons, nitrogen oxides, ozone, sulfur dioxide, carbon monoxide, and particulates, are high enough to threaten health. Air pollution causes or aggravates emphysema, bronchitis, asthma, lung cancer, and heart disease. It also damages wildlife and vegetation, and reduces visibility.

Several factors contribute to poor air quality. Along with the rapid growth of the region, population has dispersed over a wide area, and the automobile, a major source of air pollution, remains the dominant mode of travel. The dispersal of air pollutants out of the region often is hampered by light winds and persistent temperature inversions which suppress vertical motions in the atmosphere and inhibit the upward dispersion of pollutant emissions. The concentration of pollutants is a particular problem on sunny days when inversion layers are low and winds are slight. In the presence of sunlight, various pollutants react to produce photochemical smog, the region's worst air pollution problem.(1)

Public concern and governmental action to reduce air pollution dates back to the mid-1940's when the City and County of Los

Angeles developed smoke abatement programs. Over the past 30 years, additional measures to improve air quality were taken. Open-air trash burning was prohibited, stringent controls were placed on stationary sources of pollution, and steps to reduce automobile and airplane emissions also were taken. As a result, air quality significantly improved between 1950 and 1977.

Ozone concentrations now rarely exceed .35 parts per million (ppm) (stage two episode), defined as very unhealthful to hazardous, (2) and the number of days-per-year when concentrations exceed .20 ppm have been reduced to under 100.(3) The number of stage one alert episodes, defined as very unhealthful,(4) for ozone were reduced from 213 days in 1956 to 89 days in 1977. The number of carbon monoxide stage one episodes has remained about the same. No carbon monoxide or ozone stage three episodes, defined as hazardous have occurred since 1972.(5) Despite such improvements, air quality appeared to deteriorate in 1979 and 1980 and still remains a major problem. Vigorous cost-effective actions will be needed if pollutant emissions are to be further reduced.

Current controls, which are administered by the Federal and State governments as well as the South Coast Air Quality Management District, reduce automobile and stationary source emissions, and with new technology these controls can be further strengthened. Additional measures have been suggested to substantially improve air quality, such as stricter controls on emissions from small businesses/industries and on heavy duty and fleet vehicles, and stronger inspection/maintenance programs. Although local government has little authority to administer these regulations, Los Angeles County supports them in concept. The coordinated implementation of various elements of the General Plan, particularly land use and transportation can help improve air quality. Land use and transportation strategies are intended to make shorter trips possible by providing services and employment closer to residential areas.

A more concentrated urban pattern can also reduce vehicle trips by encouraging use of public transit for longer trips and bicycling and walking for shorter trips. While local land use may not significantly affect private auto use, it may contribute to reducing vehicle miles traveled and/or the number of trips, contributing to improved air quality. As recommended in this Element, the preservation of non-urban land and major open spaces such as the Santa Monica Mountains and Chino Hills provide areas for the protection of air quality. This is true because open space virtually free of air contaminant emission sources produces lower pollution levels than the same area developed to urban uses.(6)

Air quality regulations should be strictly enforced, and research to determine the most effective means of improving air quality must be supported.(7)

ENERGY RESOURCES (8)

Residential uses, manufacturing, retail services and transportation are all dependent on energy. In Southern California, oil and natural gas meets over 90 percent of all energy demand. The rate of consumption of these two fuels has been rising rapidly over the past decade. Should this trend continue, energy consumption could double between 1980 and the year 2000.

In Los Angeles County, as in the rest of the State, the demand for energy has led to an increasing dependence on out-of-state and foreign sources. Natural gas imports have increased from Texas, New Mexico and to a lesser extent, Canada. As of 1977, Los Angeles County was producing only about 5 percent of its natural gas consumption.

Without new sources of liquified natural gas (LNG) supplementing dwindling national supplies, Los Angeles County could face

natural gas shortages by the early 1980's. This potential shortage could be alleviated by the construction of port facilities to receive shipments of LNG from Alaska and from other nations. Currently, there are no LNG import projects operating in California. Although the Point Conception site has been conditionally selected by the Public Utilities Commission, several locational concerns could delay construction of the facility.

In the past, natural gas was the major fuel used for generating electricity in Southern California, but decreasing supplies have forced local utilities to rely more on petroleum. Some out-of-state utilities have begun using coal-fired generating plants to keep pace with the growing demand for electricity. In California, however, air quality concerns have prevented utilities from burning coal. As a result, coal-generated electricity to serve Los Angeles County must be transmitted from out-of-state sources. According to recent projections, petroleum will be substituted for natural gas in electrical generation plants by 1985. By the year 2000, coal will be substituted for petroleum. In each instance, the shift will be from a "clean" to a "dirtier" source of energy and air quality may be adversely affected.(9)

TABLE 2.4

ENERGY CONSUMPTION PATTERNS

IN LOS ANGELES COUNTY

Sector	Percent of Total Energy Consumed
Residential	20.8%
Commercial & Industrial	48.6%
Transportation	30.6%
	100.0%

SOURCE: Los Angeles County Department of Regional Planning, Background Report for the Energy Element, Part I, The Current Energy Situation (March 1978).

Current energy consumption patterns in Los Angeles County are shown in Table 2.4. The greater mobility of residents and the heavy reliance on automobiles and trucks is evident in the high proportion of total energy consumed for transportation. While Los Angeles County consumes proportionally more energy for transportation than the nation as a whole -- 30 percent of total energy expended as compared to the national average of 26 percent -- this difference is surprisingly small. In fact, Los Angeles County uses approximately 8 percent less energy for transportation than the average for the State of California. Moreover, transportation energy use is projected to drop about 48 percent by the year 2000 if federal regulations for improved auto efficiency are met. In the short run, however, the transportation sector, because it depends almost exclusively on petroleum, is especially vulnerable to fluctuations in oil prices and supply.

Fuel resources are diminishing, and fuel costs are increasing; nevertheless, the demand for energy continues to rise. To conserve resources for the future, energy must be used more efficiently. Innovative conservation programs that encourage prudent use of energy supplies and the use of recycled and renewable resources are needed. The number of vehicle miles per capita traveled must also be reduced. Energy conservation not only conserves petroleum and other resources, but also reduces the need for new power-generating facilities which may produce additional pollution.

But even with an effective conservation program, population growth will increase energy demands. New sources of energy will be needed. Usable energy from the sun, wind, geothermal sources, timber and crop vegetation (biomass), waste products, and the ocean may offer long-range solutions to energy shortages.

WATER RESOURCES (10)

Los Angeles County has three natural drainage systems: the Los Angeles River, the Santa Clara River, and the Antelope Valley

basins. The Los Angeles, Rio Hondo and San Gabriel rivers, with their tributaries, drain the Los Angeles basin and empty into the Pacific Ocean. The Santa Clara River and its tributaries drain the Santa Clarita Valley. In the Antelope Valley basin, there are no perennial streams, but washes such as Big and Little Rock creeks flow from nearby foothills, and disappear into the highly permeable valley soils. In the Santa Monica Mountains, Malibu Creek, a perennial stream, and many intermittent streams provide drainage and valuable habitat. In addition to surface streams, man-made lakes and reservoirs provide storage for fresh water, and offer such recreation as swimming, boating and fishing.

The coastal waters are recreational and scenic assets. They provide habitat for a rich marine life. In addition, these waters are used for commercial fishing, industrial cooling and coastal shipping routes.

Ground water provides about one-third of the water supply. Runoff from foothills and mountains percolates through the soil to underground aquifers. From these aquifers, water is pumped to the surface through wells for local use. Water reclamation projects provide additional water for non-domestic water users.

Because local precipitation is variable and seasonal, local ground water supplies are supplemented with imported water. Water is imported from three major sources: the Owens Valley and Mono Basin via the Los Angeles aqueduct; the Colorado River via the Colorado River aqueduct; and Northern California water via the California aqueduct.

The water supply from all these sources is expected to meet projected demands for urbanization through the year 2000, assuming that Owens Valley water importation continues, flow (although at a diminished rate) from the Colorado River continues, and the State Water project is able to meet contractual obligations.

Water conservation, recycling, and ground water replenishment programs may be required to stretch available water supplies through the year 2000. Such programs should include: the construction of systems to reclaim waste water (for nondomestic uses) and to recapture stormwater runoff; the restructuring of user charges to discourage wasteful water consumption; and public education.(11)

County government, in cooperation with water districts, should encourage developers to plan for dual water systems that will use reclaimed waste water for non-domestic purposes. In addition, water can be saved by irrigating parks, natural landscape areas and agricultural areas from dual systems. Food can be produced through hydroponic farming, replacing soils with nutrient solutions.

Los Angeles County does not have the types of water pollution problems faced in many other parts of the nation. Generally, residents of Los Angeles County enjoy the use of very high quality water at reasonable rates. However, salt-water intrusion, mineral buildup in underground storage basins, oil leakage from drilling operations and other industrial pollutants have impaired the quality of some local water supplies. The mineral content of water from the Colorado River has increased. These problems are presently being addressed, but without adequate precautions they could increase in severity.

AGRICULTURAL AND SOIL RESOURCES

Agriculture is considered a mining-manufacturing process. Plants extract minerals and organic matter from the soil and process them into edible form. Agriculture is different than other mining-manufacturing processes however because the resources extracted are renewable from year to year.

Soil is a mixture of weathered mineral particles and organic material. Soil depth, texture, permeability, water-holding capacity, and nutrient-supplying capability affect plant growth. These factors, along with climate, water supply and proximity to markets, determine where crops can be grown.

The U.S. Soil Conservation Service groups soils into eight classes based on agricultural potential. This classification depends on slope, organic matter, and flooding and erosion hazards. Class I and II soils, often referred to as prime soils, are best for agricultural production. Such soils are deep, generally well drained, and easily worked.

Based on this soil classification system, more than 450,000 acres of prime agricultural soil remain undisturbed by urbanization. However, much of this land is in the Antelope Valley where water costs and climatic conditions limit productivity. Nonetheless, of the 55,000 acres in agricultural production in 1979, 73 percent were located in the north County where large amounts of land are under production in alfalfa and dry farming crops such as barley and sugar beets (see Table 2.6).

In the south County where the climate is exceptional for growing a number of high-value crops, urban growth has eliminated most agricultural acreage. As a result, the remaining agricultural activity has become very specialized, shifting to crops of high value, such as nursery products, cut flowers, vegetables and fruits. Generally, only small amounts of land are needed for these operations.

As shown in Table 2.5, the County recorded $217 million in agricultural cash receipts in 1979. The leading agricultural commodities, in terms of 1979 revenues, were: ornamental trees and shrubs ($70 million), alfalfa hay ($18 million), milk products ($12 million), miscellaneous vegetables ($11 million), indoor foliage plants ($10 million) and bean sprouts ($8 million).(12)

Table 2.6 shows the trend of agricultural acreage production between 1970 and 1975.

TABLE 2.5

VALUE OF AGRICULTURAL PRODUCTION IN LOS ANGELES COUNTY

1975 - 1979

(Gross Cash Receipts, in $1,000)

	1975	1976	1977	1978	1979
Nursery & Cut Flower	$ 62,468	$ 74,660	$ 86,769	$ 97,331	$104,481
Livestock Products	47,489	47,216	44,283	42,401	45,573
Vegetable Crops	20,874	26,632	39,499	33,565	34,309
Field & Seed Crops	13,332	16,016	15,265	17,475	23,210
Fruit & Nut Crops	8,409	9,286	13,725	12,636	9,685
TOTAL RECEIPTS	$152,572	$173,810	$199,541	$203,408	$217,268

SOURCE: Los Angeles County Agricultural Commissioner, Annual Reports, 1975-1979.

TABLE 2.6

AREA IN AGRICULTURAL PRODUCTION IN LOS ANGELES COUNTY*

1970-1979

(In Acres)

	1970	1975	1979	Change 1970-1979
South County	25,029	17,138	15,093	- 9,936
North County	77,759	58,884	40,518	-37,241
TOTAL	102,788	71,022	55,611	-47,177

*Excludes rangeland.

SOURCE: Los Angeles County Agricultural Commissioner, 1980.

To provide for the future production of needed food supplies, there is a need to preserve lands where agriculture (including grazing) is economically viable or which have a high potential based on the presence of prime soils. With possible future shortages of fuel, chemical fertilizers, water and other materials, it is desirable to maintain naturally fertile areas near the source of demand.

BIOTIC RESOURCES

Los Angeles County has a diverse topography of coastline, flatlands, mountains, and desert. Elevations range from sea level to over 10,000 feet. The climate ranges from moist, moderate temperatures along the ocean front to temperature extremes in the mountains and deserts. This variety of environments has produced 24 unique and diverse biotic communities defined as assemblages of plant and animal species in specific physical habitats. They are ecological units where diverse organisms exist together in an orderly, predictable manner in close, complex relationships. They may be located by geographic region as follows:

- Coastline: marine aquatic, coastal dune, coastal strand, coastal salt marsh, sage scrub, chaparral, tidal flats and sea cliff.

- Hill and Mountain Ranges: freshwater aquatic, riparian woodland, coastal and inland sagebrush, grassland, southern oak woodland, mixed chaparral, pinyon woodland, Pacific and Sierran coniferous forests (on higher slopes).

- Desert: Great basin sagebrush scrub, joshua tree woodland, creosote bush scrub, desert rock plant, riparian woodland, shadscale scrub and alkali sink scrub.

- Lowlands and inland valleys: inland sage scrub, southern oak woodland, and grassland (despite intensive development); lowland riparian (in unchannelized streams); and freshwater aquatic.

In Los Angeles County, 64 significant ecological and habitat management areas have been identified representing a wide range of biotic communities (13). Their complex ecological relationships are the subject of scientific study and outdoor educational programs, and the diverse animal and plant life provide the opportunity for activities such as nature photography, birdwatching, insect collecting, and other aspects of nature study and esthetic enjoyment. (More detailed information on these ecological areas is found in Appendix "E" of the Technical Supplement.)

Many biotic resources of the County have been lost due to the encroachment of urban and agricultural development. These resources are especially vulnerable to destruction as a result of unmanaged development.

Since biotic communities are affected by an area much larger than their own boundaries, attention should be directed to the compatibility of future development in areas adjacent to important habitats identified as significant ecological and habitat management areas.

MINERAL RESOURCES

A continuous and assumed supply of minerals for industrial production, construction, transportation, and chemical processing is essential to Southern California's economic well-being. Major local mineral resources consist of oil and deposits of rock, sand and gravel (14).

Most of Southern California's on-shore oil deposits are located in Los Angeles County. In 1979 more than 67 million barrels of oil, amounting to 20 percent of the State's oil production were produced in the County. Wilmington, the most productive oil field produced about 45 million barrels, more than two-thirds of the County's production.(15)

California is the largest producer of sand and gravel in the nation, and the greater Los Angeles area (an area within a 60-mile radius of the downtown Los Angeles Civic Center) is the nation's leading producer for its geographic size.

The County has several deposits of high quality sand and gravel which are located close to the market and available at low costs. The main uses of these products are: portland cement concrete aggregate; asphaltic concrete aggregate; base and sub-base aggregate; and clean fill. Sand and gravel are basic materials for the construction of homes, commercial and industrial buildings, sewers, dams, bridges and highways.

Major sand and gravel extraction sites are found in the alluvial fans of the Big Tujunga Wash in the San Fernando Valley and in the San Gabriel River (Irwindale and adjacent areas). Other sites are in the Santa Clara River and Little Rock and Big Rock washes in the north County. The average annual production for the period 1971-75 for the greater Los Angeles area was 44.5 million tons. Known sand and gravel reserves, defined as commercially recoverable deposits, in the Los Angeles area were estimated at 1,315 million tons in 1976. These reserves will reach depletion shortly after the turn of the century if current patterns of consumption continue.(16)

In the past, valuable sand and gravel reserves have been lost when incompatible urban uses have encroached upon productive areas. To ensure adequate supplies for future production, these resources must be protected and conserved. On the other hand, mineral operations should not be abandoned and left as a scar on the environment. Depleted excavations and drilling sites should be reclaimed for beneficial uses or restored to a natural condition. It is also important to evaluate the extent and commercial potential of additional rock, sand, and gravel deposits in the County. The State of California is now conducting such an investigation, the results of which will permit better identification of sites for preservation and production.

SCENIC RESOURCES

Scenic resources contribute to tourism and the intellectual and emotional development of local inhabitants. A varied landscape invites exploration and stimulates curiosity. Distinctive scenery gives residents a sense of place, heightens the feeling of belonging, and instills a sense of uniqueness and civic pride.

Los Angeles County is endowed with a physical setting of great beauty. The peaks of the San Gabriel Mountains rise 10,000 feet over the basin, and the waters of the Pacific Ocean and broad sandy beaches define the western margin of the land. Stands of pine, fir, and other evergreens cover the higher slopes of the San Gabriel Mountains, and the desert floor of the Antelope Valley is carpeted with fragile wildflowers in the early spring.

The urban setting offers a variety of scenic resources ranging from California bungalows to modern skyscrapers. Many historical sites have been identified by State and local groups. Buildings designed by notable architects and other buildings of special significance offer outstanding examples of many architectural styles. Museums, amphitheaters, schools, and parks also display excellence in both landscaping and design. The developing skyline of downtown Los Angeles is a vivid landscape, and many residential areas in the County such as the Palos Verdes Peninsula, Woodland Hills, Westlake Village, and Flintridge have developed or retained scenic qualities as urbanization took place.

Many scenic drives connect urban areas with natural regions in other parts of the County. For example, Mulholland, in the Santa Monica Mountains, offers spectacular views of the urban pattern, steep canyons, bold geologic formations, and significant ecological areas. Other roads pass through areas of diverse scenery such as the Angeles National Forest and the San Andreas fault zone.

Many scenic resources have been diminished by urban development. In some areas, insensitive hillside grading has been destructive of the natural character of the land, particularly ridgelines. Roads and freeways have sometimes visually separated communities and caused scars on hillsides. Programs are needed to protect scenic resources from unsightly development and urban sprawl. The countywide scenic highway system, for instance, as provided for in the Scenic Highway Element of the General Plan, is designed to increase outdoor scenic and recreational opportunities and protect scenic quality. Also, innovative and sensitive design of development in hillsides can protect natural features such as ridgelines.

CULTURAL HERITAGE RESOURCES

Los Angeles County has numerous archaeological and historical sites from the Indian, Hispanic and American periods of California history. The County also has paleontological sites and important geological formations from periods many millions of years before the first appearance of man.

As we look farther into the past, we must depend upon the local geology and the study of fossil remains for an understanding of past environmental conditions. The source of information regarding more than 90 percent of our cultural history is the artifacts and sites left by older cultures. Native American peoples who lived in Los Angeles County developed a complex culture before the arrival of Europeans as evidenced by many archaeological finds, including occupation sites, temporary camps, chipping stations, quarries, rock shelters, bedrock mortars, burial sites and rock art.

Many monuments to the historical past still abound in Los Angeles County: missions, remains of the great ranchos, routes of early explorers and historical trails. Also still evident are stagecoach

stations, forts, railroad depots, and the homes of prominent people whose lives are a part of the area's history.

The cultural heritage of Los Angeles County is rich and reflects the influence of cultures from almost every continent. The County also has one of the largest Native American populations in the United States.

Our cultural heritage is nonrenewable and irreplaceable. Resources continue to be haphazardly protected, and often there are insufficient funds for saving a threatened site or structure. Programs and procedures to identify and protect our cultural resources are needed. Public awareness of their value should be encouraged, and their public enjoyment should be fostered whenever possible.

RECREATIONAL RESOURCES

The National Forests and Santa Catalina Island are the largest recreational areas in the County. The visitor can hike and camp or sightsee in isolated natural areas abundant in wildlife and vegetation. Large water conservation projects such as Whittier Narrows and Castaic Lake are used for nature study and fishing. State Parks and Recreation Areas in the Santa Monica Mountains, Antelope Valley, and Puente Hills provide thousands of acres for scenic enjoyment and riding and hiking in relatively undisturbed terrain. The State also operates historic parks at El Pueblo de Los Angeles and Pacific Palisades (Will Rogers).

The shoreline is one of the most intensively used recreational resources in the County. It offers swimming, surfing, fishing, boating, and nature study. Long Beach Marina, King Small Craft Harbor, Marina Del Rey, and Avalon Harbor are used by boaters.

A system of regional parks has been developed through County and city efforts. These parks are used for water and field

sports, hiking, biking, and nature study. A local park system complements the regional park system and is designed to meet neighborhood and community outdoor recreation needs (17).

A highly urbanized population generally has more leisure time, a fact that has increased the recreational demands in Los Angeles County and contributed to deficiencies in outdoor recreation facilities. The facilities must serve not only a large and diverse population, but also millions of visitors each year. Because of these reasons, and projected population increases, additional outdoor recreation facilities, especially urban parks, riding and hiking trails, nature areas and water recreation areas will be needed.

In a County geared to mobility, the poor, the aged, the young, and the handicapped have the least recreational opportunities. Greater public access, including improved public transportation, and a wider choice of leisure activities are important in expanding recreational opportunities for all.

Additional outdoor recreational facilities can be provided by developing small parks, integrating open space into redevelopment projects, using completed landfills and abandoned school sites and planning for more bikeways and hiking and riding trails. The Santa Monica and Santa Susana Mountains and the Puente and San Jose Hills should be used for trail systems and recreational connectors. Where compatible with resource preservation, natural and cultural heritage resources may also provide recreational opportunities. The Plan strongly endorses the National Recreation Area for the Santa Monica Mountains as a way to preserve the scenic, recreational and ecological values of one of the County's major open space assets.

GEOLOGIC AND SEISMIC HAZARDS

The land in Los Angeles County, in a youthful stage of geological evolution, is unstable. Many active and potentially active earthquake faults are found in this area.(18) Liquefaction, landsliding, shattered ridges, land settlement, and tsunamis and seiches are other seismic-related hazards found locally. Many areas are subject to local earth movement such as landslides, rockslides, and subsidence. Rocks and soils prone to instability include alluvium, terrace deposits, shale, metamorphic schist and siltstone (see the Seismic Safety Element of the General Plan).

FLOOD, MUDFLOW AND EROSION HAZARDS

Some areas are subject to overflow, inundation, deposition of debris, or erosion caused by flooding. Areas exposed to the greatest flood hazard are in the fire-flood fringe in the foothills of the San Gabriel Mountains, the Malibu coast, the Santa Clarita Valley and the Antelope Valley. The urban area south of the San Gabriel Mountains is relatively free from flood hazard because of the extensive system of flood control channels, dams, debris basins, and storm drains.

Erosion is the wearing away of the land surface by wind, gravity, moving water and other geologic agents. Road construction, grading, changes in water drainage and increased runoff may accelerate erosion. Soil, vegetation and rock eroded by water often becomes a mudflow, a moving wall of debris. The central Santa Monica Mountains and hilly and mountainous areas in the San Fernando, East San Gabriel, Santa Clarita, and Antelope Valleys are subject to mudflow.

WILDLAND FIRE HAZARDS

The frequency of fires in wildlands is determined by the type of vegetation, climate, and weather patterns, and the proximity to human habitation or activities; arson is a frequent cause of wildfires. The major fuels for wildland fires are chaparral, sage, and grasses. When the vegetation dries out in the hot, dry weather of the summer and fall, the area becomes highly susceptible to brush fires. The risk of wildland fires is compounded when isolated development occurs in and near brush-covered areas, particularly hillsides. In steep, rugged hillside terrain, fires spread rapidly (fire is drawn up hillsides from canyon bottoms by updrafts -- the chimney effect), control efforts are thwarted and the cost of fire-fighting goes up. Even with moderate slopes fire-fighting vehicles are no longer effective, and fire-fighting crews and expensive aerial fire-fighting equipment becomes necessary. Wildland fires can destroy property, threaten lives, and damage vegetation, animal habitats, grazing land, and scenic views.

OBJECTIVES

The objectives of the Conservation and Open Space Element are:

- To support local efforts to improve air quality.

- To conserve energy resources and develop alternative energy sources.

- To conserve water and protect water quality.

- To preserve and protect prime agricultural lands, forests, fisheries, significant ecological areas and other biotic resources.

- To protect mineral resources.

- To preserve and protect sites of historical, archaeological, scenic and scientific value.

- To reduce the risk to life and property from seismic occurrences, flooding, erosion, wildland fires and landslides.

- To improve opportunities for a variety of outdoor recreational experiences.

NEEDS AND POLICIES

POLICY STATEMENTS

Improve Air Quality

Air quality in Los Angeles County is severe enough to threaten health. Unfocused development and the dependence of the population on the automobile contribute to the problem.

POLICY

1. Actively support strict air quality regulations for mobile and stationary sources, and continued research to improve air quality. Promote vanpooling, car pooling and improved public transportation.

Conserve Energy

In the face of scarce fuel resources and rising fuel costs, energy must be conserved and new sources of energy found.

POLICY

2. Support the conservation of energy and encourage the development and utilization of new energy sources including geothermal, thermal waste, solar, wind and ocean-related sources.

3. Promote the use of solar energy to the maximum extent possible.

Conserve Water Supply and Protect Water Quality

The supply and quality of local water must be conserved and protected. Otherwise, the County could face critical shortages in the future.

POLICY

4. Protect ground water recharge and watershed areas, conserve storm and reclaimed water, and promote water conservation programs.

5. Encourage the maintenance, management and improvement of the quality of imported domestic water, ground water supplies, natural runoff and ocean water.

Preserve Prime Agricultural Lands

Agricultural production in Los Angeles County provides food products and landscaping materials close to major population centers.

POLICY

6. Preserve significant agricultural resource areas and encourage the expansion of agricultural activities into under-utilized lands such as utility rights-of-way and flood prone areas.

Conserve Natural Areas

The variety and stability of plant and animal communities requires the preservation of important natural habitat areas. These are threatened by land development and the resultant extension of roads through environmentally sensitive areas.

POLICY

7. Preserve significant ecological areas and habitat management areas by appropriate measures, including preservation, mitigation and enhancement.

8. Protect the quality of the coastal environment. Maximize public access to and along the coast and maximize public recreational opportunities in the coastal zone consistent with sound resource conservation principles.

9. Preserve and restore marine resources emphasizing the shore and near shore zone, especially lagoons and salt water marshes.

10. Support an offshore marine sanctuary from the Mexico border to Ventura County, extending fifty miles seaward.

11. Cooperate with the U. S. Forest Service in developing a comprehensive management program for the National Forests which will maintain high-quality watershed, protect against natural hazards, provide recreational opportunities, and protect fish and wildlife habitats and designated wilderness areas. Encourage public acquisition of private inholdings in the Forests.

12. Protect watershed, streams, and riparian vegetation to minimize water pollution, soil erosion and sedimentation, maintain natural habitats, and aid in ground water recharge.

13. Encourage open-space easements and dedications as a means of meeting scenic, recreational and conservation needs.

14. Encourage maintenance of fisheries through improved commercial and sport fishing practices, habitat improvement programs, and research on fish propagation.

Protect Mineral Resources

In the past, valuable mineral reserves have been lost when incompatible urban uses were moved into productive areas. These reserves must be protected, and potential sites identified. At the same time, mineral production must not be allowed to conflict seriously with the goals of environmental protection.

POLICY

15. Protect and conserve existing mineral resources, evaluate the extent and value of additional deposits, and require future reclamation of depleted sites.

Protect Scenic Resources

Stronger controls are needed to protect scenic resources from unsightly development and urban sprawl.

POLICY

16. Protect the visual quality of scenic areas including ridge-lines and scenic views from public roads, trails and key vantage points.

Protect Cultural Heritage Resources

Our cultural heritage is nonrenewable and irreplaceable. These resources must be identified and protected. Public awareness and use of these resources should be encouraged.

POLICY

17. Protect cultural heritage resources, including historical, archaeological, paleontological and geological sites, and significant architectural structures.

18. Encourage public use of cultural heritage sites consistent with the protection of these resources.

19. Promote public awareness of cultural resources.

20. Encourage private owners to protect cultural heritage resources.

Protect Public Safety

Our society places high value on the protection of human life. Development in areas subject to fires, floods, seismic and geologic hazards can result in loss of life and property, and increased governmental costs. Steep sloping lands are particularly vulnerable to fire, landslide, mudslide and erosion hazards. Protection and proper management of lands subject to these hazards are needed.

POLICY

21. Restrict urban development in areas subject to seismic and geologic hazards.

22. Restrict urban development in flood prone areas, and thus avoid major new flood control works. Maintain natural watershed processes by regulating development in tributary watersheds. Minimize increased runoff, erosion, and siltation of streambeds that would limit the uses of streams and water-bodies for recreation and other beneficial water-related uses.

23. Encourage the multiple use of flood prone areas for recreation, agriculture, ground water recharge and wildlife habitat.

24. Manage development in hillside areas to protect their natural and scenic character and to reduce risks from fire, flood, mudslides, erosion and landslides.

25. Discourage isolated development in wildland fire hazard areas and develop stricter brush clearance ordinances to protect existing structures.

Provide Additional Outdoor Recreation Areas

The highly urbanized, diverse population of the County and the millions of tourists who visit the area every year place increased demands on recreational facilities. Deficiencies in outdoor recreation areas have resulted. There is a need for more recreation sites and better public access to recreation facilities.

POLICY

26. Actively participate in the planning for acquisition and development of the Santa Monica Mountains National Recreation Area. Strongly encourage Congress to maintain a funding level

adequate to meet the objectives of the National Recreation Area legislation.

27. Provide low intensity outdoor recreation in areas of scenic and ecological value compatible with protection of these natural resources.

28. Develop local parks in urban areas as part of urban revitalization projects, wherever possible.

29. Encourage improved public transportation to recreation sites.

30. Develop a system of bikeways, scenic highways, and riding and hiking trails; link recreational facilities where possible.

31. Encourage safe conversion of sanitary landfills for recreational use when no longer needed for waste disposal.

32. Support the provision of appropriate areas for off-road recreational vehicles, so as to reduce their impact on environmentally sensitive areas.

33. Support improved public access to coastal recreation areas, including the Channel Islands, consistent with protecting marine and land environments.

Promote Landscaping

Landscaping is needed to provide scenic beauty, make the urban environment more attractive and pleasant, improve air quality (19), reduce energy consumption, and separate and screen urban uses from noise and unsightly views. Properly managed landscaping can improve soil conditions and retard wildland fires. Certain trees are also valuable because of their beauty, age, rarity, unusual dimensions, or historical importance (heritage trees).

POLICY

34. Encourage the maintenance of landscaped areas and pollution-tolerant plants in urban areas. Integrate landscaping and open space into housing, commercial and industrial developments especially in urban revitalization areas. Use drought-resistant vegetation.

35. Support preservation of heritage trees. Encourage tree planting programs to enhance the beauty of urban landscaping.

CONSERVATION AND OPEN SPACE POLICY MAP

The Conservation and Open Space Policy Map (to be found in the back pocket of the Plan) depicts existing and recommended open space of regional significance and areas generally recommended for acquisition by public agencies. The map also depicts areas requiring special management of natural resources or hazards. Together these areas identify open space resources of regional significance. Policies and programs of the General Plan directed toward the management and protection of these areas constitute the Open Space Plan of Los Angeles County.

Legend Explanation

a. Existing Open Space*

Existing open space includes public or private land and water areas devoted to recreational and other uses such as parks, golf courses, beaches and nature preserves. Other existing open space includes National Forests, cemeteries, sanitary landfills, military lands, flood control channels, lands under utility power lines, and other dedicated open areas. While the National Forests are depicted entirely as open space, there are limited private landholdings within Forest boundaries not currently committed to open space uses. Also shown are dedicated open space areas in private developments set aside for scenic and recreational uses. Normally, such areas are not available for public use.

*Due to the scale and generalized nature of the Conservation and Open Space Policy Map, it is conceivable that small privately owned parcels, not intended for open space use, have been included within the Existing Open Space classification. It is not the intent of the Conservation and Open Space Element to preclude reasonable use of such properties. Decisions regarding the most appropriate use of specific parcels in such instances, should be guided by compatibility with open space uses and land suitability criteria.

Existing mineral operations and new, renewed or expanded operations are considered compatible uses within the open space category provided they:

1) Comply with applicable Los Angeles County Codes and Ordinances, and any applicable permits; and

2) Do not significantly degrade other identified open space resources.

Reasonable conditions may be imposed to minimize adverse impacts on the environment while protecting the production and conservation of mineral resources.

The intent of this category is to maintain these land and water surfaces in an open character for public safety, recreation, scenic enjoyment, resource production and for the protection and study of natural ecosystems. Structural improvements may be consistent with this intent if supportive of the primary open space uses.

b. Recommended Open Space

Recommended open space includes proposed national, State and regional parks and recreation areas. These recommended areas are based on current federal, State, city and County proposals; acquisition is subject to available funding.

Within areas recommended for eventual public recreation use under the Recommended Open Space designation, a variety of compatible uses may continue, subject to applicable standards and conditions (see Land Use Element, page III-37). These uses include mineral operations, agriculture, private recreation, and semi-public activities and services.

Existing mineral operations and new, renewed or expanded operations are considered compatible uses within the open space category provided they:

1) Comply with applicable Los Angeles County Codes and Ordinances, and any applicable permits; and

2) Do not significantly degrade other identified open space resources.

Reasonable conditions may be imposed to minimize adverse impacts on the environment while protecting the production and conservation of mineral resources.

c. National Recreation Area*

The Santa Monica Mountains are a unique and valuable natural resource. The mountains possess highly scenic areas, and diverse topographic, geologic and vegetative features. Thus, the mountains afford opportunities for a variety of recreational pursuits. In addition, several of the County's most important significant ecological areas are found here. For these reasons, and especially because of the mountains close proximity to millions of urban residents, a portion of the Santa Monica Mountains is to be acquired as part of a National Recreation Area (NRA). The intent of establishing the NRA is to create a variety of outdoor recreation facilities, and to protect the mountains' scenic resources and wildlife habitats for the enjoyment of local residents and visitors. Further, the intent is to incorporate existing State, County and city parks and anticipated federal land acquisitions into a unified management system generally administered by the National Park Service. While major land

*Boundary reflects National Park Service's Land Acquisition Plan boundaries proposal as of June 1980.

acquisitions are proposed, not all properties within the NRA boundaries are likely to be purchased. For those properties not acquired, this category recognizes the responsibilities of local government to plan in a manner compatible with the management of the mountains as a major recreation area and natural resource.

d. Special Management Areas

The area shown is a composite of special management areas. These areas include the national forests, open space easements, significant ecological/habitat management areas and buffers, hillside management areas, potential agricultural preserves, coastal zone, flood prone areas, and major fault zones.* The intent of this category is to designate those areas where comprehensive management is needed to protect natural and scenic resources, and to minimize the threat to life and property. It is specifically not the intent of the Conservation and Open Space Element to preclude reasonable use of private property in these areas, but to ensure that where development takes place, identified natural resources are protected and natural hazards are avoided or appropriately mitigated. A further elaboration of individual management areas can be found under the Special Management Areas Policy Map description.

*The boundaries of the scenic highway corridor and mineral resource management areas have not been determined to the extent of other Special Management Areas and are, therefore, shown only as symbols on the Special Management Areas Policy Map.

SPECIAL MANAGEMENT AREAS POLICY MAP*

This policy map (to be found in the pocket at the back of the Plan) depicts areas that require special management due to the presence of natural and scenic resources or hazards. Adherence to special criteria for development in these areas is necessary to prevent loss of, or severe damage to, life, property, and the natural environment. The individual special management areas shown on this map elaborate upon the general areas depicted on the Conservation and Open Space Policy Map. General and special conditions for development within management areas are found in the Land Use Element.

Legend Explanation

a. Significant Ecological Areas/Habitat Management

Significant Ecological Areas (SEAs)/Habitat Management areas are ecologically important or fragile land and water areas valuable as plant and animal communities.(20) These areas (21) are classified as one or more of the following: 1) habitats for rare and endangered species of plants and animals; 2) restricted natural communities -- ecological areas which are scarce on a regional basis; 3) habitat restricted in distribution in the County; 4) breeding or nesting grounds; 5) unusual biotic communities; 6) sites with critical wildlife and fish value; and, 7) relatively undisturbed habitat.

This category recognizes the importance of protecting significant natural resources as living laboratories where examples of the County's diverse ecological heritage are preserved for

*Note: Due to the scale and generalized nature of this map, special management boundaries will be determined on a site analysis basis as needed, after a review of more detailed mapping and additional environmental data submitted.

the purpose of public education, research, and other non-disruptive outdoor use. The intent is to preserve these resources in an ecologically viable state.

The identification of specific SEAs, however, does not preclude the need to manage and protect all natural streams, riparian habitats, and larger habitat areas such as the San Gabriel, Santa Susana, and Santa Monica Mountains. Future additions or deletions to identified SEAs may be appropriate, based on updated, more detailed biological surveys, especially where cities or unincorporated communities have made subsequent boundary determinations based on biotic studies and have adopted protective measures. Since identification of significant ecological areas involved only limited field verification, the Plan sets forth a procedure for further verification of specific resources within these areas (see General Conditions and Standards for Development, Land Use Element, page III-43).

Preservation techniques may include County and city land use regulations, density transfers (commonly resulting in clustering), transfer of development rights, open space easements, deed restrictions, private land gifts and public acquisitions. The specific protective mechanism recommended for each SEA requires individual consideration based upon the nature of the specific resource value, land suitability, the degree of threat from urbanization, location within or adjacent to existing open space, and jurisdictional responsibility.

b. Significant Ecological Area Buffers

Areas shown include significant ecological area buffers. The intent is to provide additional protection for adjacent SEAs, since biotic communities are influenced by an area much larger than their own boundaries. In most cases, the boundaries of SEAs have been drawn to include self-contained units. However, in a few cases, it was necessary to designate a buffer zone in adjacent areas where special land use regulations may be appropriate to protect the SEA.

c. Hillside Management Areas

Terrain where the natural slope is 25 percent or greater constitutes hillside management areas, shown in generalized form. The intent of this category is to protect the character and natural resource values of hillsides and to manage new residential development so that the risks from fire and flood hazards, soil erosion, and land slippage will be avoided or mitigated.

d. Potential Agricultural Preserves

Potential Agricultural Preserves indicate major contiguous areas where commercial agriculture is taking place and/or is believed to have a future potential based on the presence of prime agricultural soils. The delineation of potential preserve areas was initially identified by the County Agricultural Commissioner. The Agricultural Commissioner, in consultation with the Regional Planning Commission, will review from time to time the areas depicted as Potential Agricultural Preserves to make recommendations on whether the boundaries should be adjusted based on such considerations as water supply, market demand and current farming practices. Agricultural uses and preserves are encouraged throughout the County and are not limited by the mapped boundaries. The intent is to focus government efforts in these areas to establish voluntary agricultural preserves under the California Land Conservation Act (Williamson Act), or other means, and to discourage the location of uses which would be incompatible with further agricultural production.

Prime agricultural soils are most desirable for inclusion in agricultural preserves. Williamson Act preserves should be at least 100 acres in size; however, if a viable commercial agricultural enterprise exists, the size limit may be waived. Preserve contracts are established for an initial term of ten years.

e. Coastal Zone

The coastal zone, as defined by the California Coastal Act of 1976, extends seaward to the outer limit of state jurisdiction and varies considerably inland. Los Angeles County is responsible for the preparation of Local Coastal Programs for the Malibu coast, Marina Del Rey, El Porto, Los Alamitos, and Santa Catalina Island. The intent of the Coastal Act is to protect and enhance the overall quality of the coastal environment, while providing for increased public access to and along the coast, and to maximize public recreation opportunities consistent with sound resource conservation principles.

f. Scenic Highways

Officially designated and first priority proposed scenic highways, as shown in the Scenic Highway Element, are included in this management area. Scenic highways indicate where special land development standards and zoning requirements are recommended. The intent is to protect scenic and visual resources within a highway viewshed.

g. Mineral Resource Areas

A symbol is used to identify where mining is presently occuring and includes surface operations of major oil and gas fields, and known deposits of rock, sand and gravel. Other areas appropriate for mineral resource management may be added as they are identified. The intent is to: 1) encourage the production and conservation of minerals while addressing concerns related to recreation, watershed, vegetation and wildlife, range and forage, and aesthetic enjoyment during and after mining operations 2) minimize adverse impacts on on the environment, including air pollution, impedance of ground water movement, water quality degradation, damage to plant and wildlife habitat, flooding, erosion, and excessive noise; and 3) require that extractive lands ultimately be reclaimed to a usable condition readily adaptable for alternate land uses, with no residual hazards to public health or safety.

h. Flood Prone Areas

Flood prone areas show general locations where potential flood inundation and erosion could occur during major storms. Floodplains identified by the County Engineer, the Flood Control District, the Army Corps of Engineers, or the Department of Housing and Urban Development are included as "Flood Prone Areas". The designation of flood prone generally includes all the major streams and rivers in the County remaining unchannelized. The intent is to apply appropriate development criteria and standards as well as mitigation measures in order to protect against flood hazards and to avoid the necessity to construct major new flood control facilities. In addition, it is the intent to maintain the natural waterflow and preserve streamside vegetation for erosion control. More specific mapping of Flood Protection Districts is being prepared by the County Engineer-Facilities and Flood Control District. These agencies will map both the existing wash or channel and additional areas as necessary to provide reasonable protection.

i. Major Fault Zones

Areas shown as major fault zones include active and potentially active earthquake faults based on mapping provided by the County Engineer-Facilities and the State Division of Mines and Geology under provisions of the Alquist-Priolo Special Studies Zones Act. The highest ground response or damage potential from a seismic event is expected within these zones and follows a general attenuation curve away from the fault that moves. If a moderate (5.0 Richter scale magnitude) or greater intensity earthquake originates from movement on one of the faults shown, surface faulting, fracturing, and fissuring are likely to occur nearby. The intent is to protect public safety and reduce risks to lives and property.

j. National Forest Management Area

The National Forest management area includes the Angeles and the Los Padres National Forests, and all privately owned land within the boundaries of the Forests. The intent of this category is to depict the area where policy is directed toward the comprehensive management of Forest lands and compatible land use regulation of lands adjacent to the Forests.

The management of National Forest lands is the responsibility of the U. S. Forest Service. Its mission is the stewardship of Forest lands and resources through comprehensive programs which provide recreation and multiple use of natural resources, wilderness areas, and significant habitat areas. The County regulates private land within the National Forests. The General Plan does not encourage development within the Forests, nor does it encourage extension of services to communities not already established in the Forests.

k. Open Space Easements

Areas shown as open space easements include the major portion of Santa Catalina Island. Open space easements are cooperative agreements negotiated between landowners and governmental agencies or non-profit conservation groups permitting regulated public use of private property where full fee acquisition costs are prohibitive. The intent is to depict those areas where policy is directed toward scenic and recreational areas, and to protect natural resources. Structural improvements can include maintenance and improvement of existing structures and construction of lodge, hotel or other public accomodations consistent with the intent and language of the open space easement. To qualify for an open space easement under provisions of the California Open Space Easement Act of 1974, preservation of land must be consistent with the General Plan, provide special benefit to the County, and fulfill one or both of the following:

- Have either scenic value, or be valuable as a watershed or as wildlife preserve; and/or
- Add to amenities of neighboring urbanized areas or help preserve the rural character of the area in which the land is located.

Using the above criteria, areas eligible for open space easements might include: 1) National Forest private inholdings; 2) significant ecological areas/habitat management areas and buffers; 3) hillside management areas with scenic values;* 4) coastal zone; 5) areas adjacent to designated scenic highways; 6) flood prone areas suitable for recreation or wildlife observation; and 7) seismic areas suitable for recreation or seismic education.

Open space easements are granted for a minimum of ten years and property assessments are adjusted downward as compensation for restrictions contained in the contract.

1. Cultural Heritage Resources (Unmapped)

Cultural heritage resources require protection to ensure a sense of continuity with the past. In addition, archaeological sites need the additional protection of anonymity, being too fragile to withstand unregulated contact. Mitigation of damage to archaeological and paleontological resources may include excavation and deposition of specimens in scientific institutions.

Various techniques are available to protect and enhance cultural heritage resources including land use regulations, historic district zoning, conservation and open space ease-

*Land with scenic value is defined as having one or more of the following: varied landform, vista points, rock formations, varied or unique vegetation or water features.

ments, registration in the National Register, transfer of development rights, and public acquisition. In addition, historical preservation groups have been able to preserve historic sites and buildings through private agreements such as restrictive covenants.

CONSERVATION AND OPEN SPACE ELEMENT
FOOTNOTES

1. Environmental Research and Technology, Inc., *A Guide for Considering Air Quality in Urban Planning* (U.S. Environmental Protection Agency, 1974), page 26.

2. An episode is declared when the parts per million count is attained for one hour and predicted to persist for an additional hour.

3. South Coast Air Quality Management District, *Annual Reports,* (1955 to 1975); reports prepared by the Los Angeles Air Pollution Control District.

4. In the South Coast Air Quality Management District, stage 1 episodes occur when the pollution standard index (PSI) reaches 200 PSI (very unhealthful); stage 2 when the PSI reaches 280 (very unhealthful to hazardous); and stage 3 when the PSI reaches 400 (hazardous).

5. Sandra Blakeslee, "Smog Pattern Shifting But Quality of Air Improves" (*Los Angeles Times,* Metro, June 25, 1977), page 1.

6. Los Angeles County Air Pollution Control District, "Relationship of Open Space Area and Air Quality", memo from Mr. John S. Nevitt, Senior Air Pollution Analyst (January 1973).

7. See Los Angeles Cities and County, *Draft Air Quality Management Plan* (June 22, 1978).

8. An Energy Element, to be prepared by the Department of Regional Planning, will discuss these issues in greater detail.

9. This scenario is discussed in detail in "California Energy Outlook", a pamphlet prepared by the California Council for Environmental and Economic Balance (1975).

10. See Water and Waste Management Element for more detailed discusssion.

11. California Department of Water Resources, *Water Conservation in California,* Bulletin No. 198 (May 1976).

12. Los Angeles County Agricultural Commissioner, *Annual Crop and Livestock Report* (1979).

13. See Environmental Systems Research Institute (England and Nelson, Environmental Consultants), *Land Capability/Suitability Study, Significant Ecological Areas Report* (1976); Los Angeles County Department of Regional Planning, *Santa Clarita Valley Areawide General Plan* (July 1977) and *Preliminary Antelope Valley Areawide General Plan* (December 1977); and, Center for Natural Areas, *A Conservation and Recreation Plan for Santa Catalina Island* (Smithsonian Institute, 1976).

14. Other extractive mineral production in the County is minimal, consisting of very limited clay, gold, lime, tungsten and soapstone mining.

15. California Division of Oil and Gas, *Summary of Operations – Oil, Gas and Geothermal Production Statistics* (1979).

16. California Division of Mines and Geology, Abstract from "Aggregates in the Greater Los Angeles Area", California, Special Report 139 (1979).

17. Los Angeles County has an adopted park standard of 6 acres of regional park land and 4 acres of local park land per 1,000 residents.

18. See the Safety and Seismic Safety Elements for additional background material.

19. Dan MacMasters, "Goodby to the Green Grass Lawn?" (*Los Angeles Times,* Home Magazine, October 16, 1977), page 59.

20. See footnote No. 13 above.

21. Three other areas, mapped as open space on the Conservation and Open Space Policy Map, have a potential for partial restoration as significant ecological areas: Baldwin Hills, Rio Hondo Spreading Grounds, and the Tujunga Spreading Grounds.

CONSERVATION AND OPEN SPACE ELEMENT
GLOSSARY

ALLUVIAL FAN
A cone-shaped deposit of alluvium (sedimentary material) made by a stream where it issues upon an open plain.

AQUIFERS
Water bearing rock; an underground layer of porous rock, sand or other minerals, containing water.

ARCHAEOLOGY
The science of recovering data about pre-existing or extinct culture and peoples.

BEDROCK MORTARS
A site used by a pre-existing culture for the processing of special plant foods, such as acorns, by pounding them into large boulders or a rock outcrop.

CARBON MONOXIDE
A colorless, poisonous gas released into the air from incomplete combustion of fuels in the internal combustion engine.

CHIPPING STATION
A special activity site utilized briefly by a pre-existing culture to prepare stone tools.

CULTURAL HERITAGE RESOURCES
All sites, features, burials, examples of rock art structures, ruins, artifacts, remains, chemical traces and other data pertaining to or derived from the activities and presence of pre-existing and/or extinct population at a locality, whether above, on or below the surface of land or water.

DUAL WATER SYSTEMS
Local water systems which utilize reclaimed waste water for outside domestic uses such as landscaping and imported or groundwater for indoor domestic uses.

EASEMENT
A method of acquiring partial use rights of land with no transfer of fee title.

ENDANGERED SPECIES
Any species identified by the state or federal government which is in danger of extinction due to one or more causes.

ENVIRONMENT
The aggregate of all the external conditions and influences affecting the life and development of an organism.

FAULT
A plane of breakage in rock or soil, along which significant offsetting of the two sides of the plane have taken place.

FAULT ZONE
A numerous interlacing of small faults.

FISHERY
A place where fish are regularly caught, or other products of the sea or rivers are taken from the water.

HABITAT
The natural abode or locality of a plant or animal.

HYDROCARBONS
Like carbon monoxide, represents unburned and wasted fuel released into the atmosphere; generally not toxic in amounts found in the air. Sunlight causes a reaction with nitrogen oxides to produce photochemical smog.

LAND CAPABILITY
The capacity of the land to sustain development taking into account all natural factors which may constrain development.

LAND SUITABILITY
The appropriateness of land for urban development, taking account land capability, urban infrastructure, and compatibility of development with environmental values.

LANDSLIDES
Downhill movement of masses of earth material under force of gravity.

LIQUEFACTION
The sudden loss of strength of soils under saturated conditions due to earthquake shock.

MOBILE SOURCE CONTROLS
Air pollution abatement techniques applied mainly to motor vehicles, but may refer to ships, trains, planes, and other sources.

NITROGEN OXIDES
The sum of nitric oxide and nitrogen dioxide; produced when fuel is burned at high temperature in vehicle engines and boilers in industrial operations and electric power plants; causes irritation to eyes, nose and throat; responsible for brown haze over most cities, restricts plant growth and contibutes to photochemical smog.

OZONE
Product of photochemical reaction of hydrocarbons and nitrogen dioxide; forms a thick haze; may cause eye and lung irritation; and has an offensive odor.

OCCUPATION SITE
Site of artifact assemblage; includes a full range of tool types indicative of long term occupancy by a pre-existing culture.

PALEONTOLOGY
The study of fossil remains.

PARTICULATES
Solid and liquid materials directly emitted to the atmosphere; sometimes referred to as aerosols, they are derived from natural sources and man's activities.

PRIME AGRICULTURAL LAND
All land which qualifies for rating as Class I or Class II in the Soil Conservation Service land use capability classification, plus: land which supports at least one animal unit per acre or which returns not less than $200 per acre on an annual basis.

RARE SPECIES
Any species that, although not presently threatened with extinction, is in such small numbers that it may be endangered if its environment worsens.

ROCK ART
Paintings (pictographs) or engravings (petrographs) on rock surfaces.

ROCK SHELTER
A cave or rock overhang which has served as a temporary camp or chipping station for a pre-existing culture.

SCENIC QUALITY
The total impression made by components of a natural or manmade landscape which provide an attractive and memorable visual experience to the viewer; includes natural landforms, water features, rock outcroppings, trees and other vegetation, and rural and urban structures of interest.

SEICHES
The oscillation or sloshing of water in a lake, bay, or other enclosed body of water caused by seismic activity or landsliding.

SEISMICITY
Relates to the general level of earthquake activity in an area.

SLOPE STABILITY
The ability of a slope of soil or rock materials to resist moving downhill.

STATIONARY SOURCE CONTROLS
Air pollution abatement techniques applied to non-mobile sources, usually industrial plants or utility facilties.

SUBSIDENCE
A local mass movement of earth material in which surface material is displaced vertically downward as an areal settlement with little or no horizontal component.

SULFUR DIOXIDE
Chemical combination of sulfur and oxygen; affected by photochemical reactions between hydrocarbons and nitrogen oxides to form sulfuric acid in the atmosphere; extremely corrosive and may contribute to reduced visibility and respitory irritation.

TEMPORARY CAMPS
A site briefly occupied by a pre-existing culture for the purpose of accomplishing a special task, ceremony or activity.

TERRAIN
The physical features of a piece of land.

THREATENED SPECIES
Any species which is likely to become endangered within the foreseeable future.

TSUNAMI
A sea wave generated by a submarine earthquake, landslide, or volcanic activity.

COUNTY OF LOS ANGELES

GENERAL PLAN

LAND USE ELEMENT

LAND USE ELEMENT

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INTRODUCTION

The Land Use Element sets forth countywide policy for the general location and intensity of land use. It describes important countywide land use objectives and establishes policies based on identified needs. The Element serves as a tool for coordinating future development and revitalization plans of both the public and private sectors.

The objectives and policies of the Land Use Element support the countywide General Plan policy of encouraging a more concentrated urban pattern through the revitalization of deteriorating urban areas, infilling of bypassed lands and focusing of new urban development in the most suitable locations. The Element calls for a distribution of use intensities within urban areas necessary to carry out this policy. It also reinforces the Plan's general policies of conserving natural resources and protecting population from natural hazards by careful management of development in sensitive areas.

The Land Use Element is countywide in scope and addresses land use issues affecting both cities and unincorporated communities. It reflects the philosophy of working closely with cities to improve land use planning, and was prepared in cooperation with city representatives, area planning councils and the League of California Cities. As such, the Element constitutes a collective statement of city and County policy, and provides an instrument for communicating local policy to regional, State and federal agencies.

The County specifically supports the retention and strengthening of decision-making by local governments through an intergovernmental coordination process responsive to local and countywide needs.

BACKGROUND

Los Angeles County encompasses 2,613,000 acres of land (4,083 square miles). In 1975, approximately 1,133 square miles were devoted to urban use, more than 97 percent of which was south of the San Gabriel Mountains.

As Table 3.1 shows, in 1975 nearly 75 percent of the total land in the County was either committed to open space use, in agricultural production, or vacant.* Residential uses accounted for only 16 percent of the total land, but constituted over 55 percent of the urban area. Although major commercial uses (shopping centers, stores, office buildings, etc.) are visually dominant, they accounted for only 2 percent of the total, and less than 7 percent of the urban area.

Trends

Between 1970 and 1975, development trends toward both centralization and decentralization occurred in Los Angeles County. Within established urban areas, where vacant land is scarce, relatively high intensity uses became the dominant form of new development. Medium and high density housing, office and centers, and industrial uses accounted for nearly half of all new development in existing urban communities. Detached single family homes and other low intensity uses, however, continued to be the dominant form of new development in outlying urban fringe areas, constituting over 75 percent of new urban expansion. (See Table 3.2)

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*Nearly 67,000 acres (108 square miles) within the 1975 urban area were bypassed vacant or agricultural parcels of two acres or larger. This figure does not include the sizable inventory of parcels under two acres.

TABLE 3.1

LOS ANGELES COUNTY

1975 LAND USE INVENTORY

BY LAND USE TYPE

(In Acres)

Land Use	Urban	Percent	Nonurban	Percent	Total	Percent
Residential	401,000	55	7,700	*	408,700	16
Low Density	349,500	48	7,500	*	357,000	14
Medium & High Density	51,500	7	200	*	51,700	2
Commercial	47,400	7	1,000	*	48,400	2
Industrial	73,800	10	11,100	*	84,900	3
Public & Semi-Public Facilities	82,300	11	27,100	1	109,400	4
Vacant & Agricultural	66,900	9	992,300	53	1,059,200	41
Open Space**	53,800	7	848,900	45	902,700	34
TOTAL	725,200	100%	1,888,100	100%	2,613,300	100%

* Less than one percent

** Committed to a long-term open space use

NOTE: Totals may not add correctly due to rounding

SOURCE: Los Angeles County Department of Regional Planning, Land Use Survey, 1975.

TABLE 3.2

NEW URBAN DEVELOPMENT

IN LOS ANGELES COUNTY

1970 to 1975

BY LAND USE TYPE

(In acres)

Land Use	Infill on Bypassed Land	Percent	Urban Expansion	Percent	Total	Percent
Residential	4,000	30	5,900	79	9,900	48
Low Density	2,900	22	5,500	74	8,400	41
Medium & High Density	1,100	8	400	5	1,500	7
Commercial	1,300	10	300	4	1,600	8
Industrial	4,000	30	300	4	4,300	21
Other Urban (including parks)	3,800	29	1,000	13	4,800	23
TOTAL	13,100	100%	7,500	100%	20,600	100%

NOTE: Totals may not add correctly due to rounding.

SOURCE: Los Angeles County Department of Regional Planning, Land Use Survey, 1970 and 1975

Centralization takes place through both infilling of by-passed vacant parcels within existing urban communities, and recycling of older urban areas to more intensive use. During the first half of the 1970's, over 13,000 acres (20 square miles) of by-passed vacant land were developed to urban use.* Most of this land was committed to residential and industrial use. Although development of by-passed land has occurred in past decades, the 1970-75 trend analysis indicates that it is taking place at nearly twice the rate of new development on the urban fringe, representing a significant reversal of dominant trends prior to 1970.

The recycling of older urban areas to more intensive use has resulted in significant changes in the urban land use pattern. Between 1970 and 1975, it is estimated that over 4,800 acres were recycled from less intensive uses to medium and high density housing.

This emerging trend toward centralization has many positive aspects. For example, the concentration of new development within existing urban areas allows for more efficient utilization of public services and facilities, reduced energy consumption, and improved air and water quality. Such development further reduces the need to urbanize less suitable urban fringe areas, and diminishes the associated impacts on natural and scenic resources.

Decentralized development has occured at a slower but still significant rate. Between 1970 and 1975, 7,500 acres (nearly 12 square miles) of vacant and agricultural fringe lands were urbanized. Much of this new development consisted of single family residential construction in eastern San Gabriel Valley, northwestern San Fernando Valley, Santa Clarita Valley, Cerritos, Agoura and Calabasas.

*Excluding parcels of less than two acres.

Decentralization is also occuring in the industrial sector. Major factors contributing toward this trend include the growing obsolescence of existing industrial facilities; the lack of room for expansion within established urban areas; and, modern site design standards for industrial plants, which require more space for on-site parking, loading facilities and landscaping. These factors, in addition to an increase in warehousing and other non-intensive industrial activities, have encouraged many new industries to locate in outlying urban fringe areas where land is more readily available.

While the continuing trend toward decentralized development reflects a demand for additional residential and industrial land, related costs and constraints are becoming apparent. The decreasing supply of land readily convertible to urban use, especially in the southern portions of the County, has increased pressure for development of steep, less suitable fringe lands. Although such lands may offer amenities for upper income residential development, they are generally more expensive to develop and service, increasing both private and public costs.

In addition, such lands are typically subject to a variety of natural hazards including landslides, erosion and brushfires, and are often the most scenic and ecologically significant areas remaining in the County. Inappropriate development in these outlying areas can have adverse consequences including increased exposure to natural hazards, the loss of productive agricultural land and mineral resource areas, and degradation of critical watershed and habitat areas.

A major factor aggravating efforts to control inappropriate development in outlying areas is the extensive number of existing undeveloped lots and parcels. While for a number of reasons the status of such parcels as legal building sites is questionable, it can generally be concluded that most do not meet current

Plan policies and standards for development. As a result, unregulated development of existing substandard lots and parcels could generate additional impacts in terms of the cost of providing public services, the loss of significant resources, the intrusion into natural resource/hazard areas and the possible adverse impact on surrounding communities.

The diverging trends toward both centralized and decentralized development are summarized on Table 3.3. As the Table shows, the amount of new development between 1970 and 1975 differed widely from planning area to planning area. Although there was considerable development of bypassed vacant lands within older urban communities, total land consumption (i.e., infill and expansion) was greatest in newer suburban areas. The East San Gabriel Valley and San Fernando planning areas alone accounted for 35 percent of total new urban development.

Because prime buildable land in established urban areas is growing scarce, and development of less suitable land in urban fringe areas is increasingly costly, remaining land supplies must be treated as a valuable resource and used more efficiently than in the past. Future development proposals will require careful consideration to ensure that proposed uses are compatible with both the natural and manmade environment. Such compatibility serves to maintain and enhance property values, reduce service costs, conserve natural resources and protect the public from natural hazards.

Decision Making

Governmental agencies do not always have sufficient information to monitor development activity on a cumulative basis, particularly during periods of rapid urban growth. As a result, land use decisions are often made incrementally. Considered individ-

TABLE 3.3

NEW URBAN DEVELOPMENT

IN LOS ANGELES COUNTY

1970 to 1975

BY PLANNING AREA

(In acres)

Planning Area	Infill on Bypassed Land	Urban Expansion	Total New Urban Development
San Fernando	2,600	700	3,300
Burbank/Glendale	500	500	1,000
West San Gabriel Valley	900	200	1,100
East San Gabriel Valley	1,900	2,200	4,100
Malibu/Santa Monica Mtns.	200	1,400	1,600
West	600	800	1,400
Central	600	0	600
East Central	400	0	400
Southeast	1,500	100	1,600
South	1,900	0	1,900
Southwest	1,300	0	1,300
Santa Clarita Valley	200	500	700
Antelope Valley	200	1,100	1,300
Channel Islands	*	*	*
TOTAL	13,100	7,500	20,600

*Less than 100 acres

SOURCE: Los Angeles County Department of Regional Planning, Land Use Survey, 1970 & 1975.

ually, these decisions respond to short term market needs, and may appear to create desirable new use patterns. Cumulatively, however, they may create undesirable long-term social, economic and environmental impacts. Improved information systems and monitoring tools are urgently needed to guide the land use decision-making process.

Another major factor influencing the manner in which valuable land resources are used is the diffused nature of the public decision-making process. Eighty-one cities within Los Angeles County have local land use planning and zoning authority. Coordinating the planning activities of the cities with those of the County, the Southern California Association of Governments, special districts, and various State and federal agencies, is exceedingly complex.

Local planning programs sometimes have competing objectives, and at times, the land use decisions of one jurisdiction have external impacts. Conflicts, when they occur, need to be resolved through a cooperative process that is equitable to all parties. At present, no fully adequate mechanisms exist. Although the County's authority is limited, it can provide the necessary leadership to improve interjurisdictional coordination. Both improved tools and cooperative institutional arrangements are necessary if our remaining land resources are to be utilized wisely.

OBJECTIVES

The objectives of the Land Use Element are:

-To provide for land use arrangements that take full advantage of existing public service and facility capacities;

-To maintain and enhance the quality of existing residential neighborhoods;

-To coordinate land use with existing and proposed transportation networks;

-To situate commercial activities in viable clusters that conveniently serve their market areas;

-To provide commercial and industrial lands sufficient to accommodate the projected labor force;

-To encourage high quality design in all development projects, compatible with and sensitive to the natural and manmade environment;

-To foster compatible land use arrangements that contribute to reduced energy consumption and improved air quality;

-To provide a land use decision-making process supported by adequate information and ongoing citizen participation; and,

-To encourage more efficient use of land, compatible with and sensitive to natural ecological, scenic, cultural and open space resources.

NEEDS AND POLICIES

The policies set forth below are designed to address identified critical needs, including the need to use land more efficiently; ensure compatibility of development; conserve resources and enhance environmental quality; improve the land use decision making process; and, improve inter-agency coordination in land use planning.

POLICY STATEMENTS

Use Land More Efficiently

As readily developable prime land becomes increasingly scarce, there is a growing need to treat remaining supplies as a valuable resource.

POLICY

1. Concentrate well designed high density housing in and adjacent to centers to provide convenient access to jobs and services without sacrificing livability or environmental quality.

2. Encourage development of well designed twinhomes, townhouses and garden apartments, particularly on by-passed parcels within existing urban communities.

3. Place major emphasis on channeling new intensive commercial development into multipurpose centers.

4. Protect prime industrial lands from encroachment of incompatible uses.

5. Where appropriate, promote more intensive use of industrial sites, especially in areas requiring revitalization.

6. Encourage the recycling of abandoned mineral extraction sites to recreational, industrial or other productive use.

Ensure Compatibility of Development

Divergent trends toward decentralization of uses in urban fringe areas and concentration of uses in established urban communities require increased efforts to ensure that new development will be compatible with the natural and manmade environment.

POLICY

7. Assure that new development is compatible with the natural and manmade environment by implementing appropriate locational controls and high quality design standards.

8. Protect the character of residential neighborhoods by preventing the intrusion of incompatible uses that would cause environmental degradation such as excessive noise, noxious fumes, glare, shadowing, and traffic.

9. Promote neighborhood commercial facilities which provide convenience goods and services and complement community character through appropriate scale, design and locational controls.

10. Encourage the clustering of well designed highway oriented commercial facilities in appropriate and conveniently spaced locations.

11. Promote planned industrial development in order to avoid land use conflicts with neighboring activities.

12. Protect major landfill and solid waste disposal sites from encroachment of incompatible uses.

13. Prevent inappropriate development in areas that are environmentally sensitive or subject to severe natural hazards,

and in areas where essential services and facilities do not exist and are not planned.

14. Establish and implement regulatory controls that ensure compatibility of development adjacent to or within major public open space and recreation areas including National Forests, the National Recreation Area, and State and regional parks.

15. Require that new developments in non-urban areas have adequate accessibility to paved roads and water lines of sufficient capacity.

16. Prohibit development of existing substandard parcels when it is determined that such development, individually or in combination with adjacent existing and/or proposed development, will significantly increase exposure to unmitigable public health and safety hazards.

17. Discourage the development of existing substandard parcels when it is determined that such development, individually or in combination with adjacent existing and/or proposed development, will result in: (1) significant degradation of natural resources shared by community residents; (2) overburdening of existing and/or planned public services and facilities; and/or (3) disruption of established community character recognized in the Plan.

18. Ensure that future land division activity within Los Angeles County occurs in strict compliance with State and local laws.

19. Ensure that the recognition of lots created in noncompliance with State and County subdivision laws (i.e., issuance of Conditional Certificates of Compliance) occurs only in a

manner which balances the rights and interests of both the general public and individual property owners.

Conserve Resources and Enhance Environmental Quality

Increasing pressures for urban expansion into outlying areas of significant ecological and scenic resources require that effective measures be taken to conserve and enhance our most valuable natural assets.

POLICY

20. Establish land use controls that afford effective protection for significant ecological and habitat resources, and lands of major scenic value.

21. Protect identified Potential Agricultural Preserves by discouraging inappropriate land division and allowing only use types and intensities compatible with agriculture.

22. In non-urban areas outside of Potential Agricultural Preserves, encourage the retention and expansion of agriculture by promoting compatible land use arrangements and providing technical assistance to involved farming interests.

23. In urban areas, encourage the retention of economically viable agricultural production, e.g., high value crops such as strawberries, cut flowers, nursery stock, etc., through the identification and mitigation of significant adverse impacts resulting from adjacent new development.

24. Promote compatible land use arrangements that reduce reliance on the private automobile in order to minimize related social, economic and environmental costs.

25. Promote land use arrangements that will maximize energy conservation.

26. Protect known mineral resource reserves (including sand and gravel) from encroachment of incompatible land uses.

Improve the Land Use Decision-Making Process

The manner in which land use decisions are made must address cumulative social, economic and environmental effects, and ensure opportunity for citizen participation.

POLICY

27. Provide a land use mix at the countywide, areawide and community levels based on projected need and supported by evaluation of social, economic and environmental impacts.

28. Ensure continuing opportunity for citizen involvement in the land use decision-making process.

29. Improve the land use decision-making process by closely monitoring and evaluating the cumulative impacts of individual projects and by modernizing development regulations.

Improve Inter-Agency Coordination in Land Use Planning

There is a growing need to more effectively coordinate the land use planning activities of local, regional, State, and federal agencies in Los Angeles County.

POLICY

30. Promote improved interjurisdictional coordination of land use policy matters between the County, cities, adjacent counties, special districts, and regional and subregional agencies.

31. Ensure that cities have a voice in land use decisions within their adopted spheres of influence.

LAND USE PROJECTIONS

The following section addresses projected land use change between 1975 and 2000. These projections are not offered as an accurate scientific prediction of future conditions, but rather represent an extrapolation of current trends and conditions modified by the policies set forth in the General Plan. The land use projections were developed in concert with projected population levels, housing needs, and job growth, and reflect the Plan's policy emphases on urban revitalization, resource conservation and focused new development.

Countywide land use projections and subregional allocations are predicated on a careful analysis of the existing land use inventory, recent trends in land consumption for various use types, and the availability of vacant land suitable for urban use. Other factors considered were the capacity of various services and facilities to accommodate additional urban development, and the growth policies and projections of State and regional agencies and the incorporated local jurisdictions.

In general, the projections address two aspects of future land use and development. First, countywide development trends are projected by land use type, reflecting the land demand associated with anticipated population, housing and economic growth. Second, the processes by which such land demand will be met within the various subregions of the County are identified. For example, within older urban areas, land required to accommodate additional homes and jobs will primarily be provided through the process of recycling (demolition and reconstruction) and infilling (development of previously by-passed vacant lands). In newer suburban areas, land demand will primarily be met through the conversion of vacant and agricultural land to urban use (urban expansion).

However, while Plan policy promotes a balanced and more concentrated development pattern, many of the factors affecting the distribution of development between existing and future urban areas are beyond the control of County government. The projected amount of recycling, for example, may not be achievable due to the limitations imposed by community opposition to higher densities, by fiscal limitations of local government, the inability to assemble appropriately sized parcels, and the difficulty of relocating existing residents. In addition, projecting into the future is not an exact science. There is no such thing as a "right" or "correct" projection since the state of the art does not provide for precise quantification of the future. In view of these constraints, the Plan should not be viewed as either promising or requiring the achievement of the specific land use projections outlined below.

Table 3.4 summarizes projected countywide land use changes by type. In addition to moderate urban growth, the table reflects a significant retention of non-urban and agricultural lands in long-term open space use. Of the 117,000-acre decline projected in vacant and agricultural lands, approximately 40,000 acres are expected to be committed to open space uses such as local, regional and State parks, and nature preserves.

The projections also indicate a moderate increase in residential densities, reflecting Plan policies encouraging a more concentrated pattern of urban development. In areas undergoing recycling it is projected that residential development would be cleared at an average of 7.7 dwelling units per acre, and rebuilt at an average of 23.6 units per acre. Aggregate residential infill and expansion is projected to take place at 7.8 units per acre, which compares to an average residential density of 6.6 units per acre in 1975.

While the projections indicate a shift away from single family residential development as the dominant form of new housing construction, they do not suggest that high density apartment living

TABLE 3.4

LOS ANGELES COUNTY

LAND USE PROJECTIONS

1975 to 2000

BY LAND USE TYPE

(In Acres)

	1975	%	2000	%	1975-2000
Low Density Residential	357,000	13.7	374,700	14.3	+17,700
Medium/High Density Residential	51,700	2.0	65,900	2.5	+14,200
Commercial	48,400	1.8	56,300	2.2	+ 7,900
Industrial	84,900	3.2	101,000	3.9	+16,200
Public and Semi-Public Facilities	109,400	4.2	130,200	5.0	+20,800*
Vacant, Non-Urban and Agricultural**	1,059,200	40.5	942,600	36.1	-116,700
Open Space***	902,700	34.5	942,600	36.1	+39,000
TOTAL	2,613,300	100%	2,613,300	100%	

* Includes the 17,300 acre proposed Palmdale Airport.

** Includes Significant Ecological Areas/Habitat Management.

***Committed to long term open space use.

NOTE: Totals may not add correctly due to rounding.

SOURCE: Los Angeles County Department of Regional Planning: Land Use Survey, 1975; Population, Housing, Employment and Land Use (PHEL) Projections.

TABLE 3.5

PROJECTED RECYCLE, INFILL, AND URBAN EXPANSION*

1975 to 2000

BY PLANNING AREA

(In Acres)

Planning Area	Recycle	Infill	Urban Expansion
San Fernando	3,000	4,500	2,000
Burbank/Glendale	2,700	900	200
West San Gabriel Valley	3,300	1,600	200
East San Gabriel Valley	1,700	9,200	6,700
Malibu/Santa Monica Mtns.	100	700	3,600
West	3,200	600	700
Central	6,800	1,200	0
East Central	3,800	1,700	0
Southeast	2,300	3,400	200
South	3,500	4,800	0
Southwest	1,900	3,900	0
Santa Clarita Valley	300	1,400	7,900
Antelope Valley	800	1,900	9,100**
Channel Islands	***	***	***
TOTAL	33,300	35,900	30,600

* These projections include land allocated to urban open space.

** Does not include the proposed 17,300-acre Palmdale Airport.

***Less than 100 acres.

NOTE: Totals may not add correctly due to rounding.

SOURCE: Los Angeles County Department of Regional Planning: Population, Housing, Employment and Land Use Projections.

will become the predominant lifestyle. Instead, the Plan promotes a balanced mix of dwelling unit types with an emphasis on owner-occupied, moderate density twinhomes and townhouses.

The second major facet of land use change is summarized on Table 3.5. This table indicates the projected recycle, infill, and urban expansion activity within the 14 planning areas of the County and thereby distinguishes the major development processes anticipated. It should again be noted, however, that the comparative magnitude of these processes (in terms of acreage involved) does not represent a prediction, but rather reflects the intent and direction of countywide urban form and development policy.

Although the maintenance of sound existing housing stock is emphasized, the Plan projects approximately 33,300 acres of recycle activity within older urban communities between 1975 and 2000. Recycling usually results in an intensification of land use, and much of the projected acreage will involve a conversion of land from low density to medium and high density residential development.

Approximately 36,000 acres of by-passed vacant and agricultural land are projected to be developed to urban use by the end of the century.* This represents only 55% of the base resource of parcels two acres or larger, in recognition of the development difficulties that may be associated with by-passed parcels. Countywide, industrial (11,500 acres) and residential (14,900 acres) uses are anticipated to be the primary consumers of by-passed vacant lands.

The Plan further projects that approximately 31,000 acres of vacant and agricultural urban fringe lands will be converted to

* Includes 3,500 acres of open urban space use, primarily local parks.

urban use by the year 2000.* Most of this urban expansion will occur in the East San Gabriel Valley, San Fernando, Antelope Valley, Malibu/Santa Monica Mountains and Santa Clarita Valley planning areas. Apart from the land requirements of the proposed Palmdale Airport and associated uses, low density residential development is projected to be the major consumer of urban fringe lands.

LAND USE POLICY MAP

The Land Use Policy Map (to be found in the pocket at the back of the Plan) is a graphic illustration of selected Plan policies and projections. It portrays a generalized pattern and distribution of land use, and reflects the broad geographic effects of projected recycle, infill and urban expansion activities within the County. The map however, is not predictive, and does not suggest that all lands allocated for future urban use will be developed by the year 2000. Instead, it provides a policy framework for the preparation and review of more detailed areawide, community, and neighborhood plans, and makes more explicit the relationship of General Plan policy to specific development proposals. It should be noted that the Land Use Policy Map was developed concurrently with other countywide and community plan policy maps, and is one of several that should be consulted during the process of making specific land use decisions.

The countywide Land Use Policy Map depicts nine generalized land use classifications, each of which is intended to describe the dominant use characteristics within the area covered. Due to the nature and scale of the map, use patterns of less than fifty acres are generally not shown. In addition to generalized land use patterns, the map illustrates key land development and management concepts discussed in other countywide chapters and elements, and relates these to a

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*Includes 1,800 acres of open space use, but does not include the proposed 17,300-acre Palmdale Airport.

series of general development standards and conditions. The Land Use Policy Map legend is discussed below:

1. Low Density Residential*

   The map depicts areas particularly suitable for single family detached housing units, including large lot estates and typical suburban tract developments. Densities typically range from one to six units per gross acre. The intent of this classification is to maintain the character of existing low density residential neighborhoods and also to provide additional areas to accommodate future market demand.

2. Low-Medium Density Residential

   This classification identifies areas particularly suitable for small lot single family residences, twinhomes, duplexes and townhouse development. The intent of this category is to encourage housing alternatives, at densities ranging from six to twelve units per gross acre.

3. Medium Density Residential

   Medium Density Residential areas are suitable for multiple unit development including garden apartments and multi-plex development in addition to high density townhouse developments. Such areas are typically located along major transportation corridors, in or near urban community centers.

*Note: Within the generalized residential areas mapped, a variety of use types and intensities presently exist. Such uses typically include local commercial and industrial services, schools, churches, local parks and other community-serving public facilities. It is not the intent of General Plan policy to preclude further development or expansion of such uses within areas depicted as residential on the Land Use Policy Map nor is it the intent of the General Plan, including mapped or textual policies, to preclude approval of final maps and development approvals (permits) related thereto which are in substantial conformance with a tentative map approved or extended by the County of Los Angeles since December 31, 1978, except as California State law may otherwise specify.

Development generally does not exceed two stories in height, and ranges in density from 12 to 22 units per gross acre.

4. High Density Residential

High Density Residential areas are suitable for medium and high-rise apartments and condominiums, three or more stories in height. The intent of this classification is to provide for high density residential development in appropriate locations, conveniently accessible to, or within multipurpose urban centers. Densities generally exceed 22 units per gross acre.

5. Major Commercial

The extent of Major Commercial areas depicted on the Land Use Map reflects the County's status as both a major regional employment center and a national and international center of business, trade and finance. Typical use patterns include central business districts, regional office complexes, major shopping malls and centers, major commercial recreation facilities and a range of mixed commercial retail and service activities. Community and neighborhood-serving commercial uses generally are not shown, and can be appropriately established at locations which conveniently serve local market areas.

6. Major Industrial

The Map depicts areas which are generally appropriate for major industrial uses including manufacturing of all types, mineral extraction sites, refineries, warehousing and storage, and product research and development. The intent of this category is to assure that sufficient land is allocated for a wide range of industry and industry-related activities serving both the domestic and export markets and providing jobs for a large portion of the resident labor force. Again, small scale local industrial services are not shown and may be established to serve local needs.

7. Public and Semi-Public Facilities

Major existing and proposed public and semi-public uses depicted on the Map include airports and other major transportation facilities, solid and liquid waste disposal sites, utilities, public buildings, public and private educational institutions, religious institutions, hospitals, detention facilities and fairgrounds. This classification provides for the continued operation, expansion and construction of new facilities, as necessary, to serve current and future County residents.*

8. Non-Urban

Non-urban lands primarily include mountain, foothill, and high desert areas of the County, not currently planned for urban use or scheduled to receive an urban level of service. The intent of this classification is to maintain the character of dispersed non-urban settlements and communities; provide for agricultural and mineral production; preserve areas of significant natural and scenic resources; and avoid intensive development of areas subject to severe natural hazards or lacking essential services and facilities.

Within non-urban areas, a wide variety of uses and activities may be appropriate. Non-urban residential uses are permitted subject to established density, design and service standards. Local and highway-oriented commercial and industrial uses may also be appropriately located in non-urban areas to serve the needs of local residents and travelers. In addition to local industrial uses, a number of manufacturing activities requiring remote or secluded locations for product

*General Plan policy in this regard applies to a range of public facilities not reflected on the Land Use Policy Map. In the event that public use of mapped or unmapped facilities is terminated, alternative uses compatible with surrounding development, in keeping with community character, and consistent with the intent of overall Plan objectives may be permitted.

development, testing and storage can be appropriately situated in outlying non-urban areas.

Public and semi-public uses typically located in non-urban environs include solid and liquid waste disposal sites, utility and communication installations, schools and other public facilities necessary to serve the needs of non-urban populations. Most major existing facilities of this type, however, are shown within the Public and Semi-public and Open Space land use classifications.

A range of private and commercial recreation uses and specialized activities are also appropriate within non-urban areas of the County. Resort and recreational uses, including visitor accommodations, services and facilities, are appropriate in non-urban areas when designed in a manner compatible with, and sensitive to, surrounding natural resources and scenic amenities. Permitted specialized activities include nature study centers, scientific research and educational facilities, camps, lodges and retreats. Other specialized uses may be appropriate within non-urban areas depending on their specific impact, compatibility and growth inducing characteristics.

9. Open Space

Open space areas include both public and privately owned lands committed to long term open space use, and lands intended to be used in a manner compatible with open space objectives. Major open space areas reflected on the map include regional parks, beaches, golf courses, cemeteries, sanitary landfills and military reservations. Two of the major open space areas depicted are the Angeles and Los Padres National Forests and the open space easement on Santa Catalina Island.

Private holdings within the National Forests are not shown. These lands, however, are generally characterized by high

fire, geologic, and/or flood hazards, and are subject to applicable non-urban land management provisions of the Plan (see General Conditions and Standards for Development).

The agreement for the Catalina Island Open Space Easement sets forth specific uses permitted. These include passive recreation, regulated scientific study and agricultural uses. Under some circumstances, utility and communication facilities and low intensity visitor accommodations may be permitted, subject to review by the Regional Planning Commission. However, facilities designed to enhance access to and enjoyment of this open space and recreational resource are encouraged.

A variety of activities and uses, including those permitted within the Catalina Island Open Space Easement, uses essential to the protection of public health and safety, activities involving the extraction of mineral resources, and certain forms of commercial recreation may be appropriate within open space lands identified on the Land Use Policy Map. Specific determinations as to the appropriateness of the proposed use should be based upon the need for the proposed use, its compatibility with identified resource or hazard factors and the degree to which it furthers the objectives of the open space designation.

It should be noted that due to the scale and generalized nature of the Land Use Policy Map it is conceivable that parcels not intended for long term open space use have been included within the Open Space classification. It is not the intent of the Land Use Element to preclude reasonable use of such properties. Decisions regarding the most appropriate use of specific parcels in such instances should be guided by compatibility and land suitability criteria (see General Conditions and Standards for Development).

The remaining two legend items (i.e., Rural Communities and Significant Ecological Areas/Habitat Management) reflect key land development and management concepts of the Plan, and directly influence future land use and development activities within the areas covered. They are identified on the Land Use Policy Map to graphically link selected general development, conservation, open space and land use policies, and to illustrate areas in which various conditions and standards for development will apply. Due to graphic limitations, the various types of Special Management Areas identified in the Conservation and Open Space Element are not reflected on the Land Use Policy Map. They are however, addressed in later sections of this chapter (see General Conditions and Standards for Development).

10. Rural Communities

As described in the General Goals and Policies Chapter, Rural Communities are essentially clustered non-urban settlements served by a non-urban level of commercial and public facilities. These communities vary in terms of size and intensity of development, and range in function from rustic bedroom communities within or near highly urbanized communities, to focal points or activity nodes serving more dispersed non-urban areas.

In most instances, the Rural Communities depicted will experience little significant growth by the year 2000. Where further development does occur, it should be of an "infill" nature, consistent with existing community character and service levels. The intent of Plan policy is to permit such future development at non-urban, and in some instances, low urban intensities.

There are instances, however, where identified Rural Communities are associated with existing or emerging regional recreational areas (Gorman and the Santa Catalina Island Two Harbors areas are prime examples*). In these cases,

*The Two Harbors area will be the subject of a detailed plan, to be included as part of the Local Coastal Program for Santa Catalina Island.

provision of visitor accommodations and services may accelerate normal community growth. Such development may be appropriate within the Rural Community classification, providing that it is compatible with the recreational and natural resource assets of the area, and does not create a demand for public investment in major urban service systems.

11. Significant Ecological Areas/Habitat Management

The Significant Ecological Areas/Habitat Management classification (SEA) identifies lands having important biological resources. This classification, as set forth in the Conservation and Open Space Element, includes habitats of rare and endangered species, sites with critical fish and wildlife values, relatively undisturbed areas of typical natural habitat and regionally scarce biotic resources.* The intent of the countywide General Plan is to preserve and enhance, to the extent possible, SEAs for the benefit of prevent and future County residents.

In addition to regulated scientific study and limited recreational activities, a range of more intensive uses may be permitted within SEAs where it can be demonstrated by a detailed biotic survey and project analysis that the proposed development is highly compatible with the resource values present. In the absence of specific project proposals and detailed biotic data, the countywide Land Use Element has not attempted to identify, in other than the most general terms, appropriate use types and intensities within significant ecological areas. The Element does however set forth the general process and criteria for evaluating specific use proposals as they arise (see General Conditions and Standards for Development).

*The Significant Ecological Area/Habitat Management classification includes Buffer Areas depicted on the Special Management Areas Policy Map of the Conservation and Open Space Element.

GENERAL CONDITIONS AND STANDARDS FOR DEVELOPMENT

It has been previously noted that the textual and mapped policies of the Land Use Element are countywide in scope, and to a large degree reflect the land use plans of other local jurisdictions and unincorporated communities. As such, the Element provides an overview of countywide land use policy and the perspective necessary to identify and resolve regional land use issues. In this capacity, the General Plan Land Use Element serves as a key tool for improving interjurisdictional coordination in land use planning matters.

In addition to this countywide perspective, the Element must also provide a basis for more specific land use planning and decision-making activities within unincorporated areas. To this end, the County has emphasized the development of relatively detailed land use plans for its major unincorporated communities. These community and areawide plans are referenced and included here as localized refinements of General Plan land use policy. Together, they constitute the primary tools for guiding decisions relative to local land use and development patterns.*

The introductory chapter of the General Plan discusses in broader context the relationship between the countywide and

*Areawide and community plans adopted or in preparation include the following: Hacienda Heights Community Plan; Rowland Heights Community Plan; East Los Angeles Community Plan; West Hollywood Community Plan; Diamond Bar Community Plan; Malibu/Santa Monica Mountains Areawide General Plan; Santa Clarita Valley Areawide General Plan; Antelope Valley Areawide General Plan; and the Los Angeles County Local Coastal Program. There are, in addition, a number of other local and community planning programs envisioned in the coming years. Upon adoption, such plans will be formally incorporated as Community Elements of the General Plan.

areawide/community components of the General Plan. While recognizing the role of adopted areawide/community plans in regulating local land use and circulation patterns, the countywide Land Use Element provides guidance for the resolution of specific issues when one of the following conditions exist:

- The specific issues involved, individually or collectively, constitute a regional land use concern.
- No adopted local plan covers the area in question or addresses the issue at hand.

Within this context the following general conditions and standards for development are set forth to clarify General Plan policy with regard to regional land use concerns, and to provide guidance for decision-making in the absence of applicable community level planning.

URBAN RESIDENTIAL DEVELOPMENT

General: The residential use classifications of the Land Use Policy Map are intended to describe dominant housing characteristics within the areas covered and are representative of permitted density ranges established by various city and community plans throughout Los Angeles County. Within unincorporated areas, adopted community and areawide plans serve to refine these generalized classifications and establish more specific density standards and conditions for development. Where no such local plan exists, the density ranges established by the countywide General Plan will guide decision-making relative to specific residential development proposals.* In addition, such countywide standards may be interpreted to reflect more specific use provisions of an adopted city plan

*Minor density variations may be permitted to accommodate specific lot size and net area provisions of the Zoning Ordinance.

applicable to unincorporated territory within its designated sphere of influence.

Within the range of entitlements established by urban residential land use classifications, transfer of density within a project site is generally encouraged as a means of reducing potential adverse impacts, preserving scenic areas and providing increased open space and design amenities. However, density transfer should be discouraged when it is determined that:

1) the proposed development is not in keeping with established community character recognized in a locally adopted plan; and/or,

2) the proposed project will overburden existing and/or planned services, facilities or infrastructure.

Unincorporated community and areawide plans may -- and are encouraged to -- refine and expand upon the above provisions governing density transfer.

Residential Infill: General Plan policy supports a more concentrated form of urban development. More specifically, it encourages residential infill at densities compatible with and slightly higher than those of surrounding uses. In light of this policy emphasis, new residential development within existing urban areas, not covered by a more detailed community or areawide plan, may be permitted at densities exceeding those depicted on the Land Use Policy Map subject to conformance with the following criteria:

1) The proposed project will not disrupt sound residential neighborhoods nor adversely affect the character of the established community;

2) The proposed project site is of sufficient size to accommodate design features (setbacks, landscaping, buffering, etc.) necessary to ensure compatibility with surrounding uses;

3) The proposed project will not overburden existing public services and facilities;

4) The proposed use will not disrupt or adversely impact local traffic and parking conditions; and

5) Compatibility of the proposed project with surrounding uses, in terms of scale, intensity and design, is ensured through specific site plan review.*

Low and Moderate Income Housing: General Plan policy strongly supports the provision of critically needed low and moderate income housing.** In support of this policy emphasis, the Plan proposes the development and application of density bonus and other programs designed to stimulate production of such housing by both the public and private sectors.

The General Plan further recognizes, however, that the precise design and location of future low and moderate income housing cannot adequately be reflected by mapped land use policy at either the countywide or local areawide/community levels. Thus,

*While at present the Conditional Use Permit process is the primary mechanism available to assure compliance with an approved site plan, new and improved development controls may be employed as they become available.

**The Housing Element discusses in detail the topic of low and moderate income housing, sets forth applicable locational criteria, and describes a variety of mechanisms which may be employed to encourage the provision of critically needed units.

adopted programs for the development of low and moderate income housing units may modify the urban use type and intensity standards established by generalized countywide, areawide and community land use plans. Such programs shall include appropriate design and density parameters for specific development proposals that reflect the following considerations:

1) The compatibility of the proposed project, in terms of scale and design, with surrounding land uses and established community character;

2) The viability of the proposed project in terms of a long term commitment and ability to meet identified low and moderate income housing needs; and,

3) The location of the proposed project relative to shopping and employment opportunities, and accessibility to necessary public services and facilities.

NON-INDUSTRIAL USES WITHIN MAJOR INDUSTRIAL AREAS

The countywide General Plan recognizes the limited supply of prime land available for future industrial growth and development. This scarcity is particularly acute in the southern portions of the County where the majority of the current and projected labor force will reside. The Plan also recognizes, however, that the Major Industrial category depicted on the Land Use Policy Map is, due to mapping scale and data resource factors, generalized in nature, and may in fact include areas with limited potential for industrial development. Therefore, establishment of non-industrial uses within identified Major Industrial areas, not covered by a more detailed areawide or community plan, may be permitted subject to findings of compliance with the following conditions:

1) The area in question is not suitable for present or future industrial use due to conflicts with existing or emerging

land use patterns, lack of sufficient and adequate access, or the presence of site specific physical characteristics posing severe constraints for industrial development; or the proposed use demonstrates a desirable, compatible and well-integrated pattern of employment and housing opportunities, and thereby furthers General Plan objectives pertaining to reduced energy consumption and improved air quality.

2) The proposed non-industrial use, individually or in combination with adjacent uses, will not adversely impact the viability of surrounding areas for the maintenance or expansion of industrial activities.

3) Compatibility of the proposed non-industrial use with current and future industrial activities in the area is ensured through specific site plan review and approval.

LOCAL COMMERCIAL AND INDUSTRIAL SERVICES

Due to the scale and nature of the countywide Land Use Policy Map, locally-serving commercial and industrial uses are generally not shown. Such localized land use types and associated development standards are more appropriately addressed by detailed community and areawide plans. However, in order to provide guidance for decision making in the absence of an adopted local plan, the following general conditions and standards are provided.

Definition: For purposes of the countywide Land Use Element, local commercial and industrial uses are defined as individual enterprises, or small scale multi-use centers, serving the needs of the local community. Such uses include:

1) Facilities providing neighborhood or community convenience goods and services;

2) Highway or roadside facilities and services of a minor nature (i.e., gas stations, cafes, motels, etc.);

3) Local community/neighborhood-serving office and professional services; and

4) Light industrial uses of a minor nature, as defined by the scale of the facility, number of employees, service area, and general compatibility within the community setting (it is not the intent of countywide land use policy to prohibit the establishment or continued operation of local "cottage industry" uses where compatible with surrounding land use patterns).

Guidelines governing the general location, scale, design and circulation characteristics of local commercial and industrial uses (hereafter referred to as local services) are set forth below:

Location:

1) The proposed use should be easily accessible and should be situated at community focal points such as major intersections and established neighborhood shopping facilities.

2) The proposed use should be located so as not to invade or disrupt sound existing residential neighborhoods nor conflict with established community land use, parking and circulation patterns.

Scale:

1) The scale of local service uses, in terms of acreage and permitted floor area, should be limited to that which can be justified by local community and neighbor-

hood needs. In most instances, such uses, individually or in aggregate, should not exceed 10 acres in size.

2) The height of proposed facilities should not exceed the general profile established by existing uses, and should in no event exceed that of neighboring residential development.

3) The overall scale and intensity of proposed local service uses should be in keeping with the surrounding neighborhood or community setting.

Design:

1) Local service uses should be designed, in terms of setbacks, landscaping, lighting and buffering, so as to ensure compatibility with surrounding uses.

2) Proposed local service uses should reflect locally recognized architectural themes and enhance overall community character.

3) Local commercial signs and graphic displays should generally be confined to the facade surface of the business establishment, and should not project above the roofline or disrupt the architectural design of the structure.

4) Free-standing signs should generally be discouraged, and permitted only where they are determined to be aesthetically and functionally appropriate.

5) Off-site signs should be prohibited.

Access and Traffic:

1) The size and intensity of local service uses should be confined to the extent that anticipated traffic generation does not adversely affect conditions on adjacent streets and highways.

2) Access, egress and onsite parking should be provided in a manner which maximizes safety and convenience, and minimizes adverse impacts on surrounding neighborhood and community land use patterns.

OPEN SPACE AREAS

Due to the scale and generalized nature of the Land Use Policy Map, it is conceivable that privately owned lands not intended for long term open space use have been included within the Open Space classification. The Plan therefore seeks to provide a mechanism to guide detailed land use consideration in instances where mapped policy, by itself, is unclear or inadequate. In combination with the textual and mapped policies of the Plan, the general standards and conditions set forth below are intended to provide such a mechanism.

Compatible Uses: Land within the Open Space classification of the countywide General Plan may, as a matter of course, be developed to any use permitted in Zones O-S (Open Space) and W (Watershed) of the Los Angeles County Zoning Ordinance, subject to the conditions and standards of those zones.* Such uses include a variety of agricultural, recreational, mineral extraction, and public and semi-public activities and services.

*Private inholdings within the Angeles and Los Padres National Forests are dealt with separately on page III-52 of the Land Use Element, and are not subject to the conditions and standards set forth for Open Space areas.

Alternative Use Determinations: In the event that development, other than that provided for above, is proposed for property within an Open Space classification not intended for long term open space use, the appropriateness of the proposed project shall be reviewed and determined in light of the following considerations:

Finding: In reviewing a proposal for development within the Open Space classification of the countywide Land Use Policy Map, the Regional Planning Commission shall make a specific finding that the proposed project site was inadvertently included within the open space classification.

Criteria:

1. Land Compatibility/Suitability

   It shall be demonstrated that the subject property is capable of supporting the proposed development without increasing exposure to significant natural hazards or degrading identified critical natural resources. It shall further be established that access to the site is adequate to serve the intended use, and that the provision of necessary services and facilities will not result in undue public costs.

2. Compatibility

   It shall be demonstrated that the proposed development is compatible, in terms of scale and designed character, with surrounding land use patterns. Appropriate use type and intensity standards shall be reflective of those existing or proposed for adjacent non-open space properties.

   It shall further be demonstrated that the scale, design and overall character of the proposed development will not adversely afffect or significantly diminish the open space and recreational potential of adjacent resource areas.

3. Special Considerations

The countywide Land Use Element sets forth a variety of general standards and conditions for development to guide land use decision making in the absence of specific mapped policy (i.e., urban and non-urban residential development standards, residential infill, low and moderate income housing, local commercial and industrial facilities, special management areas, etc.). Where applicable, such general standards and conditions for development shall be employed to guide decisions relative to appropriate alternative use of lands within the Open Space classification.

4. Site Design Review

The appropriateness of a specific development proposal within a designated Open Space Area, in terms of suitability, scale, design and character shall be assured through the review and approval of a specific site plan, with conditions established as necessary through normal zoning or land division procedures.

NON-URBAN RESIDENTIAL DEVELOPMENT

The intent of the General Plan policy with regard to use types and intensities permitted in non-urban areas is outlined in the countywide Land Use Policy Map discussion. The general conditions set forth below expand upon that statement of intent, and are designed to provide guidance for decision-making in the absence of more specific standards and performance criteria.

Except as otherwise provided for by an adopted areawide, community or specific plan, or as modifed by the special management and rural community provisions of the General Plan, non-urban residential development may be permitted at densities ranging from a baseline of one unit per five acres, to a maximum of

one unit per acre.* All proposals for non-urban residential development which exceed the countywide density baseline shall be subject to substantial compliance with the following conditions:**

1) The proposed use will not adversely affect local environmental quality or degrade significant natural resources such as sensitive habitat areas, riparian woodlands, and scenic vistas.
2) The proposed use will not be detrimental to public health and safety because of hazardous or special conditions.
3) The proposed use will not substantially contribute to the deterioration of air or water quality.
4) The proposed use, individually or in combination with other existing and proposed use patterns, will not require extension or expansion of urban services and facilities.
5) The proposed use is conveniently accessible by paved road, and will not, individually or in combination with other existing and proposed use patterns, overburden existing non-urban roadways.
6) The proposed use is served by water supplies and distribution facilities of sufficient capacity to meet anticipated domestic and fire protection needs.
7) The proposed use is compatible with the character of surrounding development patterns.

Density transfer from urban to non-urban areas is not permitted. Within non-urban areas, density transfer is generally encouraged

*In no event shall non-urban densities authorized by an adopted areawide or community plan exceed a maximum of one dwelling unit per acre.

**The performance criteria for non-urban hillside development articulate in greater detail the general conditions set forth. Where applicable, such performance criteria will augment general conditions for non-urban residential development.

as a means of reducing potential adverse impacts, preserving scenic areas and providing increased open space and other design amenities. Precluded, however, are density transfer proposals which result in the creation of new urban communities, noncontiguous to existing or planned urban areas and requiring an urban level of services and facilities not consistent with the intent of General Plan policy.

NON-URBAN HILLSIDE DEVELOPMENT

Hillside management areas are defined as mountainous and foothill terrain having a natural slope of 25% or more. Such lands are generally illustrated as Hillside Management Areas on the Special Management Areas Policy Map (see Conservation and Open Space Element). While the General Plan provides for limited urban hillside development, most hillside management areas fall within the non-urban land use classification.* In these areas, it is the intent of Plan policy to permit uses which are compatible with hillside character and suitability factors, which do not create a demand for public investment in urban services and facilities, and which do not cause significant adverse environmental impacts.

Uses compatible within non-urban hillside management areas include: recreation; non-urban residential uses subject to the density threshold set forth below; limited commercial and highway oriented uses serving local residents and travelers; and certain industrial, extractive, agricultural, and public uses, which by their nature can appropriately be located in remote hillside areas.

Residential development within non-urban hillside management areas is subject to the following density standards:

*See Appendix A for a more detailed discussion of urban hillside development standards.

COUNTYWIDE DENSITY THRESHOLD

Natural Slope	Low	High
25 to 50%	1 d.u./10 acres	1 d.u./2 acres
Greater than 50%	Not Applicable	1 d.u./20 acres

In areas of greater than 50% natural slope, a maximum density of one dwelling unit per 20 acres shall apply in all unincorporated areas. In areas with slopes ranging from 25% to 50%, development proposals exceeding the low density threshold are subject to the Hillside Management/Performance Review Procedure*. The density granted will reflect the extent to which performance criteria are met.

Adopted areawide, community and specific plans may establish the maximum permitted non-urban densities for lands ranging from 25% to 50% natural slope. However, in no case will such densities be greater than the one dwelling unit per acre maximum established for all non-urban areas.

Under the Performance Review Procedure, development proposals with densities above the low threshold shall be required to demonstrate the following:

1. Public Safety:
   The proposed project is located and designed so as to protect the safety of current and future community residents and will not create significant threats to life and/or property due to the presence of geologic, seismic, slope instability, fire, flood or erosion hazards.

*The Hillside Management/Performance Review Procedure, set forth in Appendix A, takes precedence over the Hillside Management Area procedures in the Santa Clarita Valley Areawide General Plan, adopted on July 12, 1977.

2. Resource Protection:
   The proposed project is compatible with the natural biotic, cultural, scenic and open space resources of the area.

3. Suitability for Development:
   The proposed project is conveniently served by (or provides) neighborhood shopping and commercial facilities, can be provided with essential public services without imposing undue costs on the total community, and is consistent with the objectives and policies of the General Plan.

4. Quality of Design:
   The proposed project demonstrates creative and imaginative design resulting in a visual quality that will complement community character and benefit current and future community residents.

Performance review criteria and the process for determining compliance are set forth in Appendix A of this Element.

SIGNIFICANT ECOLOGICAL AREAS/HABITAT MANAGEMENT (SEAs)

It is the intent of General Plan policy to preserve the County's significant ecological resources and habitat areas in as viable and natural condition as possible. Major factors influencing the realization of Plan objectives in this regard include the County's ability to accurately identify areas of significant resource value; the availability of financial and other resources necessary to support preservation, restoration and enhancement efforts; and, competing priorities between resource preservation and other critical public needs.

Recognizing the resource values at stake and the constraints imposed by competing priorities and objectives, the General

Plan seeks to provide a process for reconciling specific conflicts between proposed land use and the preservation of identified Significant Ecological Areas. The Plan does not, however, suggest that this can be accomplished by applying a single set of regulatory standards to all SEAs. Nor does it infer that reasonable use of privately held lands within such areas shall be precluded without just compensation. Instead, the Plan recognizes that measures necessary to preserve and enhance Significant Ecological Areas will vary depending on the nature of resource values present and the degree of threat implied by potentially incompatible development. Within this context, the following general conditions and standards are provided to guide specific land use decisions.

SEA Compatible Land Uses: Within Significant Ecological Areas the following activities are considered compatible by definition: regulated scientific study; passive recreation including wildlife observation and photography; and limited picnicking, riding and hiking, and overnight camping. In addition, the following uses may be compatible as determined by a detailed biotic survey and such conditions as may be necessary to ensure protection of identified ecological resources:

1) Residential uses at densities compatible with the resource values present, and consistent with community character in terms of both overall density and magnitude as defined in adopted community, areawide, or countywide plans;

2) Where provided for in an adopted community or areawide plan, commercial uses of a minor nature serving local residents and visitors;

3) Where no alternative site or alignment is feasible, public and semi-public uses essential to the maintenance of public health, safety and welfare;

4) Agricultural uses compatible with the resource values present; and,

5) Where compatible with identified biotic resources, extractive uses including oil and gas recovery, and rock, sand and gravel quarrying.

SEA Design Compatibility Criteria: Each development proposed within a designated SEA will be reviewed for compliance with the following design criteria:

1) The development is designed to be highly compatible with biotic resources present, including the setting aside of appropriate and sufficient undisturbed areas;

2) The development is designed to maintain waterbodies, watercourses, and their tributaries in a natural state;

3) The development is designed so that wildlife movement corridors (migratory paths) are left in a natural and undisturbed state;

4) The development retains sufficient natural vegetative cover and/or open spaces to buffer critical resource areas from the proposed use;

5) Where necessary, fences or walls are provided to buffer important habitat areas from development; and,

6) Roads and utilities serving the proposed development are located and designed so as not to conflict with critical resources, habitat areas or migratory paths.

SEA Performance Review: The key components and participants in the Significant Ecological Area/Performance Review Procedure are

generally identified below. The countywide Land Use Element leaves for further definition the specific procedural steps and regulatory mechanisms to be employed.

1) Resource Identification - Development permit applications, including zoning, land division, building and grading permit requests, shall be accompanied by an adequate biotic analysis of the SEA or affected portion thereof. Necessary biotic data is to be prepared through a cooperative process involving both the project applicant and appropriate public agencies. The Department of Regional Planning shall be the lead agency in this regard.

2) Technical Review/Development Guidelines - The biotic analysis will be submitted with the preliminary project plan to an appointed Significant Ecological Area Technical Advisory Committee. This committee will function to review the biotic data submitted for its adequacy, and recommended conditions and guidelines for final project design.

3) Project Design Review - Planning staff in cooperation with the Technical Advisory Committee will review project plans submitted by the applicant for compliance with recommended conditions and guidelines.

4) Impact Analysis - Based on the biotic data previously generated and such other information as may be requested from the applicant, planning staff shall prepare a draft environmental impact report identifying potential project impacts and possible mitigation measures.

5) Regional Planning Commission Review and Action - Considering the recommendations of the Technical Advisory Committee,

potential impacts and mitigation measures identified in the Draft EIR, and such other provisions of countywide and local plans as may be applicable, the Regional Planning Commission shall consider and act upon the proposed development plan. Recommendations for approval shall be accompanied by a finding that the proposed project is sensitive to and compatible with the biotic resources of the area. In the event that such a finding cannot be made, the Commission may deny the project, request a revised development plan, or approve and forward the proposal together with a statement of overriding considerations to the Board of Supervisors for further review and action.

FLOOD PRONE AREAS

Areas subject to substantial flood hazard as determined by the County Engineer and Flood Control District are shown as Flood Prone Areas on the Special Management Areas Policy Map (see Conservation and Open Space Element). This classification includes both the watercourse itself and adjacent areas subject to overflow of flood waters during major storms. The County is in the process of mapping flood protection districts for major flood prone areas. These maps will precisely delineate the existing watercourse and additional areas necessary to provide reasonable protection from overflow, erosion and debris deposition.

At such time as a flood protection district is established by ordinance, no permanent structures shall be constructed, altered, modified, or enlarged within the boundaries of the district, except: a) those accessory structures that will not substantially impede the flow of water, and, b) flood control structures approved by the County Flood Control District.

Prior to the establishment of a flood protection district, any development proposed within a flood prone area shall be reviewed by the County Engineer or Flood Control District who will define the area within which no permanent structures or improvements shall be permitted. Within other portions of the flood prone area, development proposals shall be reviewed for compliance with the following criteria:

1) The scale, design and intensity of the proposed project will minimize exposure of current and future community residents to flood related property damage and loss.

2) The proposed project is consistent with density and use standards set forth in applicable countywide, areawide or community land use plans, and is compatible with the character of surrounding development.

3) The proposed project is situated and designed so as to avoid isolation from essential services and facilities in the event of flooding.

4) The costs associated with on and off-site hazard mitigation, including design, construction, and continued maintenance of necessary flood protection facilities will be assumed by the developer and/or future owners, occupants, or residents of the proposed development.

MAJOR FAULT ZONES

Major Fault Zones depicted on the Special Management Areas Policy Map (see Conservation and Open Space Element) reflect both the active and potentially active faults identified in the countywide Seismic Safety Element, and the more detailed fault mapping prepared by the California State Division of Mines and Geology under the provisions of the Alquist-Priolo Special Study

Zones Act.* Strategies and programs for minimizing risks to public health and safety within potential fault rupture zones are more specifically addressed in the adopted countywide Seismic Safety Element. In support of these strategies and programs, the following general standards and conditions for development will apply in all unincorporated areas, and may be expanded and elaborated upon by local community or areawide plans.

Special Study Zones: At such time as a major fault is identified and mapped in accordance with the Alquist-Priolo Act, new development shall comply with criteria established by the State Mining and Geology Board. Essentially, these criteria require the following:

1) A geology report, prepared by a registered geologist, shall be submitted to the appropriate local agency for review prior to approval of proposed development within a Special Study Zone; and,

2) No structure for human occupancy shall be constructed within 50 feet of an active fault trace (specific exceptions include individually constructed, wood frame, single family residences and mobile homes).

Other Major Fault Zones: In addition to the provisions of the County building codes**, the following general conditions for development will apply within major fault zones identified on the Special Management Areas Map:

1) Applications for zoning or tentative subdivision approval or renewal shall be submitted to the County Engineer for review. On the basis of this review, the County Engineer

*California Public Resources Code, Division 2, Chapter 7.5.

**See Los Angeles County Building Code, Sections 310 and 311.

shall determine the necessity for additional geologic data, and establish such conditions for development as may be appropriate.

2) The following uses shall be prohibited: emergency response facilities including sheriff and fire stations; vital facilities including hospitals and major utility and communications installations; and facilities for dependent populations, including but not limited to, schools, day care centers, convalescent homes, institutions for the physically and mentally handicapped, and high security correctional institutions.

POTENTIAL AGRICULTURAL PRESERVES

Potential Agricultural Preserves include large contiguous land areas either devoted to agricultural production or highly suitable for agricultural use due to the presence of favorable growing conditions such as climate, soils, and water (see Conservation and Open Space Element). The intent of General Plan policy is to preserve and protect such resource areas from the intrusion of incompatible uses which conflict with or preclude viable agricultural activity.

To this end, the Plan supports voluntary establishment of agricultural preserves such as those provided for by the California Land Conservation Act. The Act provides incentives for the preservation of prime agricultural lands, and sets forth specific criteria governing the creation and maintenance of recognized preserves.

The General Plan further recommends improved planning and tools to preserve agricultural resource areas. Efforts in this regard should involve the cooperative participation of farming interests, resource conservation districts, the County Agricultural Commissioner and other concerned State and federal agencies. More specifically, the Plan recommends the development and application

of exclusive agricultural zones designed to minimize conflicts between agricultural and other urban and non-urban land uses. Such zones define compatible use types and intensitites based upon the characteristics and needs of local agricultural activities.

The general standards and conditions provided below will guide land use decisions relative to Potential Agricultural Preserves in the absence of more refined resource management devices. New mechanisms, such as exclusive agricultural zoning and preserve programs, may supplement or replace these standards and conditions as they are developed and applied.

1) Use of lands within identified Potential Agricultural Preserves shall be subject to the use standards and conditions established by exclusive agricultural zoning. Uses may include but are not limited to the growing of field, tree, bush, berry and row crops including nursery stock. In addition, processing and sales of agricultural commodities, dairies, feed mills, livestock, poultry and horse keeping may be appropriate where compatible with surrounding uses.

In cases where residential development is proposed within Potential Agricultural Preserves, the following guidelines shall govern.

2) In addition to the zoning/use standards referenced above, legally created parcels within identified Potential Agricultural Preserves, less than five acres in size, may be developed for non-urban residential use subject to conditions and density standards established by adopted community, areawide, and countywide plans. Approval of such non-urban residential development shall be subject to a finding that the proposed use will not, individually or in combination with surrounding residential use patterns,

substantially impair or have a significantly adverse affect on adjacent agricultural activities.

3) In addition to the zoning/use standards referenced above, parcels within identified Potential Agricultural Preserves, five acres in size or larger, may be developed for non-urban residential use at densities not exceeding one dwelling unit per ten acres. Approval of such non-urban residential development shall be subject to compliance with applicable provisions of adopted community, areawide, and countywide plans, and shall be accompanied by a finding that the proposed use will not, individually or in combination with surrounding residential use patterns, substantially impair or have a significantly adverse affect on adjacent agricultural activities.

NATIONAL FORESTS

The Los Padres and Angeles National Forests encompass nearly 650,000 acres of land within Los Angeles County. While the Forest Service maintains comprehensive resource management programs for the majority of this area, there are nearly 40,000 acres of privately owned "inholdings" within the Forest boundaries. For these areas, the County retains primary responsibility in terms of land use regulation.

The following general conditions and standards provide guidance for land use decisions relative to private inholdings within the National Forests:

1) Privately owned lands within the National Forests will be assumed to be subject to a high degree of natural hazard. As a result, non-urban residential development shall be limited to a maximum residential density of one dwelling

unit per five acres, and will be subject to applicable hillside mangement and flood protection performance standards and criteria.

2) All proposed private and public development projects within the National Forests will be reviewed by both the Regional Planning Commission and U.S. Forestry Service for compliance with applicable land use and resource management plans.

OPEN SPACE EASEMENTS AND DEDICATIONS

The California Open Space Easement Act of 1969 sets forth general conditions governing the creation of recognized open space easements. Agreements or contracts establishing such easements specify the standards and conditions for uses and activities permitted within the area covered.

For purposes of the General Plan, open space dedications are defined as privately owned lands which have been set aside for permanent open space as part of a larger land development proposal. Commitment of such lands to long term open space use is typically assured through deed restrictions or dedication of construction rights, secured at the time of development permit approval. Within dedicated open space areas, standards and conditions for use are specifically set forth as conditions of the zoning permit or subdivision tract map.

COASTAL ZONE

In accordance with the 1976 California Coastal Act, Los Angeles County has undertaken the preparation of local coastal programs for the unincorporated Malibu coast, Marina Del Rey, Los Alamitos and the off-shore island of Santa Catalina. At such time as these programs are completed, they will be adopted as the Coastal Element of the countywide General Plan, and will

establish detailed land use policy within the coastal zone. Prior to the adoption of local coastal programs, specific development proposals will be subject to compliance with applicable policies of adopted countywide, areawide and community plans, as well as conformance with the provisions of the California Coastal Act.

SCENIC HIGHWAYS

Scenic highways are identified in the countywide Scenic Highway Element and include adopted State Scenic Highways. Proposed development within all adopted and proposed scenic corridors shall be reviewed for consistency with the following design criteria:

1) The proposed development should be designed to create a consistent visual relationship with surrounding development and with the natural terrain and vegetation.

2) Structures and landscaping should complement and enhance scenic views.

3) If possible, potential unsightly features should be located in areas not visible from the scenic highway. If this is not feasible, they should be screened by landscaping, fencing, or other appropriate means.

4) Grading should result in final contours which are compatible with the existing terrain.

5) The number of access roads to or from the scenic highway should be minimized wherever possible, consistent with safety and circulation needs.

6) Watercourses should be preserved in their present condition except where necessary to restore to a state more consistent with a natural appearance.

7) Commercial or industrial uses should be conducted entirely within closed buildings, except for restaurants, recreational uses and gasoline/service stations.

8) Outdoor advertising (billboards, subdivision directional signs, etc.) shall be prohibited.

At such time as a plan is adopted for a specific scenic corridor, additional criteria and standards may be applied.

MINERAL RESOURCE AREAS

Mineral resource areas include existing surface mining activities, areas identified or to be identified as containing significant mineral resources by the State Mining and Geology Board, and areas suitable for the production of energy resources, including crude oil and natural gas.

Compatibility of Proposed Development: Within identified mineral resource areas, proposed development other than open space, passive recreation, agriculture, extraction or surface mining shall be reviewed for compatibility with existing or potential mineral resource production. This review will consider the following factors:

1) The value of mineral resources located within the vicinity of the proposed development.

2) The feasibility of extracting the identified mineral resources within a reasonable time period prior to development of the proposed use.

3) The cost of restoring the site in accordance with acceptable reclamation standards.

In addition, the proposed development shall be designed so that it does not inhibit the future development of extractive, surface mining or energy production facilities and shall make provisions to buffer the proposed use from existing or future mineral resource activities.

Extractive Uses: All extractive surface mining facilities shall be subject to the following conditions:

1) Control of slope excavations;
2) Control of erosion and sedimentation;
3) Control of water quality, runoff and flooding;
4) Protection of fish and wildlife;
5) Provision of adequate setbacks from adjacent uses;
6) Control of noise, dust, vibration, smoke, dirt, odors and lighting; and,
7) Salvage of topsoil.

In addition to the above conditions, pursuant to the provisions of the California Surface Mining and Reclamation Act, all mining activities in operation as of January, 1976 and those placed in operation after that date shall be required to submit a reclamation plan which shall provide for appropriate measures to rehabilitate the site prior to its abandonment.

CULTURAL HERITAGE RESOURCES

Cultural heritage resources include known archaeological and paleontological areas, sites and structures, which have been identified in authoritative surveys of archaeological societies, historical societies and academic studies. These sites are too numerous and, in most cases, too small to permit adequate mapping at the General Plan scale.

Within the unincorporated area, the following guidelines shall apply to proposed development in areas identified in the above mentioned authoritative surveys and for sites found to have historical and scientific value:

Archaeological and Paleontological Resources:

1) A literature search for valid archaeological or paleontological surveys shall be conducted (for each initial study of a public or private project).

2) If the literature search indicates a strong likelihood that an archaeological or paleontological resource would be impacted by the proposed project, a study of the project site shall be made by a qualified archaeologist or paleontologist. This study shall determine the scientific value of finds, if any, and a recommendation as to their preservation or disposition.

3) Prior to approving a project, the approving agency shall make a determination based on the above report as to what conditions would be necessary to preserve the archaeological or paleontological resources.

4) When a determination has been made to salvage the finds, a reasonable period of time shall be allowed prior to the start of grading to adequately salvage the site.

It is recommended that any materials collected during surface surveys or salvage operations be donated to an appropriate non-profit institution. In the event the property owner wishes to retain possession of the artifacts found, it is desirable that archaeologists or paleontologist be allowed to study and photograph the artifacts.

Historic Sites and Structures: Historic sites and structures include all places, structures or objects currently identified or to be identified in the National Register of Historic Places, the State Department of Parks and Recreation Inventory and the Los Angeles County Historical Landmarks Committee Inventory. These sites and structures are considered to be of countywide significance and to require preservation to the most feasible extent. It is recognized that there may be other sites and structures which are not on the above lists but which may have importance to local communities, and in such cases a community or areawide plan may designate these sites or structures for special land use regulation.

Whenever there is construction, alteration, demolition, grading or other use or activity proposed for a designated historic site or structure, the proposal should consider the following:

1) Insofar as is economically and physically feasible, the integrity of significant historical features of the structure and/or site should be maintained.

2) The proposal should preserve the integrity of sight-lines to the structure.

3) If it is not economically and physically possible to maintain the integrity of the structure or site, a reasonable period of time should be allowed prior to approval to explore other methods of preservation.

4) Development in the vicinity of a historical site or structure should be designed so that the uses permitted and the architectural design will protect the visual integrity of the site or structure, including the consideration of building heights, materials, textures, colors, setbacks and landscaping.

LAND USE ELEMENT
APPENDIX A
HILLSIDE MANAGEMENT/PERFORMANCE REVIEW PROCEDURE

I. INTRODUCTION

The Hillside Management/Performance Review Procedure is designed to protect the health and safety of the public from hazards typically associated with hillside areas and to preserve natural resources and scenic values commonly occuring in hillside environs. In this regard, a key policy of the Conservation and Open Space Element reads:

> "Manage development in hillside areas to protect their natural and scenic character and to reduce risks from fire, flood, mudslide, erosion and landslide."

Within this broad policy context, more definitive policy is set out below for two distinct categories: urban and non-urban hillside management areas.

In view of the wide variation in hillside conditions existing in various areas of the County, it is difficult to establish a single set of hillside standards for development that are appropriate countywide. Consequently, areawide and community plans (and specific plans) which regulate hillside standards for development shall establish the maximum permissible densities of development in hillside areas under 50% slope.

II. URBAN HILLSIDE MANAGEMENT AREAS

A. Intent

The intent of the Hillside Management/Performance Review Procedure is to ensure that development in an urban hillside management area is safe, functionally and attractively designed and compatible

with surrounding land uses. Approval of residential development proposals is contingent on the project's ability to mitigate problems of public safety and design, and to preserve distinct visual characteristics or community assets (such as oak trees).

It is further the intent to encourage the design of functional and innovative projects. In this regard, appropriate housing types may include single family detached, attached townhouse or, where zoning permits, multi-family structures. It is also the intent to promote, where feasible, a greater range of housing prices within urban hillside developments.

B. Urban Hillside Management Area Defined

Urban hillside management areas are defined as lands characterized by natural slopes of 25% or greater, included within the urban classifications of the countywide General Development Policy Map and designated for urban use on the countywide Land Use Policy Map. These areas are planned to receive an urban level of services such as roads, utilities, and commercial and public facilities.

C. General Conditions for Development

1. <u>Slope/Density Relationship</u>

Urban hillside management areas may be developed within the range of use types and intensities established by the applicable land use policy map. Residential development greater than the midpoint of the permitted density range will be reviewed for compliance with performance criteria set forth herein, and will require approval of a Development Management Permit.

Local Plan Options - Adopted areawide, community or specific plans may more specifically define permitted uses and densities

with the performance criteria set forth herein, and will require approval of a Development Management Permit.

2. Density Transfer

Density transfer from steeper to more gently rolling and level land is encouraged as a means of preserving the natural terrain, minimizing grading and reducing exposure to natural hazards. A cluster concept may be utilized to minimize adverse visual impacts on neighboring residential uses as long as it does not substantially alter the character of existing neighborhoods.

Local Plan Options - Adopted areawide, community or specific plans may set more specific standards to govern density transfer and clustering, or they may prohibit such practices altogether.

3. Natural or Open Area Standards

A minimum of fifty percent (50%) of a project site shall be retained in a natural or open condition. Open space may consist of open areas in public ownership, common private ownership or private yards. Subject to approval by the Regional Planning Commission, required open areas may include: common open space for passive recreation; areas graded for rounding of slopes to contour appearance; areas of scenic beauty; riding, hiking and bicycle trails; areas cleared for fire supression; and landscaped areas adjacent to streets and highways. Clearing and grading required by the County for such purposes as arterial highway access, and/or major utility rights-of-way, may be excluded from the open area calculation.

Local Plan Option - Adopted areawide, community or specific plans may set natural or open area standards in excess of the minimum countywide standards outlined above.

D. Performance Review Criteria

Development within urban hillside management areas, as contrasted with non-urban hillside management areas, will generally require increased grading, greater traffic capacity on streets, more extensive drainage facilities and greater pedestrian capacity. Within this framework, the following criteria shall apply:

Public Safety:

1. Urban hillside development must meet all applicable County and State subdivision requirements.

2. In most cases, engineering solutions will be given greater consideration in urban hillside management areas (as distinct from non-urban hillside management areas) as a means of mitigating hillside hazards (e.g., landslides, flooding, or erosion problems). However, where major landform changes would be detrimental to visual quality and community character, engineering solutions may be determined to be inappropriate. The appropriateness of proposed engineering solutions will be determined on the basis of compliance with site design criteria for urban hillside management areas.

3. All slopes must be developed in accordance with the County grading ordinance. Where a brush fire hazard exists on the perimeter of a project, a buffer zone of irrigated landscaping must be maintained on the site to diminish the hazard.

Quality of Design:

4. Site Design - The suitability of the location, type, separation, height and schematic design of buildings and landscaping in relation to the site and surrounding area, particularly the appearance of proposed development as viewed from existing developed areas and scenic highways, will be considered in reviewing all development proposals. Site planning, grading, landscaping, and construction techniques which preserve, protect and enhance the visual character of hillside land forms are encouraged. A development should be designed to:

   a) Preserve to the degree possible major natural features including major drainage courses, riparian vegetation, rock outcroppings and stands of oaks and other native trees.

   b) Preserve significant views from major existing residential areas.

   c) Ensure that graded slopes are landscaped and that such landscaping is maintained.

   d) Apply innovative approaches to house placement, using techniques such as stepped multilevel and cantilevered designs.

In addition to the above, the following performance criteria for non-urban hillside management areas shall also apply: Road Design, Building Placement and Design, Landscaping, Utility Lines, and Signs.

III. NON-URBAN HILLSIDE MANAGEMENT AREAS

A. Intent

The intent of the Hillside Management/Performance Review Procedure is to ensure that development in a non-urban hillside management area, where it occurs, will be located in the most suitable and least environmentally sensitive areas, and will be designed in terms of scale and intensity in a manner compatible with the natural resource values and general character of the surrounding community. Approval of residential development proposals that exceed the low density threshold will be based on the ability to mitigate natural hazards and provide for compatible hillside design.

The application of specific performance criteria may vary depending on the particular topographic, geologic and biotic characteristics of a proposed project site. However, the overall objective remains that of ensuring that future hillside development provides for the safety and convenience of community residents, and achieves an overall visual quality harmonious with the non-urban hillside setting.

B. Non-Urban Hillside Management Area Defined

Non-urban hillside management areas are defined as lands characterized by natural slopes of 25% or greater, not designated for future urban use nor scheduled to receive an urban level of services. Such areas are included within the non-urban classifications of the General Development Policy Map and Land Use Policy Map. These lands are generally illustrated as Hillside Management Area on the Special Management Areas Policy Map. (See the Conservation and Open Space Element).

C. General Conditions for Development

The General Plan recognizes non-urban hillside development to be an issue of regional significance. The Plan also embodies community and areawide plans which consider the effects of hillside development at the local level. The following conditions for non-urban hillside development respond to these two levels of concern by providing for the specific determination of residential densities at the local level while at the same time preserving non-urban hillside amenities as regional assets.

Residential Uses

1. Slope Density Relationship*

Residential development shall be subject to the following density standards:

% Slope	Low Density Threshold	Maximum Density
25 to 50	1 dwelling unit/10 ac.	1 d.u./2 acres
Greater than 50	Not Applicable	1 d.u./20 acres

All residential development proposals at densities exceeding the low density threshold (as calculated utilizing the methodology appearing on page III-82) will be reviewed for compliance with the performance criteria set forth herein, and will require a Development Management Permit. The density granted by the Permit will reflect the extent to which performance criteria are met.

*The Hillside Management/Performance Review Procedure does not apply to development on lands of less than 25% natural slope. See Land Use Element, page III-39, for General Conditions and Standards applicable to non-urban residential development.

Local Plan Options - Where adopted areawide, community or specific plans apply, they establish the maximum non-urban densities for lands ranging from 25 to 50% slope. These plans may reflect the countywide standards set forth above, or may set standards more appropriate to protection of identified local hillside resources. Notwithstanding these locally adopted standards, all residential development proposals exceeding the low density threshold established countywide will require approval of a Hillside Development Management Permit. The density granted will reflect the extent to which hillside performance criteria are met. In no case will overall densities be higher than the maximum of one dwelling unit per acre established for all non-urban areas.

2. Areas of 50% Natural Slope and Above

Due to the higher probability of exposure to fire, erosion, and landslide hazards in extreme slopes, a standard of 1 dwelling unit per 20 acres for slopes of 50% (2:1) and above shall constitute the maximum permitted density in all non-urban unincorporated places.

3. Density Transfer

Density transfer from steeper slopes to more gently rolling level land is encouraged as a means of preserving the natural terrain, minimizing grading and reducing exposure to natural hazards. Where a cluster concept is employed, development should minimize adverse visual impacts on neighboring residential uses, and not substantially alter the character of existing communities. In no event is density transfer permitted to areas of a project site predominantly in excess of 50% natural slope.

Local Plan Options - Specific transfer provisions may be established on the basis of an adopted community, areawide or specific plan. Such plans may establish regulations on clustering and lot arrangement to meet local community preferences and characteristics.

4. Natural or Open Area Standards

Within non-urban residential hillside developments, a minimum of seventy percent (70%) of a project site shall be retained in a natural or open condition. Subject to approval by the Regional Planning Commission, required open areas may include: common open space for passive recreation; areas graded for rounding of slopes to contour appearance; areas of scenic beauty; hiking, riding and bicycling trails; areas cleared for fire supression, and landscaped areas adjacent to streets and highways. Clearing and grading required by the County for such purposes as arterial highway access, and/or major utility rights-of-way, may be excluded from the calculation. The designated natural or open area may consist of open space lands in public ownership, common private ownership, or private yards.

Local Plan Options - An adopted area, community or specific plan may set natural or open area standards in excess of the minimum countywide standards outline above.

Non-Residential Uses

Many non-residential uses may be appropriately located in non-urban hillside management areas. Certain uses, by their nature, may require remote hillside locations. Nevertheless, for reasons of public safety, resource protection and general land suitability, safeguards are necessary to discourage intensive development and to minimize environmental disruption and the loss of scenic and open lands. Where it is determined that specific uses may

appropriately be located in hillside environs, they shall be reviewed for compliance with applicable performance criteria. Additional factors, such as the presence of significant ecological resources, may also impose special review requirements. Subject to the above conditions, the following uses may be found appropriate:

1. Industrial uses involving explosives manufacturing, storage of volatile substances, and certain research, development and product testing facilities requiring the seclusion afforded by hillside terrain. Such uses are encouraged to locate in the least environmentally sensitive areas of the County;

2. Agricultural activities including livestock grazing, bee-keeping, orchards and vineyards;

3. Limited commercial and highway oriented uses necessary to serve local residents and travelers;

4. Waste disposal facilities that require canyon locations as a buffer to urban uses. Effectuation of approved site restoration plans shall be required at the termination of such uses;

5. Commercial resort and recreational uses including visitor accommodations, services and facilities, when designed in a manner compatible with and sensitive to surrounding natural resources and scenic amenities;

6. Mineral extraction uses such as quarries and oil and gas fields. Effectuation of approved site restoration plans shall be required at the termination of such uses; and,

7. Utility installations, including communication, water and power facilites.

D. Performance Review Criteria

The performance review criteria outlined below for non-urban hillside management areas are grouped under four major headings: Public Safety, Resource Protection, Suitability for Development, and Quality of Design.

Public Safety:

1. Geologic, Seismic and Slope Stability Conditions

If geologic and soil reports indicate that the project site is affected by potentially hazardous geologic, seismic, or slope stability conditions, the County Engineer shall require, in compliance with the County Building Code, mitigation measures to safeguard life, health and property.*

Mitigation measures may include either avoidance of the potential hazard area or the identification and application of adequate engineering solutions.

All excavations, roads, utilities, structures and other facilites shall be designed to compensate for problem soils and other subsurface conditions. Except for linear systems for which there is no alternative alignment, landslide hazard areas shall be avoided.

Where a hillside development is proposed in an area indicated as a major fault zone, it shall be demonstrated

*Potential geologic and soils problems include, but are not limited to, the presence of active or inactive slide areas, active and potentially active fault rifts, corrosive soils, shrink-swell conditions, or unstable foundation materials such as alluvium, shale, terrace deposits and schist.

through a geologic report that structures will be located in such a manner as to minimize the risk to life and property in case of a major seismic event. No structures for human occupancy are permitted across or within 50 feet of the trace of an active or potentially active fault.

2. Fire, Flood and Erosion

a. Fire: For development occuring on brush-covered slopes, the County Forester and Fire Warden will require adequate fire protection capabilities based on fuel load, topography, weather conditions, access, exposure/occupancy and water supply.

To assist in efficient emergency response and fire protection in designated fire hazard areas, the project should include: 1) the use of fire retardant construction techniques and materials, especially prohibiting untreated wood shake/shingle roofs and siding; 2) clearance of brush for a minimum of 100 feet surrounding individual structures; 3) protective irrigated planting areas surrounding residential structures with provisions for maintenance; 4) a development pattern which provides a defensible fire perimeter (fuel breaks, concentrated pattern, or other measures); 5) provision for adequate identification of dwelling units by prominent signs indicating street names and house numbers; and 6) location of entrances to structures within a distance of street access acceptable to the County Forester and Fire Warden.

b. Flood and Erosion: Development should be located at such distances from floodways (water courses) as determined by the County so as not to interfere with natural drainage during severe storms nor become endangered by such runoff.

During the early phases of project planning, an identification should be made of any flood prone area or areas with high mudflow potential, taking into consideration areas of high fire hazard and erosion potential located uphill or upstream from flood prone areas. The interrelationship of these potential hazards, and satisfactory measures to protect against them, should be demonstrated. Engineering criteria for development in hillside areas are as follows:

1) Account for runoff and debris from tributary areas, considering each lot;

2) Compute runoff debris amounts using Flood Control District criteria;

3) Design lot and locate improvements so debris can be accommodated without damage to improvements and with access to street for cleanup;

4) Provide for passage of flood water and debris to a safe point to discharge (street, channel, debris basin, etc.) without damange to improvements or slopes. Natural stream gradients shall not be altered (i.e. flattened) unless approved by Los Angeles County as consistent with public health, safety and welfare; and,

5) Where the runoff flow rates and debris quantities are too great to be accommodated, as described above, an adequate debris basin and open channel with access for maintenance should be provided.

Resource Protection:

3. Drainage Networks

All water courses should be maintained in as natural a state as possible, minimizing modification of the natural carrying capacity or production of excessive siltation.

4. Biotic Resources

The project design should recognize the value of biotic resources and demonstrate a minimal adverse impact on wildlife habitat areas. Removal of natural vegetation should be minimized by focusing development on land with less natural cover. The presence of significant ecological resources may require special use, intensity and design considerations beyond those mentioned in this Hillside Management/Performance Review Procedure.

5. Cultural Resources

Whenever there is a substantial indication that significant historical, archaeological, or paleontological resources may be located on the project site, a survey by qualified professionals shall be required and, where appropriate, a program for resource preservation or salvage shall be implemented. Whenever possible, the affected portions of the site should be avoided for building purposes.

6. Scenic Resources

The project should protect the visual quality of highly scenic areas and views from scenic highways, roads, trails and key vantage points.

Suitability for Development:

7. Proximity to Services

The practicality of providing adequate public services without incurring unusual public costs should be demonstrated. Public service extensions into hillside areas should address existing and projected service problems and deficiencies. Those improvement costs which benefit only a particular development should be borne by that development, while costs of improvements beneficial to a greater segment of the overall community should be shared by the community.

Development within hillside areas should be reasonably accessible to shopping and other service facilities.

8. Water Supply and Waste Disposal

Adequate water for domestic consumption and fire protection must be available. Connection to public sewers or provision of a central sewage treatment and disposal facility capable of adequately serving all lots within the development shall be required unless engineering studies clearly demonstrate the acceptability of private disposal systems from the standpoint of geology, sanitation and water quality.

9. Road Capacity

Adequate road capacity should be demonstrated to accommodate the anticipated traffic of the proposed development. Capacity to allow for ingress and egress must be based on the assumption that at least one lane of access road may be temporarily closed due to slope failures or parking of emergency vehicles. Road widths should be designed for

these contingencies but, wherever possible, kept to a minimum to avoid excessive grading. The ability of major and secondary highways to serve as escape routes and to accommodate seasonal recreation traffic (including weekend peak loads) from outside the area shall be considered in reviewing the development proposal.

Quality of Design:

10. Road Design

All roads shall be designed for vehicular and pedestrian circulation capable of providing adequate means of ingress and egress for both residents and emergency or other service vehicles. In hillside areas, the analysis of site characteristics may allow for innovative design of roadways to take advantage of topography and views. Such roadway design, where appropriate in terms of safety and maintenance costs, may minimize grading and improve overall project design. Travelway width requirements shall be a minimum of 28 feet in the steepest, lowest density areas, where no guest and utility parking is required. However, any modifications of current standards or design criteria should be discussed with the Los Angeles County Road Department and other interested departments prior to proposing a tentative project design.

Special approval will be required under the Subdivision Ordinance for gradients over 6% for any road identified on the Los Angeles County Highway Plan (commonly known as the Master Plan of Highways) and over 15% for minor residential streets. Gradients of over 12% for collector streets are acceptable only for short, intermittent stretches.

11. Site Design and Grading

The suitability of the location, type, separation, height and schematic design of buildings and landscaping in relation to the site and surrounding area, particularly the appearance of proposed development from existing developed areas and scenic highways, will be considered in reviewing all development proposals. Site planning, grading, landscaping, and construction techniques which preserve, protect and enhance the visual character of the hillside land forms are encouraged. A development should be designed to:

a) Minimize grading on the site and maximize retention of natural topography.
b) Utilize contour grading to present a rounded or undulating appearance blending with the natural terrain.
c) Protect the character of drainage courses, riparian vegetation, rock outcroppings, and existing stands of oaks and other native trees.
d) Preserve significant views from major existing residential areas.
e) Minimize grading for roads, streets, and storm drains consistent with public health and safety.
f) Protect against excessive sedimentation and erosion caused by water, burrowing rodents, etc.
g) Limit grading to that necessary for the primary use of each lot. (Curb parkways may be eliminated, and front yard requirements may be reduced if this will facilitate less grading and alteration of the site.)
h) Apply innovative approaches to house placement using techniques such as stepped multi-level and cantilevered designs.

12. Building Placement and Design

Placement of residential structures shall be designed to preserve scenic values. Where feasible, structures should be placed so that roof lines do not protrude above road grade, on the down slope side. The imaginative use of multi-level residential development is encouraged to reduce grading, enhance view potential, and maximize usable outdoor space. Major ridgelines should be preserved wherever possible. Where practical, structures should be limited to one story on major ridgelines. In addition, clustered development projects should be designed to minimize adverse visual impacts on neighboring residential uses, and to achieve compatibility with established community character.

13. Landscaping

Subject to the fire protection criteria set forth earlier, existing healthy and attractive vegetation, especially specimen trees, should be preserved wherever possible. New plant materials should be selected which will effectively screen or soften the visual impact of new developments. All cut-and-fill slopes over five feet in vertical height should be planted with adequate plant materials to protect against erosion. Trees, shrubs and ground covers shall completely cover exposed graded area.

14. Utility Lines

Undergrounding of all local utilities is desirable. New overhead major utility lines (e.g. power, telephone or transmission lines) should follow the least visible route and cross ridgelines at the most visually unobtrusive locations.

15. Signs

Signs are not to block significant views, cause visual clutter, or disrupt the sight line to the horizon. Where

permitted, signs, including off-premise outdoor advertising signs, are to be carefully designed to have a minimum impact on scenic features.

III. PERFORMANCE REVIEW PROCEDURE

All hillside development proposals on lands of 25% or greater natural slope are subject to, and shall be reviewed for, compliance with applicable performance criteria.* For projects not exceeding low-density thresholds (or density range midpoints in urban areas), compliance with applicable performance criteria will be reviewed as part of normal case processing procedures. Proposed developments exceeding established low density thresholds (or density range mid-points in urban areas) will require the additional review and approval of a Development Management Permit. During the course of permit processing, impact analysis procedures provide an opportunity for the early identification of potential adverse effects in terms of hazards or resource loss, as well as providing the overall framework for impact mitigation.

A. Required Findings

In order to ensure that future hillside development is consistent with General Plan goals and objectives and in compliance with established performance criteria, the approval of all hillside development proposals within the purview of the Hillside Management/Performance

*Development proposals are defined as any application for approval or renewed approval of land division, zone designation, use permit, or other similar applications provided for in present or future ordinances.

Review Procedure shall be supported by the following findings:

1. Public Safety
   The proposed project is located and designed so as to protect the safety of current and future community residents, and will not create significant threats to life and/or property due to the presence of geologic, seismic, slope instability, fire, flood, or erosion hazards.

2. Resource Protection
   The proposed project is compatible with the natural biotic, cultural, scenic and open space resources of the area.

3. Suitability for Development
   The proposed project is conveniently served by (or provides) neighborhood shopping and commercial facilities, can be provided with essential public services without imposing undue costs on the total community, and is consistent with the objectives and policies of the General Plan.

4. Quality of Design
   The proposed project demonstrates creative and imaginative design resulting in a visual quality that will complement community character and benefit current and future community residents.

B. Performance Review Procedure

The process outlined below (and diagrammed in Figure 3.1) is designed to reduce the time, costs and uncertainty involved in securing permit approval for well-designed hillside

development, while ensuring that such development will not result in increased exposure to natural hazards or result in the loss of significant natural resources. Wherever possible, concurrent processing of required development permits is desirable. The general steps involved in the performance review procedure are as follows:

Step #1 - Pre-Application Counseling

Applicants proposing to develop in hillside areas are encouraged to submit information regarding project site location, topographic characteristics, slope analysis, and preliminary development concept to planning staff for review. Staff will review the submitted slope analysis and advise the applicant as to general development parameters and options (i.e., performance review criteria and permitted density ranges), and required permit approvals (i.e., zone change, Development Management Permit, parcel map, tract map, etc.).

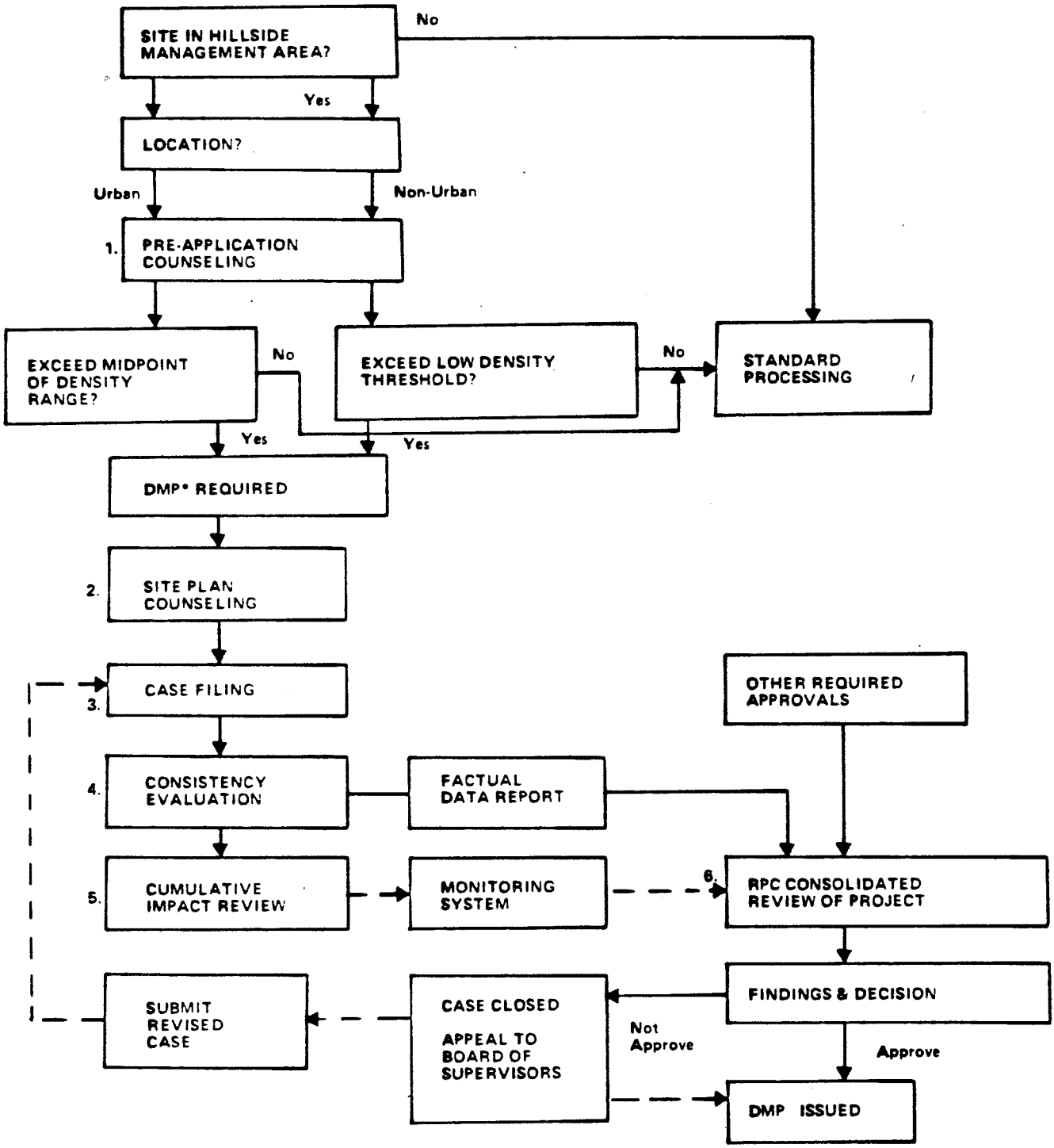
If the proposed project involves non-urban residential development at a density at or less than the countywide low density threshold, approval of a Development Management Permit will not be required. The same exception will be applicable to urban hillside development proposals that do not exceed the midpoint of the permitted density range.

However, where non-urban and urban hillside development proposals exceed applicable low density thresholds, compliance with performance review criteria will be assured through the review and approval of a Development Management Permit.

Step #2 - Preliminary Development Plan Review

For projects requiring approval of a Development Management Permit, the applicant will be invited to meet and discuss the preliminary project design with involved planning staff. This step will be integrated with present impact analysis procedures and will precede case filing.

FIGURE 3.1
DEVELOPMENT MANAGEMENT PERMIT PROCESS



Preliminary plan review will be directed toward developing a project which is both acceptable to the applicant and in conformance with hillside performance criteria. In addition, this pre-submittal review will clarify potential issues and establish a tentative case processing schedule.

Step #3 - Formal Case Filing

Based upon the information generated in the preliminary plan review cycle, the applicant may choose to file the proposed development plan, or a modified version thereof, paying all required processing fees. In addition, further data needs identified in the preliminary plan review should be submitted at this time.

Step #4 - Consistency Evaluation

Following case filing, planning staff will reevaluate the project plan and include in the factual data report information pertinent to project compliance with specific performance criteria. This report will provide a basis for subsequent Commission findings and recommendations relative to the project's consistency with General Plan policy and Hillside Management objectives. Once prepared, this report will be included in all applicable case files and will be presented to the Regional Planning Commission for consideration at the public hearing on the proposed development.

Step #5 - Cumulative Impact Review

As part of the General Plan monitoring system, the planning staff will concurrently evaluate proposed hillside developments for their cumulative impact.*

*When development approaches the growth projections for a planning area, staff will advise the Commission so that timely and orderly review of the General Plan may commence.

This analysis will focus on the potential impact of projects on nearby areas (including natural resources, hazards and visual character), and on the relationship of developments to the Planning Area's growth projections indicated in the General Plan.

Step #6 - Project Review and Action

Based upon testimony presented at the public hearing, and the analysis presented in the factual data report, the Regional Planning Commission may (1) act to approve the proposed project as being consistent with County planning policy; (2) request the applicant to revise the project in terms of scale, intensity, or design to more accurately reflect Plan policies and objectives; or (3) deny the proposed development due to inconsistencies with applicable countywide, community or areawide planning policy.

IV. DENSITY CALCULATION METHOD

The slope map to be used with the Hillside Management/Performance Review Procedure will show three categories of slope: under 25, 25 to 50% and greater than 50%. The map will be used to determine the permitted density range for a given parcel, and identify the most suitable areas for development. The steps outlined below should be followed to determine applicable density ranges and thresholds:

Step #1

Use a contour map to show parcel boundaries. Segment out and identify portions of the property characterized by natural slopes of under 25%, 25 to 50% and greater than 50%. For larger parcels (500 acres or more), identified contour intervals should not exceed 20 feet. Intervals of 10 feet or less are required for parcels of less than 500 acres.

Step #2

Calculate the total acreage within each slope category.

Step #3

Determine the Low Density Threshold for the subject property, and calculate and total the number of permitted dwelling units per acre for each slope category utilizing the low end of the applicable urban or non-urban density range.

Step #4

Determine the maximum density yield, and calculate and total the number of permitted dwelling units per acre for each slope category utilizing the high end of the applicable urban or non-urban density range. If the property in question is located within an area covered by a community, areawide or specific plan, maximum permitted densities shall be governed by the adopted local plan.

Having prepared the required slope map and identified the permitted density range, specific project proposals will be reviewed relative to the provisions of the Hillside Management/Performance Review Procedure set forth herein.

LAND USE
GLOSSARY

BY-PASSED LAND
Land which remains undeveloped within generally urbanized areas.

CENTRALIZATION
As used in discussion of land use trends, the term refers to an intensification or concentration of urban development within established urban areas.

DECENTRALIZATION
As used in discussion of land use trends, this term refers to an extension or dispersion of urban development into areas previously undeveloped or in essentially non-urban use.

INFILL
The conversion of vacant or agricultural land within the urban area to an urban use.

INFRASTRUCTURE
Basic utilities and facilities necessary for development, such as water, electricity, sewers, streets and highways.

PRIME BUILDABLE LAND
Undeveloped land which presents few or no physical constraints to development, is served by appropriate levels of infrastructure and public services, and is reasonably near existing urbanization.

SCENIC CORRIDORS
The visible land area outside of the highway right-of-way (to be defined through scenic corridor studies of proposed routes in the Scenic Highway Element).

SHADOWING
Refers to shadows cast by structures onto surrounding land uses.

SPHERES OF INFLUENCE
Unincorporated areas currently beyond the boundary of a city, but likely to be included in the city's ultimate physical boundary, due to its ability to provide services, and its social and economic interdependence with the area. These areas are formally designated and adopted by the Local Agency Formation Commission.

URBAN EXPANSION
Geographic extension of urban levels of development and service into previously undeveloped or non-urban areas.

COUNTY OF LOS ANGELES

GENERAL PLAN

HOUSING ELEMENT

HOUSING ELEMENT

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INTRODUCTION

Adequate housing is basic to the quality of life. Housing is shelter, a focus for family life, the place where children are reared. The home is both a place of work and leisure. Good housing should provide privacy, security and a sense of worth.

In Los Angeles County, most people live in good housing suitable to their needs. Yet, in recent years, the rising costs of housing construction and maintenance have limited the opportunity of some segments of the population to live in decent housing. An intensified effort by the public and private sectors will be required to meet the housing needs of the County. Public funds are limited and housing needs must compete with other public concerns for limited resources. The private sector, with its greater access to capital resources and more efficient production procedures, must be relied upon as the major provider of housing. The County's role should be, first, to encourage greater investment in housing by the private sector. Where the private sector is unable to meet the needs of specific segments of the population -- low- and moderate-income households, for instance -- the County, supported by resources from the State and federal governments, should intervene to help satisfy these needs.

The Housing Element sets forth policies to guide public and private housing investment. The Element addresses the housing needs of all County residents, but particularly emphasizes improving opportunities for low- and moderate-income households to live in a decent, safe and satisfying environment. The Element places its highest priority on conserving existing sound housing and revitalizing older urban areas. But substantial new housing construction will also be needed. The Housing Element encourages new development to be focused in or adjacent to existing residential areas. Wide ranging input from private citizens, interest groups and government agencies has been received throughout the Housing Element preparation process. In addition, every effort has been made to assure that the Element is consistent with all other

elements of the General Plan. For a thorough description of the General Plan preparation process, see the Introduction to the General Plan. Technical Supplement "D", "General Concept and Approach to Plan Monitoring", describes the County's program to assure continued relevance and consistency of the General Plan.

BACKGROUND

HISTORY AND RECENT TRENDS IN HOUSING

Housing development in Los Angeles County has been largely determined by the trends in population growth. In 1900, the population was 170,000 and the economy was mainly agricultural. Conditions changed with World War I and the aftermath of prosperity; like many urban centers in the western states, the County grew rapidly as people moved further west in search of new opportunities. By 1930 Los Angeles County had a population of 2.2 million.

With World War II, the most rapid growth began. The aircraft and defense industries on the West Coast stimulated immigration, and by 1960 the County's population reached 6 million. Since then, the rate of growth has declined substantially. The 1979 County population was estimated to be 7.1 million. Migration west over the years brought to the County people of many different educational, occupational, racial, ethnic and age backgrounds, resulting in a wide diversity of lifestyles and communities.

Slowed growth and changing social mores have altered housing needs. The population in the County is aging: the median age is now slightly over 30 years. In 1975 there were 687,000 persons 65 years or older.(1)

Young people are leaving home at an earlier age, are remaining single or marrying later and are having fewer children. Thus, the average household size has decreased from 2.94 in 1960, to 2.69 in 1975.(2)

In 1970, 32 percent of the County's population was made up of minorities. By 1975, this figure had increased to 40 percent.(3) The Spanish surname group, which historically has had larger families,

increased from 18 percent of the population in 1970, to 24 percent in 1975.(4) Roughly 20 percent of the Black families and 13 percent of the Spanish surname families had poverty-level incomes in 1970.(5)

Minority residents face a number of obstacles to obtaining adequate housing. Low income, discrimination and other factors restrict the movement of minorities into newer communities. Such problems, together with the shortage of sound, low- and moderate-income housing, keep many minority residents in dilapidated housing for which they often pay disproportionately higher rents or prices.

Many of the elderly are inadequately housed. Roughly 37 percent of households needing housing assistance are elderly; new housing does not meet their needs, generally because of its high cost.(6)

The handicapped also have special housing needs. In recent years, the federal government has enacted legislation to ensure that at least a portion of federally assisted projects are designed for handicapped persons.

But housing problems are not limited to special groups. Families who need rental housing are also feeling the effects of discrimination, as many landlords prefer "adults only" buildings. Furthermore, in the 1970s, the middle class has been affected by spiraling housing costs. New home prices are now beyond the means of most County residents, particularly first-time buyers, and maintenance and repair costs have become a burden on many existing homeowners. In the future, new approaches to providing adequate, affordable shelter for our residents must be found.

Nearly all of the County's housing is in urban areas, primarily in the south County. About 55 percent of the urban land area is residential land use.(7) Only 1 percent of the housing stock is in rural or farmland areas.(8) In urban areas, the 1975 average housing density was 6.6 units per acre.(9)

Until the 1960s, most residential construction was single family homes and most residents continue to prefer this type of housing. However, because of decreasing family size and the growing number of single people requiring their own housing, the demand for smaller housing units has increased. Since 1960 construction of multi-family units has generally outpaced that of single-family homes (see Figure 4.1).* The number of multiple units grew from 31 percent of the total stock in 1965 to 37 percent in 1979. High concentrations of apartments are near the central city, in Hollywood, along the Wilshire corridor, in the Long Beach area, and along the coastal areas of Marina Del Rey, Redondo Beach and portions of Santa Monica. The higher concentrations of single-family homes are in the outlying and more recently developed parts of the County.

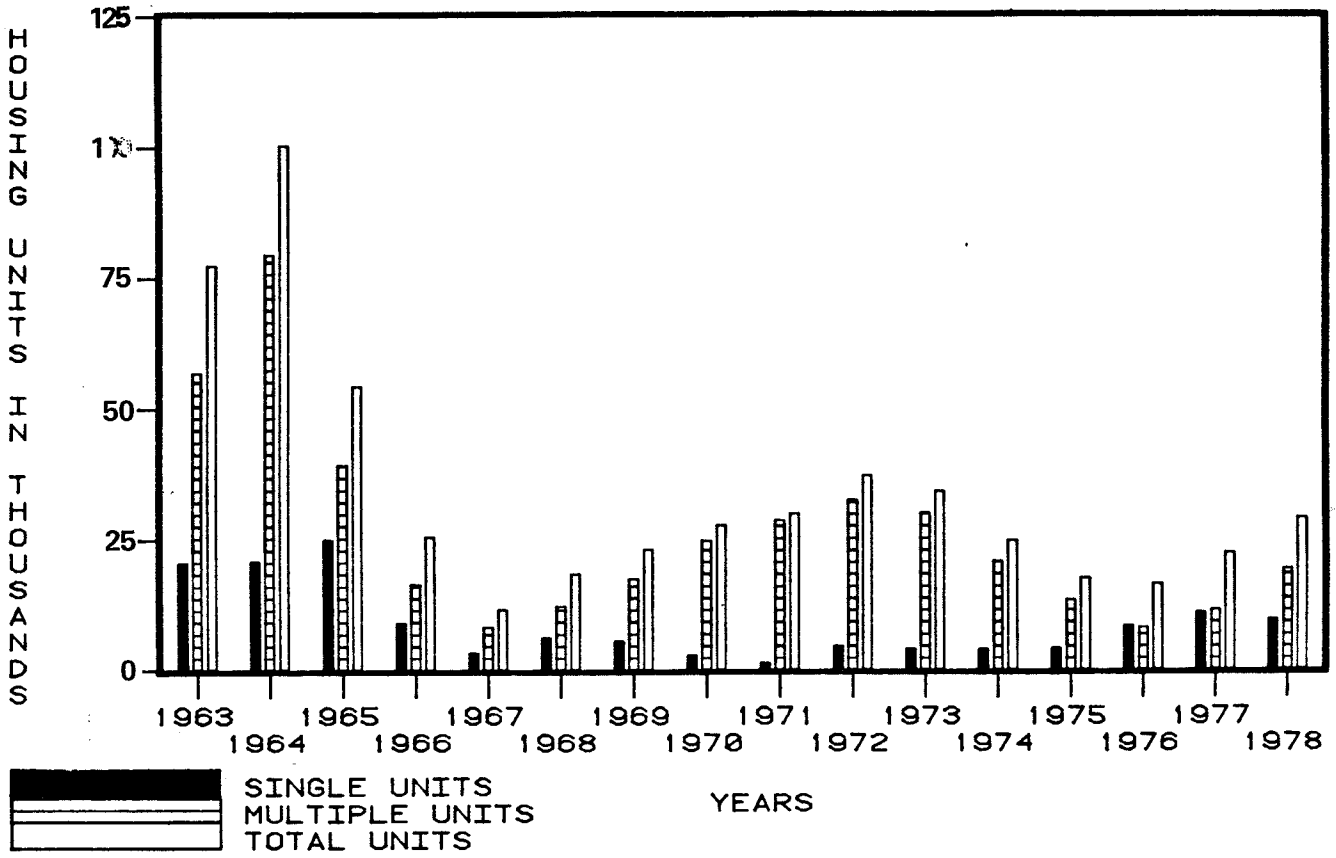
Other kinds of housing are becoming more popular. Mobile homes are gradually being accepted as permanent or semi-permanent housing, though they still make up only 1.6 percent of the County's housing stock. Other kinds of manufactured housing are also meeting broader public acceptance, mainly because of their lower initial cost. Another housing form that has appeared in response to rising construction and land costs is the planned unit development (PUD). Such developments provide for a number of housing types, densities, and cost levels within a single development.

HOUSING PROBLEMS IN THE COUNTY

The housing problems facing residents of Los Angeles County can be grouped under four headings: quantity, quality, opportunity, and cost. These are discussed below.

* In 1976 and 1977, however, the ratio of new single family units to multiple units increased. In both years, an almost equal number of single family and multiple units were constructed. This may have been a short-term trend caused by the pent-up demand for single family units after the recession of 1974-1975.

FIGURE 4.1
LOS ANGELES COUNTY
ANNUAL NET HOUSING UNIT CHANGE*
1963 – 1978



*Net change is the difference between the number of units constructed and the number of units demolished.

Source: Los Angeles County Department of Regional Planning, Population Research Section

Housing Quantity

An ample supply of sound housing helps to stabilize the rising cost of housing and to ensure that all housing needs, particularly those of lower income groups, are met. Prices for housing rise when the supply becomes inadequate. Higher income families obtain the best housing, leaving the less desirable housing for lower income families. The greater the supply of housing and the more affordable better units become, the more opportunity lower income families have to move up the housing ladder.

The number of housing units needed by the year 2000 depends on changes in population and household size. Anticipated rising population and declining household size means that an additional 490,000 households will be looking for housing by 2000, an 19.3 percent increase over 1975.*

As shown on Table 4.2, to attain a 5% vacancy rate, 3,194,000 housing units will be needed to house the 3,033,000 households projected for the year 2000. This need for housing can be met by a combined program of preserving or rehabilitating existing units, and constructing new units -- both conventional and manufactured. According to the projections shown on Table 4.1, of the 2,707,000 housing units existing in 1975 (see Table 4.2), 2,564,000 (95 percent) will still be part of the housing stock in 2000. This projection is based on the assumption that 2,379,000 existing units are basically sound and can be preserved, and that 185,000 unsound units can be rehabilitated.

If the projected level of maintenance and rehabilitation is attained, the balance of units needed by 2000, or 630,000, can be made up by new construction. Otherwise, greater amounts of new housing must be provided. If housing construction falls

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* The Department of Regional Planning projects that population will increase from 7 million in 1975, to 7.85 million in 2000, and household size will decrease from 2.69 persons to 2.53 in this same time period.

short of this need, housing prices will rise, limiting the choice of accommodations and increasing the number of overcrowded units.

Housing quantity is not just a question of numbers. The housing stock must be diverse enough to meet the requirements of the County's varied population. A choice of sizes, prices and locations must be available. Planning for new construction, including conventional and manufactured housing, should consider the location of jobs and the change in average family size. New construction should be encouraged in areas adjacent to existing services, and should be designed to avoid hazards and be compatible with sensitive environmental areas.

TABLE 4.1

SOURCE OF YEAR 2000 HOUSING UNITS

Los Angeles County

Source of Units	Number of Units
Existing Sound Housing to be Conserved or Rehabilitated	2,379,000
Existing Unsound Housing to be Rehabilitated	185,000
New Construction	630,000
Total Year 2000 Housing Units	3,194,000

Source: Los Angeles County Department of Regional Planning.

TABLE 4.2
HOUSING PROJECTIONS
LOS ANGELES COUNTY
1975-2000

	Estimated 1975	Projected 2000	Change
Total Housing Units	2,707,000	3,194,000	487,000
Vacancy Rate	6%	5%	-1%
Occupied Units (households)	2,543,000	3,033,000	490,000
Household Population*	6,846,000	7,671,000	825,000
Persons Per Household	2.69	2.53	-.16

*Excludes population in group quarters.

Source: Los Angeles County Department of Regional Planning.

Housing and Neighborhood Quality

The quality of housing is determined by age, quality of construction, and level of maintenance. Housing quality is related to neighborhood quality; even good housing deteriorates in a declining neighborhood, whereas sound neighborhoods encourage housing maintenance and improvement. The quality of housing is also related to the income and social stability of the occupants. Quality housing usually cannot be maintained in areas where unemployment is high, poverty is widespread, and crime, drug abuse, and vandalism are serious problems.

Most residents of Los Angeles County live in sound housing in good neighborhoods, but there are pockets of deterioration, especially in older parts of the urbanized area. South Central Los Angeles is the largest area suffering from deterioration. East Los Angeles and parts of Long Beach, Pasadena, Pomona and some other older suburban communities also have pockets of deterioration.

Much of the housing that is now deteriorating was originally poorly constructed, and the inhabitants would be endangered by a fire or earthquake (particularly for pre-1933 masonry structures).

As Table 4.3 shows, almost 70 percent of the existing units in Los Angeles County were built before 1960. Many were hastily constructed to meet housing shortages after World War II and have not been adequately maintained. Of the existing sound units in the County, 33 percent are immediately susceptible to serious deterioration unless efforts are made to maintain them in good condition.(10)

TABLE 4.3
ESTIMATED AGE OF HOUSING
LOS ANGELES COUNTY
January 1976

Year Built	Number of Units	Percent of Total Units
Pre 1940	605,000	22.6%
1940 - 1949	487,000	17.9
1950 - 1959	788,000	29.0
1960 - 1969	613,000	22.6
1970 - 1975	214,000	7.9
TOTAL	2,707,000	100.0%

Source: United States Census of Population and Housing, 1970; updated, using Department of Regional Planning records.

A clearer picture of the problem of housing can be obtained by examining the number of units 30 years or older. As Table 4.4 indicates, the number of homes in this category made up 37 percent of the housing stock in 1975. By the year 2000, 2,350,000 units (74 percent) will be 30 years or older. Unless maintenance efforts keep pace with the advancing age of homes, many units will become substandard, and society will have to bear an enormous financial and social investment in rehabilitating or replacing these units.

TABLE 4.4
HOUSING UNITS 30 YEARS OR OLDER
LOS ANGELES COUNTY
1960 - 1975

Year	Number of Units 30 Years or Older	Percent of Total Units
1960	553,000	26%
1970	874,800	34%
1975	988,600	37%

Source: United States Census of Population and Housing, 1960 and 1970; Los Angeles County Department of Regional Planning, 1975.

In 1975, 328,000 units (12 percent of the County's housing inventory) was substandard (see Glossary). As Table 4.5 shows, estimates are that 242,000 of these now need rehabilitation, and 86,000 are beyond rehabilitation and should be replaced. Of those needing rehabilitation, a projected 185,000 will be rehabilitated and 57,000 demolished. Unless action is taken now, another 568,000 units (29 percent of the housing inventory) will become substandard by 2000. Without these improvements, as many as 2.2 million County residents could by then be living in substandard housing. Table 4.6 shows the impact of substandard conditions within the unincorporated area.

TABLE 4.5
TREND OF HOUSING UNITS NEEDING
REPLACEMENT AND REHABILITATION
LOS ANGELES COUNTY
1975 - 2000

	1975	2000	Change 1975-2000
Units Needing Replacement	86,000	217,000	131,000
Units Needing Rehabilitation	242,000	679,000	437,000
TOTAL	328,000	896,000	568,000

Source: Los Angeles County Department of Regional Planning, 1977.

TABLE 4.6

SURVEY OF HOUSING CONDITIONS FOR
UNINCORPORATED LOS ANGELES COUNTY
1976

	All Units	Owner Units	Rental Units
Standard Condition	302,000	198,000	104,000
Needing Rehabilitation	28,000	6,000	22,000
Needing Replacement	11,000	3,000	8,000
TOTAL	341,000	207,000	134,000

Source: Los Angeles County Community Development Block Grant Application, 1979-1980.

Rehabilitation is generally preferred over redevelopment in reducing the number of substandard units. In most cases, the cost of rehabilitation is considerably less than the cost of demolition and new construction. Rehabilitation causes less disruption in the community -- displacement of residents, changes in building density -- than does redevelopment. In areas where blight and deterioration are extensive, however, revitalization involving some degree of replacement is usually necessary. Redevelopment plans should include, in addition to housing and relocation programs, economic development and job training programs, plans for social services, and crime control and youth programs.

Neighborhood quality is usually measured in terms of security, the availability of community services and facilities, and general attractiveness. In a survey to determine what improvements residents of neighborhoods most desire (conducted in Fall 1976 by Opinion Research for the Los Angeles County Department of Regional Planning), respondents gave the highest priority to police protection, recreation, street maintenance, traffic control and public transportation.

A primary factor considered in choosing a place to live is neighborhood safety. Housing in high crime areas should be improved or designed for the security of the residents. Redesigning public spaces and planning for public spaces in new development would increase the sense of public ownership and create a feeling of defensible space. As experience in other cities has shown, such measures help reduce crime and fear.

Community services and facilities also affect neighborhood quality. The lack of adequate fire and police protection, good public transportation, and accessible centers for health care, shopping, and social and cultural activities can encourage neighborhood deterioration. Low- and moderate-income families, the elderly, the young and the handicapped are especially dependent on public transportation and nearby services and facilities.

Air and noise pollution and visual blight also contribute to neighborhood deterioration. Noise is frequently a problem near major transportation corridors and commercial and industrial areas. In the 1974 annual housing survey, 80 percent of all households in Los Angeles County stated that the two most undesirable conditions along their streets were noise and heavy traffic.(11) Overhead utility lines, litter, unkept vacant lots and alleys, unsightly trash containers, excessive outdoor advertising, vandalism and dilapidated structures contribute to visual blight and the economic and social decline of a neighborhood.

Finally, efforts to upgrade housing quality depend upon improvements in household income. Unless incomes are sufficiently high to support increased levels of maintenance and, in some cases, debt service, neighborhood revitalization efforts will ultimately fail. Thus, economic development is a critical component of any housing improvement program.

Housing Opportunity

Ideally, the functioning of free market forces should provide each resident the opportunity to live in an adequate dwelling in an area of his choice. However, housing opportunities are limited by income, job location, special needs and discrimination. Many families, particularly lower income and minority families, are forced to live in neighborhoods in which they may not especially desire and to pay more for housing than otherwise would be necessary.

The availability and quality of public and private services vary considerably between neighborhoods. Thus, housing location helps determine the physical, social and economic opportunities a household will have, including the quality of education the children will receive.

Table 4.7 shows the geographical distribution of households in need of housing assistance in the County in 1976. At least 485,000 households, or 18.8 percent of all households in the County, paid more than 25 percent of their gross income for housing or lived in substandard units.(12) Over half of these were elderly, handicapped or large-family households.(13) Only 66,000 households (14 percent of the households in the County) received housing assistance. Most of the existing supply of low cost housing is old and of poor quality. Without substantial subsidies to increase the supply of housing affordable by low- and moderate-income households, 514,000 households (19 percent of households in the County) will be residing in inadequate housing by 1985, a 6.1 percent increase over 1976 (see Tables 4.7 and 4.8).

Displacement resulting from public and private actions contributes to the number of households requiring housing assistance. Housing units removed are often dilapidated, low cost structures occupied by lower income families, who most often lack the financial resources to secure adequate replacement housing.

Income severely limits housing opportunities. The rising cost of housing means that most lower income households are forced to occupy the worst housing. These units are the most susceptible to deterioration, especially since their lower income occupants often are not able to afford maintenance and upgrading. Thus, as average income in an area decreases, the choice of adequate housing also shrinks, leaving lower income households concentrated in declining neighborhoods of the older urban areas (see Table 4.6 and the comprehensive revitalization areas on the Housing Development and Neighborhood Conservation Policy Map).

Housing choice of low- and moderate-income groups is often limited by job location. Housing has decentralized more rapidly than jobs. As a result, middle- and upper-income families and jobs for lower income workers are often located in suburban areas while lower

TABLE 4.7

1976 DISTRIBUTION OF HOUSING FOR LOWER INCOME HOUSEHOLDS NEEDING ASSISTANCE BY PLANNING AREA IN LOS ANGELES COUNTY

Planning Area	Households	Lower Income Households	Existing Need For Lower Income Assisted Housing	Those lower Income Households Needing Assistance Which Are: Large Family	Elderly	Handi-capped	Other
San Fernando	262,300	81,800	53,500	6,900	17,400	3,100	26,100
Burbank/Glendale	221,700	90,900	35,700	3,300	11,500	2,000	18,900
West San Gabriel	239,300	93,500	40,500	5,300	14,000	2,900	18,300
East San Gabriel	184,700	61,800	30,700	8,800	13,800	2,900	5,200
Malibu/Santa Monica Mtns.	15,200	3,200	2,200	100	700	200	1,200
West	180,900	75,700	33,100	2,100	15,300	2,600	13,100
Central	526,300	278,300	109,800	14,900	50,400	9,000	35,500
East Central	196,800	114,300	49,500	10,300	12,600	2,800	23,800
Southeast	194,200	64,500	31,000	6,800	8,200	2,000	14,000
South	238,700	100,100	48,900	7,900	19,300	3,400	18,300
Southwest	261,200	90,700	40,300	4,200	11,700	2,500	21,900
Santa Clarita Val.	19,500	6,200	3,200	500	1,000	200	1,500
Antelope Valley	30,500	13,600	6,400	900	2,000	400	3,100
Channel Islands	700	400	200	*	100	*	100
County Total	2,572,000	1,075,000	485,000	72,000	178,000	34,000	201,000

* Less than 100

Source: Los Angeles County Department of Regional Planning estimates, 1977. Southern California Association of Governments, Regional Housing Allocation Model, April 1977.

income families and jobs for upper income workers are in older, established areas. This distance between housing and employment can make the daily journey to and from work time consuming, tedious and costly. Long commutes also increase energy consumption and environmental pollution. As more employers move to the suburbs, the choice of housing for low- and moderate-income workers is limited not by a lack of residential areas convenient to their jobs, but by the cost of housing in those areas. To help solve the problem of housing and job locations, low- and moderate-income housing should be encouraged near diversified employment centers.

Housing discrimination prevents people from renting or buying the homes of their choice. It has contributed to racial segregation and unequal housing opportunities. It disrupts the housing market and results in an inefficient use of housing stock by distorting quantity, quality, cost and distribution. People are forced to live in inadequate housing in neighborhoods where they do not want to live and to pay more for housing than is necessary.

The groups most often subject to discrimination are racial and ethnic minorities. However, elderly people, young single adults, single-parent families, large families and physically or mentally handicapped people all have special housing problems that are complicated by discrimination.

Discrimination in financing affects the sale and maintenance of the housing stock and causes a concentration of deteriorating neighborhoods. "Redlining" (defined as discrimination in lending in an area on the basis of the racial or ethnic composition, age of homes, or income level of the residents) can cause entire neighborhoods to be designated as unacceptable credit risks.

Mortgage and home improvement loans have been denied to residents who might qualify if examined as individuals. These judgments as to where and to whom loans will be made have a direct influence on the decisions of builders and home buyers and on where home improvements are made. Redlining can push a neighborhood into decline or prevent its revitalization by discouraging reinvestment.

Impacts of discrimination include: higher housing costs; premature housing deterioration; limited access to jobs, services, and schools; and, social alienation. Recent efforts have been made, through changes in State and federal laws and County policy, to end redlining, but continuing action must be taken to eliminate all forms of discrimination.

The housing opportunities of groups such as large families, the elderly and handicapped persons can be limited by the lack of units designed for their needs. Housing design often neglects the needs of special groups, and alterations to make existing units suitable can be costly. Adding special features during original construction can cost less.

Special needs groups are further limited in their housing opportunities by low income because they are then thrown into competition with other low- and moderate-income households for the least attractive housing. Of the households in the County needing assistance, 15 percent, or 72,000, consist of large families (Table 4.7). Although many of the new single family detached homes consist of large units with amenities that could accommodate large families, the price is too high for many in need of these units. Households buying these large units are generally trading up on their equity. Smaller households with large units are often unwilling to sell.

Many elderly do not require special architectural adaptations, but as the aging process continues and physical limitations

increase, the normal dimensions of a housing unit (stairs, doorways, bathrooms, etc.) can become barriers. Few designers have recognized these special needs of the elderly.

The handicapped have similar needs. Indeed, approximately one-half of the handicapped population in the County is elderly.* Conservatively estimated, handicapped persons in Los Angeles County numbered 70,000 in 1975; about 700,000 persons had difficulty with stairs or other architectural barriers. The needs of this part of the population must be considered in housing design.

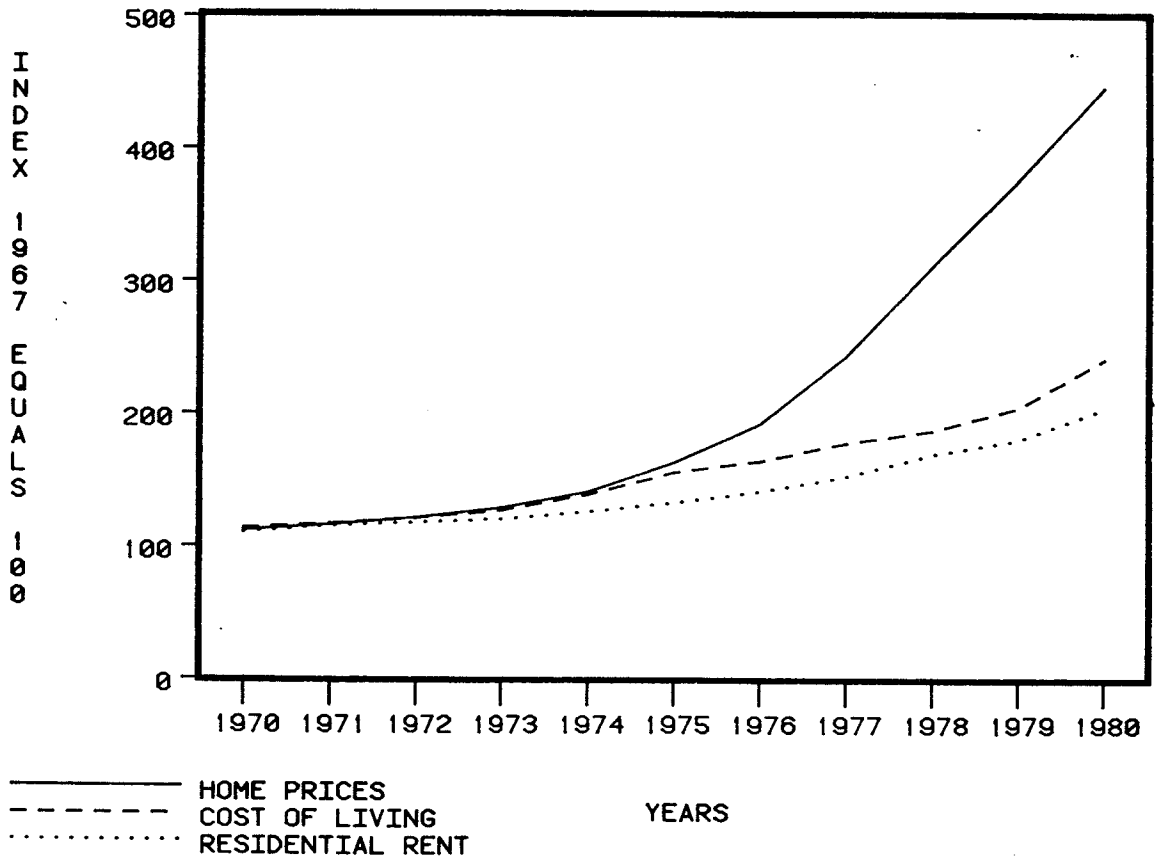
Housing Costs

Escalating cost is the most widely perceived housing problem for the residents of Los Angeles County. The average price for an existing, detached single family home more than doubled between 1974 and 1979. In November 1979, the average sale price for an existing home was $99,900; the average new home sold for $104,100. These prices were much higher than the national average of $65,400 for an existing home and $77,100 for a new home in a major metropolitan area.(14) As more households found themselves priced out of the single family market, the pressure on rental units increased. By 1976, rent levels were also rising at a rate higher than the rise in incomes and the cost of living. Figure 4.2 compares home prices, rents, and cost-of-living trends between 1970 and 1980.

Incomes have increased at a slower pace than housing costs, especially in the past five years.(15) Many middle income

* Based on an estimate by the California Department of Rehabilitation, about 1 percent of the state population has physical handicaps that directly affect their mobility, and that as much as 10 percent of the state population is impeded by stairs and other architectural barriers in homes and apartments.

FIGURE 4.2
HOME PRICES, RESIDENTIAL RENTS AND
COST OF LIVING TRENDS
1970-1980



Sources: Residential Research Committee, "Home Price Trends", Residential Report, 1969 - 1980, U.S. Bureau of Labor Statistics, Cost of Living and Rent Index, 1969 - 1980.

households are finding it difficult to afford suitable housing, but the most severely affected are low- and moderate-income households, particularly large families and those on fixed incomes. New homes are now beyond the means of most County residents, and residents who can afford homes are required to spend a greater part of their income on housing. Thus, less money is left for other expenses, including maintenance. Overcrowding is another result of the rising costs of housing, for some households are forced to double up to reduce expenditures. Roughly 6 percent of the County's housing is overcrowded (1.01 or more persons per room). These trends are likely to impair housing and neighborhood quality.

Housing affordability is measured in terms of a desirable maximum cost of 25 percent of gross household income. Using this standard, 485,000 low- and moderate-income households in the County cannot afford adequate housing. Furthermore, most new housing affordable by middle income families is in remote areas of the County.

First-time buyers who lack equity in a previous unit are finding the purchase of a home particularly difficult. As home prices increase, so do down payments. Those who already own homes are protected in an inflationary market because their equity has increased; it is easier for them to trade up to more expensive homes. Owners on fixed incomes, however, must struggle to keep pace with rising maintenance costs.

The price of housing depends on both the direct costs of providing and maintaining housing structures, such as the costs of materials and labor, as well as the market demand for available housing. The distinction between direct costs and demand is not always clear. The price of land, for example, is part of the direct cost, but is also a reflection of the demand for housing in a particular neighborhood.

When the supply of housing is insufficient, the price is determined primarily by how much buyers are willing and able to pay, and only secondarily by the cost of construction. In this kind of market, even if interest rates, taxes and costs of labor and materials are kept down, the prices of homes are not necessarily restrained. In fact, prices may go up if, for example, reduced taxes increase disposable income. The price of housing will not be reduced until adequate supplies of needed types of housing are available in desirable locations. This situation clearly characterized the market in much of Los Angeles County during the late 1970's.

Local governmental actions can have a profound impact on land values and, thus, on housing costs. Overzoning (setting aside too much land at densities greatly exceeding market potentials) can artifically raise owners' expectations and lead to premature land speculation and disorderly development. On the other hand, designating too little undeveloped land for residential development is also detrimental; prices will invariably increase due to competition for the limited supply of land.

Experts have documented the influence of governmental regulation on the cost of land and, therefore, the cost of both new and existing housing.* While certain regulations may have the obvious short range effect of adding to housing costs, in the long run they may have beneficial impacts worth far more than their initial cost. Regulations and the manner in which they are applied affect the location, density and type of housing development and, therefore, its price. Other factors may also be affected. For example, if housing development is discouraged, and thus units are unavailable to workers, potential employers may decide to locate elsewhere.

*For example, see: Robert C. Ellickson, "Suburban Growth Controls: An Economic and Legal Analysis", The Yale Law Journal, (January 1977).

Development often cannot be accommodated in some major areas of the County without conscious trade-offs. The undeveloped areas with the greatest market potential -- for example, the Malibu/Santa Monica Mountains area -- also tend to be areas with high scenic and ecological value and with hazards, which can generate high public service costs. Regulation of development in these areas will likely have a "monopoly" effect whereby owners of the limited number of parcels that are allowed to develop can bid up their prices substantially.

Clearly, some regulations are necessary to ensure that safe and attractive housing is developed in appropriate locations. Other regulations, however, have been adopted to meet important -- but not always critical -- ends. It is these regulations which must be carefully considered to ensure that they do not add to the cost of housing intended for low- and moderate-income persons. Most importantly, regulations should be administered in as fair and expeditious a manner as possible.

Concerted efforts are being made in both the public and private sectors to stem the runaway cost of housing. As a means of controlling rapidly increasing rents and the displacement of low- and moderate-income tenants which often results, some communities are considering rent stabilization as a corrective measure. However, as experience in some other metropolitan areas has shown, long term rent stabilization programs can be counterproductive and lead to inequities. Rent stabilization should be considered only as a last resort and as a short range market intervention strategy. Even then, great care must be taken to formulate a program that avoids the pitfalls of previous efforts, especially those which would discourage construction of rental units. The objective of such a program should be to provide temporary controls that are equitable to both tenants and landlords, until the private market system is able to respond more fully to public demand for rental housing.

The tight homeowner market of the late-1970s spurred the conversion of multiple housing units from rental to condominium ownership. In 1979 there were applications filed for converting nearly 3500 rental units to condominiums in the unincorporated area of Los Angeles County. This is double the number of applications for 1978. Over half of these applications were in West Hollywood. Conversion to stock cooperatives is similar to condominium conversions, and has also been the rise. The growing number of conversions has created several problems, the most serious of which are the displacement of low- and moderate-income tenants and the lack of adequate protection to buyers.

On the one hand, condominium conversions help to meet the demand for home ownership. However, when these units are converted, the supply of rental housing is decreased, thereby effectively increasing rents on the remaining units. Controls should be imposed to prevent condominium conversions in cases where the structure cannot be modified to meet the higher standards desired by owners, or when the cumulative effect of such conversions would substantially reduce the supply of rental housing in a significant geographic area. However, in the long run incentives to encourage increased supply of owner and renter housing are preferable to strict, permanent controls on rents and condominium conversions, that tend to discourage construction. This action would have the greatest long range impact on reducing the shortage of low- and moderate-income housing.

HOUSING CONSTRAINTS

As a logical step in moving from the identification of housing problems to their solution, we must identify some of the key constraints that inhibit or prevent remedial action. The impacts these constraints will be considered in the development of policies and action programs.

A major group of constraints can be described generally as housing resource limitations -- namely land, money and materials. Limited housing resources restrict the number of houses supplied, resulting in high prices. Housing resources are of several types; some are relatively uncontrollable such as land supply and certain building materials, while others can be influenced by policy, such as the amount of money spent on public housing programs or invested in private mortgages.

A critical resource is land suitable for housing construction. Much of the County's undeveloped acreage is not suitable for development, for a variety of reasons. Land that is still available within the urban areas has frequently been by-passed due to problems which would be costly to alleviate (e.g. assemblage and lack of infrastructure). This land squeeze not only drives prices up, but also affects the type and density of development.

Monetary resources can be limited by both the public and private sectors. The amount of public money budgeted for various housing programs -- as well as the restrictions on how this money must be spent -- often severly limits the availability of affordable housing. Private funds are generally channeled into the most profitable types of investment, which often means that private financing is limited to certain areas and more expensive housing. Many lenders are reluctant to invest in older urban areas due to their relative unattractiveness, particularly those characterized by neighborhood deterioration, high crime rates, and an inordinate concentration of social problems.

Governmental taxes, fees and regulations are another major group of constraints. Codes and standards for the development of land and the construction of housing are constraints designed to promote orderly development of housing suited to the needs of the population, as well as the continued maintenance of this housing. These regulations are typically oriented to the con-

struction of new housing in outlying areas. Current standards are sometimes impractical to enforce in older, built-up areas of the County, and may discourage the maintenance and rehabilitation of construction of housing in such communities. Incentives such as tax abatement or deferral for rehabilitation, or density bonuses, may prove highly beneficial in encouraging the preservation and construction of housing for low- and moderate-income persons.

The amount of governmental taxes and fees -- as well as the manner in which they are imposed -- can also pose constraints on the development and repair of housing. These include charges for permits; exactions and dedications for parks, schools and other public facilities; as well as taxes imposed on residential properties.

A variety of other governmental regulations such as relocation assistance requirements, rules governing lending institutions and special environmental considerations benefit the public. Each regulation has a cost associated with it, which must be compared with the cost to society of not having the regulation. One California law, in particular, severly hinders the provision of low- and moderate-income housing without having significant offsetting benefits: Article 34 of the California Constitution requires a referendum vote prior to the development of public housing. The State has lost many federal housing dollars over the years due to this requirement.

Other constraints are imposed by economic and social factors. High unemployment, especially among low- and moderate-income groups where housing needs are most critical, makes housing payments and maintenance costs difficult and encourages overcrowding. Lack of tenant education and maintenance skills contributes to housing deterioration. Racial and economic discrimination results in the concentration of minorities and low- and moderate-income

persons and the feeling of social alienation. High absentee ownership, especially in areas in need of revitalization, is a further constraint on improving housing conditions. This situation often makes land assemblage for redevelopment very difficult.

Industry and market-related characteristics also pose constraints that must be circumvented, minimized or eliminated in the development of efficient and effective policies and action programs for housing. There is a strong emphasis on new construction, not only due to consumer preferences, but also because of the higher profitability of new development and access to financing. There is not a rehabilitation industry of sufficient magnitude and experience to keep pace with the increasing rate of housing deterioration. The capacity of the building industry to provide rehabilitation services must be increased in order to preserve the housing stock for future generations.

OBJECTIVES

The objectives of the Housing Element are:

HOUSING QUANTITY

- To rehabilitate or maintain in sound condition 2,564,000 existing housing units by the year 2000 (including 1,342,000 homes preserved by routine maintenance, 798,000 homes preserved by heavy maintenance and 424,000 homes saved by rehabilitation).
- To construct a sufficient quantity of housing units by the year 2000 to meet the needs of the population.
- To ensure that the housing stock by the year 2000 reflects a wide range of choices in housing type, cost, location and ownership options with emphasis on the needs of low- and moderate-income families and individuals.

HOUSING AND NEIGHBORHOOD QUALITY

- To maintain housing in sound condition in neighborhoods that are safe, healthful, and aesthetically pleasing.
- To rehabilitate and maintain in sound condition 185,000 housing units that are presently in a state of major deterioration.
- To achieve a level of housing maintenance that prevents an additional 568,000 units from requiring major rehabilitation by the year 2000.
- To remove 144,000 housing units that are or will be so deteriorated that they cannot be economically rehabilitated.
- To ensure that new construction reflects concern for durability, resource conservation and prevention of premature deterioration.

HOUSING OPPORTUNITY

- To ensure adequate housing, accessible to employment and high quality community services for all persons regardless of income, age, race, sex, marital status, or ethnic background.
- To increase the level of housing assistance to ensure that 237,000 of the 514,600 households estimated to need assistance by 1985 will be aided;* to provide adequate affordable housing for all households needing assistance by the year 2000.
- To ensure that all persons with special housing needs, such as the elderly and handicapped, have an adequate choice of suitable units by the year 2000.

HOUSING COST

- To ensure an adequate supply of low- and moderate-income housing to meet the needs of all income groups.
- To ensure that all low- and moderate-income households by the year 2000 will not be paying more than 25 percent of their income for adequate housing.
- To reduce the costs attributable to governmental requirements to the lowest possible level consistent with the health and safety of County residents and with the need to protect significant environmental resources.

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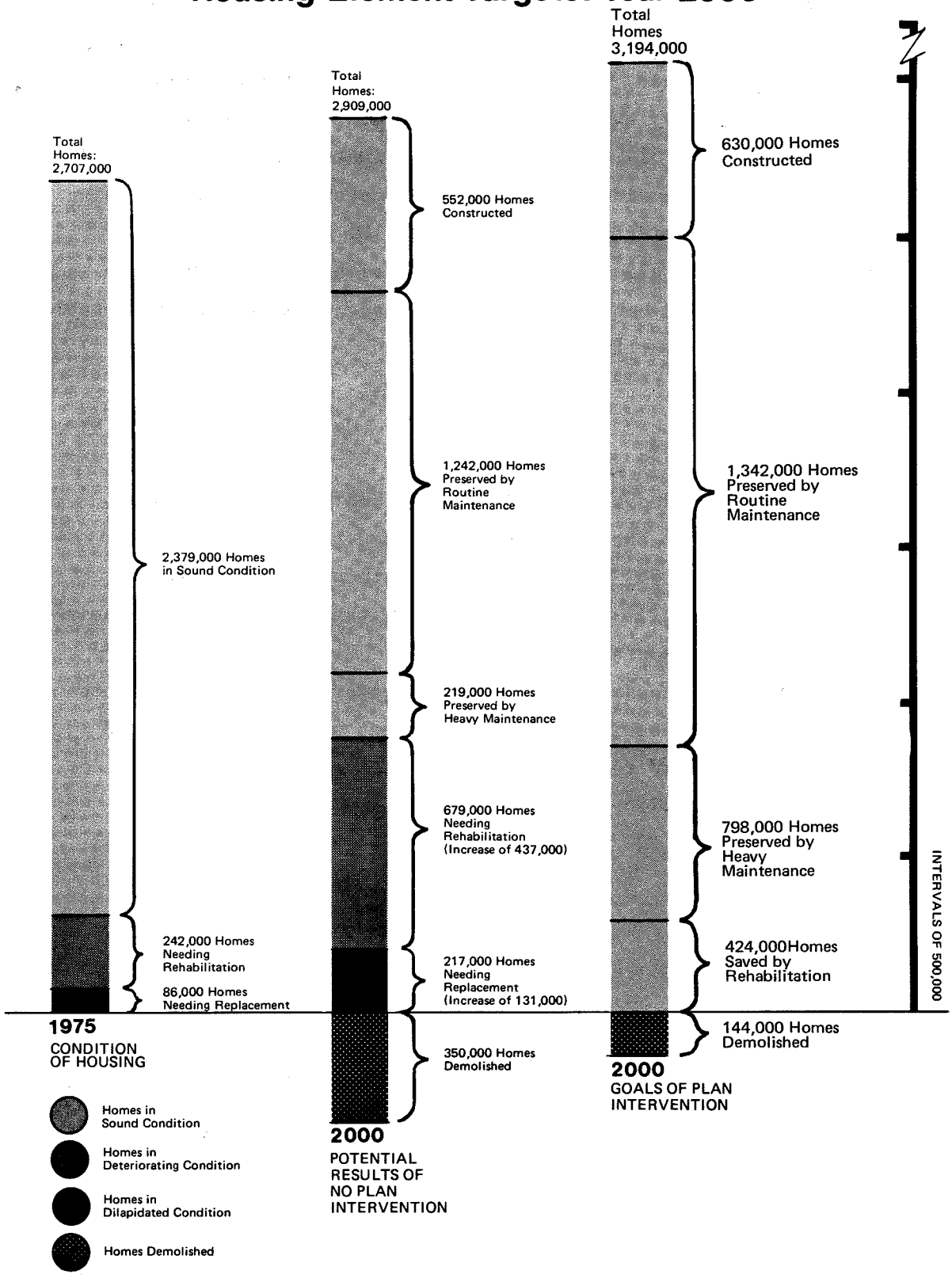
* In 1976, approximately 14 percent of the 485,000 households needing assistance received some type of subsidy. Theoretically, to meet 100 percent of the need by the year 2000, an annual 3.6 percent increase in the number of units subsidized is required. Thus by 1985, 46 percent of the need or 237,000 subsidized units must be provided.

Figure 4.3

Housing Element Targets: Year 2000



NEEDS AND POLICIES

POLICY STATEMENTS

Housing Quantity

An ample supply of sound housing is necessary to stabilize the rising cost of housing and to ensure that all housing needs are met. The projected demand for housing can be met by preserving the existing housing stock and by new construction.

Policy

1. Encourage a wide range of housing types, prices and ownership forms in new housing developments, particularly housing for low- and moderate-income persons.
2. Emphasize the role of the private sector in the investment and construction of low- and moderate-income housing.
3. Provide for new urban residential development principally in those areas that are in close proximity to existing community services and facilities.
4. Encourage housing in rural communities at densities that are supportive of and compatible with the continuation of the rural character and lifestyle.
5. Encourage the maintenance of the existing sound housing stock.
6. Encourage, wherever appropriate and consistent with sound planning objectives, the conversion of nonresidential buildings to residential dwelling units.

Housing and Neighborhood Quality

Many houses and neighborhoods in the County have deteriorated to the point where they are no longer safe, healthful, or attractive. These must be rehabilitated or replaced. Where housing and neighborhoods are in good condition, their quality must be maintained.

Policy

7. Actively solicit greater development and use of local, State and Federal programs for rehabilitation of existing housing and support efforts to ensure adequate funding of these programs.
8. Encourage the investment of both public and private resources to reverse neighborhood deterioration and to prevent the unnecessary demolition of houses usable by low- and moderate-income households.
9. Encourage design of residential developments that will foster security and safety and be sensitive to the natural environment.
10. Minimize displacement in revitalization areas and provide for expeditious and equitable relocation services to the occupants of dilapidated housing units that must be removed.
11. Support efforts to restore and preserve residential and other structures of historical and architectural significance.
12. Support the formation of community and neighborhood improvement organizations to encourage self-monitoring and development of community identity, as well as conservation and rehabilitation.
13. Prevent or minimize environmental hazards, such as noise, noxious fumes and heavy traffic in residential neighborhoods.
14. Encourage the provision of community facilities and services to enhance the vitality of older urban areas.
15. Assist private sponsors and developers in identifying, aggregating and preparing land suitable for housing developments for low- and moderate-income families and individuals.

Housing Opportunity

Barriers to obtaining adequate housing confront many segments of the population. Housing opportunities are limited by income, job location, special needs and discrimination. Large families, minorities, the elderly, the handicapped and low- and moderate-income families are most affected by these limitations.

16. Attempt to locate low- and moderate-income housing near employment opportunities, reasonably accessible to public transportation or alternative transportation means, and avoid placing an inequitable fiscal impact on any one particular neighborhood.
17. Use all available federal and State assistance programs in promoting an adequate supply of low- and moderate-housing. Support a consistent commitment by federal and State governments to fund programs to meet low- and moderate-income housing needs.
18. Encourage the development and expansion of job opportunities to increase the incomes of low- and moderate-income households.
19. Discourage clustering of low-income housing where it would increase the concentration of low-income persons in a single community. If possible, low-income housing should be dispersed throughout the community.
20. Ensure the relocation and rehabilitation, or replacement, of substandard low- and moderate-income housing units removed by public redevelopment projects.
21. Promote the inclusion of units for low- and moderate-income families in new housing developments through incentives such as density bonuses.
22. Encourage cities to establish housing authorities to help meet low- and moderate-income housing needs. Cities with small populations should be encouraged to enter into agreements with the Los Angeles County Housing Authority.
23. Encourage private lenders to provide alternative financing methods (such as interest-only loans or equity lending) to make home ownership available to a greater number of households.
24. Promote design and construction of rental housing to accommodate large families.
25. Support efforts to eliminate redlining through an affirmative marketing program and affirmative lending practices by all financial institutions.

26. Promote development of housing for the elderly and handicapped.
27. Promote and implement programs to broaden housing choice for low- and moderate-income households through counseling and educational services.
28. Encourage the development and stabilization of interracial and inter-ethnic communities.
29. Allow conversion of rental units to condominium or stock cooperative ownership only when structures approximate the standards currently applied to the construction of new multi-family units, especially parking requirements, in order to foster a system of development standards which does not inhibit new construction. During periods when there is a severe shortage of rental apartments, allow conversions only when the individual conversions or the cumulative effect of past and proposed conversions will not significantly aggravate that shortage or otherwise interfere with the achievement of goals and policies of the General Plan. Furthermore, if and when conversions are allowed during such periods, impose requirements to ensure that tenants are adequately compensated for the hardship of displacement.

Housing Cost

Many low- and moderate-income households cannot afford suitable housing. The costs of buying and renting a home are rising faster than incomes. Inflation of housing costs can be reduced only if there is an adequate quantity of housing, of the type needed, in desirable locations and if construction and finance costs can be restrained.

Policy

30. Streamline administrative procedures for granting development approvals and permits and establish time limits for such approvals so as to minimize the time, costs and uncertainty associated with development. Provide a separate expedited process for proposals involving low- and moderate-income housing.
31. Periodically review and update regulations, ordinances, codes and standards to minimize their impact on development costs,

delays and uncertainty, and/or the unnecessary consumption of scarce land resources.

32. Encourage joint housing programs with cities, adjacent counties and other governmental agencies to increase the efficiency and cost effectiveness of housing programs.

33. Provide zoning, land division and construction incentives to reduce the cost of new and rehabilitated housing and to promote increased availability of low- and moderate-income housing.

34. Discourage inefficient use of scarce natural resources in the construction and rehabilitation of housing. Encourage the use of energy saving technology in the design, construction and operating systems of residential buildings.

HOUSING PROJECTIONS

Housing projections are a statistical derivative of written policies. They are directly related to the population, land use and employment projections of the Plan and provide a mechanism for monitoring the effectiveness of planning policy.

Housing projections, Table 4.8, include year 2000 total units as well as demolitions and construction for the 1975-2000 period. These are further divided into (1) low density and (2) medium and high density units for each of the 14 planning areas (see Figure 4.4).

In preparing the housing projections, in addition to the Regional Planning Commission's resolution establishing a general policy direction, the following major assumptions were made:

1. The average number of persons per household will decline from the present levels, but at a decreasing rate of decline.

2. The number of persons per household will continue to be lower for multiple units than for single family units.

3. As the prime land supply diminishes, the proportion of single-family detached units constructed will decline.

4. Recycled areas will generally be rebuilt at higher densities than construction on undeveloped land.

5. Building of single-family units will occur mainly in urban fringe areas where the land supply is more plentiful.

6. Generally, few single units will be built on recycled land.

FIGURE IV.4

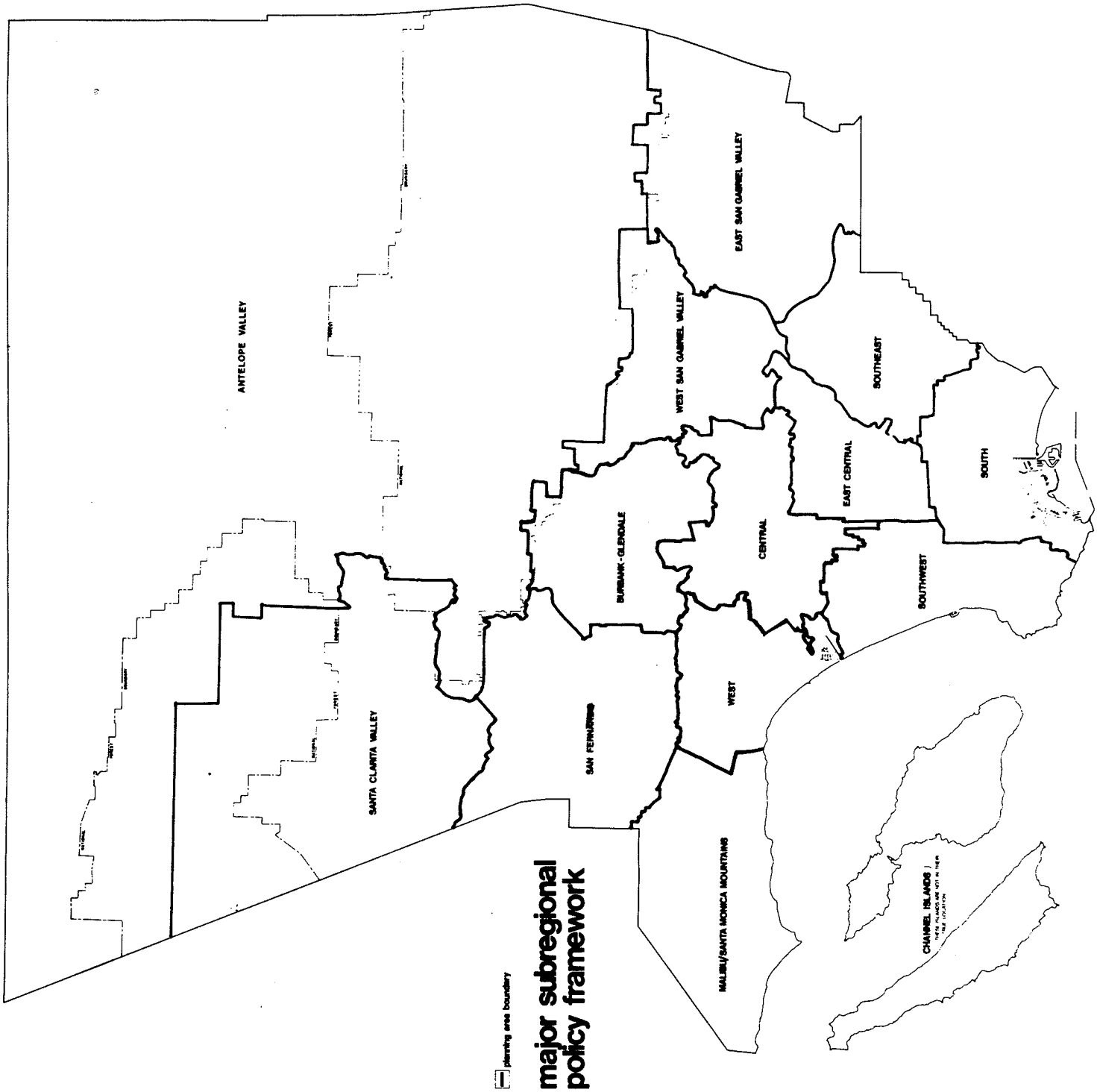

major subregional policy framework
planning area boundary
ANTELOPE VALLEY
SANTA CLARITA VALLEY
SAN FERNANDO
BURBANK-GLENDALE
WEST SAN GABRIEL VALLEY
EAST SAN GABRIEL VALLEY
MALIBU/SANTA MONICA MOUNTAINS
WEST
CENTRAL
EAST CENTRAL
SOUTHEAST
SOUTHWEST
SOUTH
CHANNEL ISLANDS

TABLE 4.8

HOUSING PROJECTIONS BY PLANNING AREA
FOR THE YEAR 2000

Planning Area Density Type	1975 Total Housing Units	1975-2000 Demolitions	1975-2000 Construction	1975-2000 Net Change	2000 Total Housing Units
San Fernando					
Low	182,400	6,000	21,300	15,300	197,700
Med./High	87,700	2,000	42,400	40,400	128,100
Total	270,100	8,000	63,700	55,700	325,800
Burbank/Glendale					
Low	145,800	7,600	2,800	-4,800	141,000
Med./High	84,600	2,900	30,600	27,700	112,300
Total	230,400	10,500	33,400	22,900	253,300
West San Gabriel Valley					
Low	186,900	8,300	6,100	-2,200	184,700
Med./High	61,900	3,000	32,100	29,100	91,000
Total	248,800	11,300	38,200	26,900	275,700
East San Gabriel Valley					
Low	157,200	2,300	35,700	33,400	190,600
Med./High	31,600	1,600	33,800	32,200	63,800
Total	188,800	3,900	69,500	65,600	254,400
Malibu/Santa Monica					
Low	13,700	400	11,500	11,100	24,800
Med./High	2,600	200	3,500	3,300	5,900
Total	16,300	600	15,000	14,400	30,700
West					
Low	77,300	7,600	4,200	-3,400	73,900
Med./High	110,300	6,600	45,700	39,100	149,400
Total	187,600	14,200	49,900	35,700	223,300
Central					
Low	251,100	18,400	5,700	-12,700	238,400
Med./High	318,000	23,600	97,200	73,600	391,600
Total	569,100	42,000	102,900	60,900	630,000
East Central					
Low	157,900	14,000	5,200	-8,800	149,100
Med./High	55,800	6,000	40,400	34,400	90,200
Total	213,700	20,000	45,600	25,600	239,300

TABLE 4.8 (Continued)

Planning Area Density Type	1975 Total Housing Units	1975-2000 Demolitions	1975-2000 Construction	1975-2000 Net Change	2000 Total Housing Units
Southeast					
Low	156,600	4,300	8,200	3,900	160,500
Med./High	42,100	2,600	27,700	25,100	67,200
Total	198,700	6,900	35,900	29,000	227,700
South					
Low	162,800	8,500	8,300	-200	162,600
Med./High	91,600	6,500	38,500	32,000	123,600
Total	254,400	15,000	46,800	31,800	286,200
Southwest					
Low	176,800	6,000	8,900	2,900	179,700
Med./High	97,500	1,900	34,300	32,400	129,900
Total	274,300	7,900	43,200	35,300	309,600
Santa Clarita Valley					
Low	17,100	700	27,900	27,200	44,300
Med./High	2,200	100	11,500	11,400	13,600
Total	19,300	800	39,400	38,600	57,900
Antelope Valley					
Low	31,500	2,500	35,700	33,200	64,700
Med./High	3,000	300	10,500	10,200	13,200
Total	34,500	2,800	46,200	43,400	77,900
Channel Islands					
Low	800	0*	500	500	1,300
Med./High	400	0*	100	100	500
Total	1,200	0*	600	600	1,800
L. A. County					
Low	1,717,900	86,600	182,000	95,400	1,813,300
Med./High	989,300	57,300	448,300	391,000	1,380,800
Total	2,707,200	143,900	630,300	486,400	3,193,600

* Minimal number of demolitions anticipated, rounded to zero.

Source: Los Angeles County Department of Regional Planning

HOUSING DEVELOPMENT AND NEIGHBORHOOD CONSERVATION POLICY MAP

The Housing Development and Neighborhood Conservation Policy Map (to be found in the back pocket of the Plan) depicts the geographic or spatial aspects of housing policy. This map complements the policy maps contained in other elements of the Plan. The map contains nine categories that express housing development and conservation policy within urban areas and rural communities.

Revitalization and Maintenance

Neighborhood revitalization areas show those general locations where major residential rehabilitation or rebuilding is taking place, or where it is desirable, in order to improve the physical, social and economic environment. Neighborhood revitalization may take two forms -- selective or comprehensive. Areas designated for selective revitalization include neighborhoods where individual dwellings have deteriorated to such an extent that they are in need of rehabilitation or replacement, but the deterioration is not widespread. In these neighborhoods the quality of public and private services is usually adequate. Selective revitalization areas will require a moderate investment of public resources. On the other hand, areas designated for comprehensive revitalization are characterized by widespread deterioration. Income levels are generally at the lowest end of the scale. Non-compatible land uses frequently are mixed with the residential uses. Public and private services and facilities are generally inadequate. These are typically "blighted" neighborhoods. Revitalization of these areas will require broad scale governmental assistance and incentives to encourage private reinvestment.

Neighborhood conservation areas show the general locations of basically sound residential neighborhoods that should be protected from a general change in character. The intent is to foster the maintenance, repair and enhancement of existing residential

structures so as to extend their useful housing life. Two forms of neighborhood conservation areas are identified on the map -- heavy maintenance and light maintenance. In areas shown for heavy maintenance, structures are generally in good condition but house exteriors and landscaping are being neglected. These areas require preventive maintenance programs to assure that they do not become deteriorated. Generally, income levels are sufficient to maintain the homes, but some governmental incentives may be necessary. Areas designated as light maintenance encompass residential neighborhoods in sound condition and are well maintained. Routine maintenance of houses and services should be all that is required to keep these neighborhoods sound.

Major Infill and Expansion

The process of new residential development takes two major forms: it can take place within the urban area on vacant parcels which were by-passed when the area first developed (infilling) or it can take place on vacant land outside the present urban area (residential expansion). Areas designated for major infilling include only the large blocks of land where sizable residential developments are occuring or should occur. Densities in these areas should be compatible with the surrounding neighborhood, although well designed developments at moderately higher densities would be appropriate in some cases. Areas designated for residential expansion are those general locations outside the existing urban boundary where suitable land may be converted to residential use, or where residential development is occurring or would be appropriate. These areas shown are not necessarily a prediction of the extent of residential expansion between 1975 and 2000, but merely a delineation of major areas where residential development may take place (see the General Goals and Policies Chapter for a more detailed discussion of this issue).

Rural Communities

The map delineates two types of housing policy for non-urban areas: revitalization and maintenance within rural communities. Areas designated as rural communities - revitalization include those rural communities that have clusters of residential development in need of improvement. Residential development may be at urban densities in some places but urban services are neither needed nor planned. Rehabilitation and heavy maintenance activities should be programmed in these areas with replacement of structures when they present a threat to the health and safety of the occupants. Residential densities should be maintained at their present levels; however, infilling of vacant parcels could be accommodated if this does not alter the rural character of the community and place an excessive burden on the community's services and facilities. Areas designated as rural communities - maintenance include all those rural communities that have generally sound residential development with only routine maintenance required. New housing may be constructed in these areas at densifies compatible with the standards set forth in the Conservation/ Open Space and Land Use Elements.

Other Non-Urban and Non-Residential

This category comprises all land that is not designated for urban residential community uses or rural communities. It includes land used for other than residential uses - including open space lands - as well as non-urban areas containing housing outside rural communities, as developed under other applicable General Plan criteria, such as Hillside Management Provisions. For residential use policies, guidelines and density standards in non-urban areas, see the Land Use and the Conservation and Open Space Elements.

1985 POLICY DISTRIBUTION OF HOUSING FOR LOWER INCOME HOUSEHOLDS NEEDING ASSISTANCE*

The 1985 Policy Distribution of Housing for Lower Income Households Needing Assistance recommends a distribution to promote suitable housing opportunities convenient to employees of every major employment center. Such a pattern will also lead to a reduction in daily travel and contribute to the achievement of air quality and energy goals.

Table 4.8 shows the 1985 (a nine year projection, 1976-1985) Policy Distribution of Housing for Lower Income Households Needing Assistance for Los Angeles County's fourteen planning areas. Given the unreliability of long range projections, the short term projection to 1985 was developed based on current need as identified in the Regional Housing Allocation Model (developed by the Southern California Association of Governments) and the three components identified on page IV-44. The number of low-and moderate-income units needed (consisting of existing sound units, units to be rehabilitated, and/or new units to be constructed) can be derived for each planning area. For comparison purposes, Table 4.6 illustrates the distribution of current identified needs.

Table 4.8 identifies the distribution of housing need among the planning areas based upon need, suitability and equity factors. Since each planning area contains many cities and unincorporated communities, it is their joint responsibility to develop programs to meet these needs. This policy allocation will be used to develop a system for disbursing housing assistance funds. The reader is referred to the chapter on implementation for short-term targets, assigned roles and responsibilities and proposed programs for meeting these needs.

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* The specific type of assistance referred to here is for housing expenses only. These households may or may not need other types of assistance.

The number of units allocated to each planning area in 1985 are based on three basic components:

a. Determination of need based upon projected population and employment growth;

b. The planning area's suitability for additional low- and moderate-income households as determined by vacant developable land; and,

c. Avoidance of the concentration of low- and moderate-income and subsidized housing in any one community to prevent a community from becoming overly responsible for the provision of low- and moderate-income housing units.

For each of the three component categories, the measures were reduced to percentages of the County total. These percentages were added and averaged for each planning area. The composite average for the planning area was applied to the County's total need in order to redistribute this projected need so that opportunities for housing for low- and moderate-income households can be expanded. For the purposes of identifying the County's responsibility for meeting housing needs in the unincorporated areas, allocations of low- and moderate-income housing need have been made to the unincorporated portions of each planning area. For a more detailed explanation of the methodology, please see the General Plan Technical Supplement "C-III".

TABLE 4.9

1985 POLICY DISTRIBUTION OF HOUSING FOR LOWER INCOME HOUSEHOLDS NEEDING ASSISTANCE

Planning Area	Households	Lower Income Households	Recommended Distribution of Lower Income Assisted Housing	Those Lower Income Households Needing Assisted Housing Which Are: Large Family	Elderly	Handi-capped	Other
San Fernando	285,100	89,300	52,400	8,100	24,600	4,300	15,400
Burbank/Glendale	228,100	93,800	44,400	3,400	15,000	2,700	23,300
West San Gabriel Valley	245,200	96,300	46,900	5,800	18,500	3,800	18,800
East San Gabriel Valley	206,300	69,100	50,400	11,200	21,300	4,500	13,400
Malibu/Santa Monica Mtns.	22,000	4,000	2,300	100	900	200	1,100
West	190,800	80,100	41,400	2,300	19,100	3,200	16,800
Central	549,200	291,700	107,800	15,900	64,700	11,500	15,700
East Central	208,300	121,500	25,000	6,600	9,900	2,200	6,300
Southeast	199,700	66,500	42,900	8,000	11,900	3,000	20,000
South	246,800	103,900	40,400	7,000	20,900	3,600	8,900
Southwest	274,100	95,400	47,400	4,600	15,600	3,500	23,700
Santa Clarita Valley	32,400	10,200	6,200	700	2,000	400	3,100
Antelope Valley	37,100	16,500	6,600	900	2,400	600	2,700
Channel Islands	800	500	100	0	100	0	0
County Total	2,725,900	1,139,200	514,200	74,600	226,900	43,500	169,200

* Less than 100.

Source: Los Angeles County Department of Regional Planning Estimates, 1978.

HOUSING ELEMENT
FOOTNOTES

1. U.S. Bureau of the Census, *1970 Census of Population and Housing.*
2. Estimate of the Department of Regional Planning, Population and Human Resources Section, 1975.
3. Estimate of Greater Los Angeles Community Action Agency, March 1975.
4. *Ibid.*
5. U.S. Bureau of the Census, *op. cit.*
6. Southern California Association of Governments, *Regional Housing Allocation Model,* 1977.
7. Estimate of the Department of Regional Planning, Population and Human Resources Section, 1976.
8. Department of Regional Planning, Land Use Survey, 1975.
9. *Ibid.*
10. Estimate of the Department of Regional Planning, 1978.
11. U.S. Bureau of the Census and U.S. Department of Housing and Urban Development, Annual Housing Survey: 1974, *Housing Characteristics for Selected Metropolitan Areas.*
12. Southern California Association of Governments, *op. cit.*
13. *Ibid.*
14. Federal Home Loan Bank Board News, May 12, 1978.
15. United California Bank, Research and Planning Division, Los Angeles, California.

HOUSING ELEMENT
GLOSSARY

ADEQUATE OR SOUND HOUSING
A decent, safe and sanitary residential unit which is not overcrowded (occupied by an average of 1.01 or more persons per room).

AFFORABLE HOUSING
Housing units which are adequate and do not require overpayment for housing expenses in terms of a desirable maximum of 25 percent of gross household income (in the case of lower income households).

ASSESSED VALUE
Value assigned to the land and property improvements by the tax assessor for real estate tax purposes.

CONDOMINIUM
A form of ownership in which each purchaser holds direct legal title to a living unit in a multi-unit development, together with collective ownership of the site and all portions of structures used in common.

CONSERVATION
The processes and actions by which existing structures and facilities are preserved in sound condition.

COOPERATIVE HOUSING
A form of indirect ownership of a living unit in a multi-unit development. The individual owns shares in a non-profit corporation which holds title to the property. The corporation in turn gives the owner a long-term proprietary lease on a unit.

DENSITY
Average number of housing units or person per unit of land area, often measured in units or persons per acre.

$$\text{Density} = \frac{\text{total housing units}}{\text{total acres}} \quad \text{or} \quad \frac{\text{total population}}{\text{total acres}}$$

DETERIORATED HOUSING
Units with one or more major structural defects but can be rehabilitated/repaired at a reasonable cost.

DILAPIDATED HOUSING
Units which are unsafe for occupancy due to structural or health hazards and cannot be rehabilitated at a reasonable cost and need to be replaced.

ELDERLY
Persons 62 years of age or older.

HANDICAPPED
Persons determined to have a physical impairment or mental disorder which is expected to be of a long-continued or indefinite duration and is of such a nature that the person's ability to live independently could be improved by more suitable housing conditions.

HOUSEHOLD
All persons occupying a dwelling unit.

HOUSING CODE
A set of standards which regulates the use and maintenance of housing units. It is intended to establish a minimum standard below which a house is unfit for a person to occupy because it may endanger his health or be a hazard to his life.

HOUSING DEMAND
The quantity of housing of specified quality, characteristics and distribution within a geographic area, which is needed and wanted, and therefore actively requested by the prospective occupants, and for which buyers are willing and able to pay the price.

HOUSING INDUSTRY
All the individuals and organizations involved in the process of planning, design, production, maintenance, marketing, and financing of housing.

HOUSING MARKET
That arena of exchange in which rents, prices, sales activity, housing availability and other details of the residential situation are determined and exchanged.

HOUSING NEED
The shortage in the quantity of housing of specified quality, characteristics, cost and distribution within a geographic area, as determined by set standards and by the values people hold, independent of any attempt to remedy.

HOUSING STOCK
All housing units, occupied or vacant, which are located in a specific geographic area.

HOUSING SUPPLY
The amount of housing units available for purchase or rent.

HOUSING UNIT OR UNIT
The place of permanent or customary and usual abode of a person, including a single-family dwelling, a single unit in a two-family dwelling, multi-family or multi-purpose dwelling, a unit of a condominium or cooperative housing project, a nonhousekeeping unit, a mobilehome, or any other residential unit which either is considered to be real property under State law or cannot be moved without substantial damage or unreasonable cost.

HOUSING UNIT (ADEQUATE/SOUND)
A decent, safe and sanitary residential structure which is occupied by (an) individual(s) or a family.

HOUSING VALUE (MARKET VALUE)
The price at which a property could be sold on the open market with buyer and seller free from abnormal pressures.

LARGE FAMILY
A family of five or more persons.

LOWER-INCOME HOUSEHOLD
A household, with adjustments for household size, whose income falls below 80 percent of the median household income of the standard metropolitan statistical area (SMSA) or, outside SMSAs, a county.

LOWER-INCOME HOUSING UNITS
Units with either a 1975 market value of $20,000 or less, or rented for $165 per month or less in 1975.

MAINTENANCE
The activity of keeping a residential property in a state of good repair and sound condition.

a. A residential property requires heavy maintenance when some or all of the following conditions are present:

   Defective roofing

   Interior or exterior painting has been neglected for an extensive period of time

   Broken windows or doors

   Ineffective weather proofing

   Overgrown vegetation causing detriment to neighboring properties or property values

   Accumulation of unsightly objects for an unreasonable period on the premises causing depreciation of nearby property values

b. A residential property requires only light maintenance when routine and seasonal property upkeep (such as repairing leaky faucets and drains, fixing broken electrical fixtures, and cutting and trimming lawns) will maintain it in a sound condition.

MANUFACTURED HOUSING
A housing unit which has a proportion of its structural framework pre assembled offsite.

MOBILEHOME
A housing unit which is also a vehicle capable of being transported on its own undercarriage.

MODERATE-INCOME HOUSEHOLD
A household, with adjustments for household size, whose income falls below 120 percent of the median household income of Los Angeles County.

MODERATE-INCOME HOUSING UNIT
Unit meeting the standard for "Affordable Housing" by "Moderate-Income Household".

MULTIPLE (MULTI) FAMILY HOUSING UNIT
A housing unit contained in a structure having more than one housing unit.

NEEDING REHABILITATION
Refers to a housing unit which in its present state materially endangers the health, safety or well-being of its occupants in one or more respects, and which is economically feasible to repair.

NEEDING REPLACEMENT
Refers to a dwelling unit which in its present state materially endangers the health, safety or well-being of its occupants in one or more respects, and which is not economically feasible to repair.

NEIGHBORHOOD
The geographic area within which residents experience a high degree of social interaction and contact, frequent face-to-face communication, and a sharing of common interests, services and facilities.

OBSOLESCENCE
Diminished utility and desirability of housing resulting from such factors as aging, lack of maintenance and repair, technical innovations, changes in economic and social characteristics, and shifts in the tastes and needs of prospective buyers and renters.

OVERCROWDED HOUSING UNIT
A housing unit in which the members of the household, or group, are prevented from the enjoyment of privacy because of small room size and housing size. The U.S. Bureau of Census defines an overcrowded housing unit as one which is occupied by more than one person per room.

RECYCLE
The process of comprehensive replacement or improvement of existing structures and facilities, primarily in urban areas.

REDEVELOPMENT
The process of replacement of existing urban uses, structures, and facilities, without excluding the continuance of existing structures in sound condition.

RELOCATION, RESIDENTIAL
Settlement of households in new locations who have been dislocated from their previous places of residence by actions involving removal of the structures in which they lived.

REVITALIZATION
The process involved in stimulating public and private reinvestments to enhance the social, economic and physical environment of declining urban areas.

SINGLE FAMILY HOUSING UNIT
A housing unit contained in a structure separated from other structures and designed for only one household.

SUBSTANDARD
Refers to all deteriorating and dilapidated housing.

VACANT HOUSING UNIT
An unoccupied housing unit intended for permanent or seasonal occupancy.

VACANCY RATE (VR)
The percentage of the housing stock which is vacant.

$$\text{Vacancy Rate (VR)} = \frac{\text{total vacant units}}{\text{total units}}$$

COUNTY OF LOS ANGELES

GENERAL PLAN

TRANSPORTATION ELEMENT

The preparation of this Element was financed in part through funds made available by the U.S. Department of Transportation and the State of California Department of Transportation. The contents of this report reflect the views of Los Angeles County which is responsible for the facts and the accuracy of the data presented herein. The contents do not necessarily reflect the official views or policies of the U.S. Department of Transportation nor the State of California Department of Transportation.

TRANSPORTATION ELEMENT

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INTRODUCTION

This Transportation Element* sets the direction for the development of a comprehensive, coordinated, and continuing transportation system for Los Angeles County. This document identifies the major locations and corridors of existing and future travel based on existing and projected land use patterns.

Circulation Elements from cities in the County have been collected and used as input for this element. The Countywide Citizens' Planning Council, the General Plan Policy Review Board and the Los Angeles County Association of Planning Officials provided valuable input. Associated transportation agencies also provided essential assistance. Thus, this Element reflects wide based input on transportation planning for the future. The element also provides the foundation for the input from Los Angeles County to regional and statewide transportation planning.

The Element is organized into four major sections: 1) background, 2) objectives, 3) needs and policies, and 4) the Highway Plan (Appendix A). The background section presents a brief history of the relationship between transportation and County development patterns; it then discusses transportation and related land use, energy, and environmental issues; countywide programs and projects designed to achieve a balanced transportation systems; transportation safety and security issues; and intergovernmental relations and financing concerns.

*The Element is titled "Transportation Element" because it goes beyond the minimum State requirements for the preparation of a "Circulation Element" and because the term "transportation" is more commonly used by the general public.

BACKGROUND

HISTORICAL PERSPECTIVE

The availability of transportation in Los Angeles County strongly influenced patterns of growth and community locations. In the past, geography, rancho boundaries, and early development sites, such as the local Franciscan missions, the Pueblo de Los Angeles and the San Pedro-Wilmington Harbor determined the routing of roads and the first railways. These early routes, in turn, influenced the location of other settlements in the area. The railway routes and stations of the Pacific Electric Railway system were a focus for urban growth through the early 1900s.

The introduction of the motor vehicle altered this pattern of development. Population, commerce and industry spread out into surrounding areas. Rail passenger use declined and the population came to depend more and more on the motor vehicle. Automobiles have become the primary means of personal transportation, buses have taken over the role of public carriers and trucks are handling the major share of freight movement. Long distance transportation of freight and passengers is accomplished by air, sea, rail, pipelines and highways.

In the past, land use patterns dictated the location of transportation access points; the location of these facilities, in turn, often led to further development. The pattern of development in Los Angeles County has been primarily toward dispersed, relatively low-density land use, which, in the past, has encouraged the expansion of urban uses into sparsely populated or rural areas. The automobile, with a supportive highway and freeway system, provided the mobility to support this way of life.

TRANSPORTATION - RELATED LAND USE, ENERGY AND ENVIRONMENTAL ISSUES

Now, however, the County is faced with the necessity of reducing the cost of local government, conserving dwindling energy supplies, improving air quality and making more efficient use of available land. Urban land uses must be encouraged to take a more concentrated pattern and the older urban areas maintained as attractive places to live and work. Land use planning policies based on concentrating, recycling and infilling must be coordinated with transportation improvements. The transportation network plays a major role in influencing the physical, economic and social environment of the County. It both shapes and serves the urban pattern, providing for travel within and among urbanized areas as well as serving emergency access, recreation and agricultural needs, rural circulation and intercounty travel.

In considering future extensions to the transitway system the County of Los Angeles should avoid inducing a pattern that contributes to further separation of places of residences from places of work. New medium and high density residential development and new intensive commercial development should be located in proximity to public transportation service to increase patronage, conserve energy, reduce pollution and increase mobility.

An energy-efficient transportation system that supports a more concentrated land use pattern and serves the needs of the residents of the County must be developed. The energy used directly for transportation is 25 to 30 percent of the total energy consumed in the United States. (1)(2) This figure is increased by 9 percent when indirect activities, such as fuel refining and the manufacture of transportation equipment, are included. (3)

The fuel efficiency of the various passenger transport modes differs widely. Based on an average vehicle occupancy of 37 percent, intercity passenger trains get 47 passenger-miles per gallon of fuel. The corresponding figures for an urban bus are 18 percent average vehicle occupancy and 37 passenger-miles per gallon; for an intercity airplane, 49 percent average vehicle occupancy and 16 passenger-miles per gallon; and for an urban automobile, 28 percent (1.4 persons/vehicle) average vehicle occupancy and 17 passenger-miles per gallon. (4) (5) Within the Los Angeles Regional Transportation Study (LARTS) area, the average vehicle occupancy for work trips is 1.2 passengers per vehicle. (6)

The energy consumption characteristics of the automobile, which alone consumes half of the transportation energy (7), can be increased by improving the efficiency of the propulsion system and restricting high speeds. Automobile manufacturers have been directed by the Federal government to produce cars that are increasingly more energy-efficient and have lower emissions. (8)(9) The 55 miles per hour speed limit helps reduce fuel consumption, exhaust emissions, accident rate and severity and results in a smoother flow of traffic.

The heavy use of low-occupancy automobiles in Los Angeles County has generated environmental problems. According to a recent County public opinion survey, air quality was perceived the most important problem facing the County in the next 25 years. (10) Similarly, in a recent Los Angeles Times survey, air quality was considered the most urgent problem facing Los Angeles. Although the share of pollutants attributed to motor vehicles has decreased measurably in recent years, motor vehicles are the primary source of air pollution in Los Angeles County. Mobile sources still emit about 7,220 tons of pollutants daily. (11) Fixed sources also contribute to air pollution, but have a more local effect. Because of stricter automobile

exhaust standards, vehicles of the future will release significantly fewer hydrocarbons, carbon monoxide and nitrogen oxides (major transportation related air pollutants). The State Air Resources Board estimates that auto emissions will decrease every year until sometime after 1990.

In an effort to address the air quality issue, the County of Los Angeles participates in the regional Air Quality Management Plan (AQMP) effort. The AQMP is the result of an interagency planning effort of the South Coast Air Quality Management District (SCAQMD), the Southern California Aassociation of Governments (SCAG) and other local agencies. The AQMP is designed to meet the air quality planning requirements of the Federal Clean Air Act as amended in 1977 and the California Air Quality Management Act of 1976. The plan provides a comprehensive program to meet federal primary ambient air quality standards by 1987 through reasonable, cost-effective, incremental actions carried out by all levels of government. The AQMP was approved with modifications for inclusion in the State Implementation Plan by the State Air Resources Board in May 1979. In February, 1980, the County Board of Supervisors resolved to implement a set of reasonably available control measures or their equivalents. The adopted control measures are: modified work schedules, employee ridesharing, carpool preferential parking, bikeways and pedestrian facilities, energy-efficient street lighting and traffic signal synchronization.

Transportation control measures aimed at drastically reducing vehicle-miles-traveled (VMT) will have a beneficial effect on air quality and energy. (12) Any VMT reduction measures should consider economic and social impacts.

Transportation facilities and vehicles also contribute to noise and visual pollution in the County, especially adjacent to major transportation facilities. Ecologic harm, geologic instability and the loss of archeological and historic sites

caused by the construction of transportation facilities are also of concern.

TOWARDS A BALANCED TRANSPORTATION SYSTEM

Concerned agencies in the Los Angeles area have devoted a great deal of effort to develop a five-part regional transit program. The aim of this cooperative effort is to achieve a reasonably balanced use of all modes. The five major elements of this planning effort are: a Transportation System Management Program to make more efficient use of the exisiting bus and highway systems; a regional circulation system, including a Freeway Transit Program involving additional bus lanes and/or rail lines within existing rights-of-way; community-oriented circulation/distribution systems, including a Los Angeles Downtown People Mover system; a rapid transit system to improve transportation in the high density Downtown-Wilshire-North Hollywood corridor; and increased commuter rail service.

Transportation Systems Management

In an effort to improve the efficiency of the transportation system, several alternatives to the private automobile and ways of increasing the vehicle occupancy ratio have been suggested. Increased use of energy-efficient modes of travel, such as public transit, subscription bus, car and van pools and bicycles will help conserve energy, reduce mobile source air pollution emissions and lessen highway congestion. A County public opinion survey indicated strong citizen support for encouraging car and van pooling and for improving local bus service.

The freeway and highway network in Los Angeles County represents a large investment in land and improvements. Use of this extensive right-of-way network -- as well as, flood control channel, railroad and utility rights-of-way -- for more than one function or mode of transportation would improve the system efficiency and poten-

tially minimize the disruption of communities and displacement of people.

A high occupancy vehicle (HOV) strategy that shows promise is the freeway ramp metering program. The California Department of Transportation had 460 freeway ramp meters in operation by 1980 and plans to meter a total of about 1,000. Freeway ramp metering with HOV preferential treatment has been implemented at many locations and is successful in providing a smoother, more uniform flow of freeway traffic. (13)

Parking management also improves traffic flow and relieves congestion. On-street parking often contributes to congestion. Off-street parking facilities alleviate this but use additional land and interrupt traffic flow because of the entrances and exits. On heavily traveled streets, parking can be, and is, prohibited during peak periods to improve traffic flow. Parking management strategies include use of incentives and restrictions on parking availability to encourage motorists to participate in ridesharing and HOV programs.

Freeway Transit

Many new transportation concepts to encourage vehicle multiple-occupancy are being tried, such as designating additional and separate freeway lanes exclusively for buses or HOVs as on the San Bernardino Freeway Express Busway. This project has proven a success in attracting transit riders. The number of bus passengers using the busway has increased by 71 percent between 1976 and 1980 from about 14,000 per day to 24,000. (14) The number of carpools carrying three or more people using the busway during the morning and evening peak periods (four hours total) increased by 15 percent between 1979 and 1980. (15) This seems to indicate that the HOV concept can be an element of an early action "mass transit" system for Los Angeles.

However, the "Diamond Lane" experiment on the Santa Monica Freeway which removed existing travel lanes for exclusive use by HOVs, was subject to public opposition. Lane-changing problems and a high incidence of accidents plagued the experiment.

Community Circulation/Distribution Systems

The Urban Form Policy Map establishes the general location and character of a system of regional centers where high intensity activities of regional significance are to be concentrated. Many of these centers are good candidates for internal community-level transit service. Demand-responsive buses, jitney service, fixed-route bus service, people-mover systems (16), or combinations of these can be used. Emphasis should be placed on developing multi-modal transportation facilities at centers to increase the efficiency and convenience of the transportation system. Local urban form and planning goals will determine the type and level of the local circulation system to be provided. Local communities must be involved in choosing the mode that best satisfies their transportation needs at a cost they can afford.

Rail Rapid Transit Facilities

In Los Angeles County, fixed-rail rapid transit is the next logical step for service improvements in some heavily traveled corridors as the bus system approaches capacity. Los Angeles County should use the experience gained in the planning and construction of other transit systems and must take into account population density, financial resources and support from the people to ensure successful operation. (17)

The region is proceeding with the implementation of the initial starter line segment of a comprehensive rail rapid transit system. The preferred alignment will connect Union Station downtown with

North Hollywood, via a route through the central city, west on Wilshire Boulevard to Fairfax Avenue, north through Hollywood and the Cahuenga Pass and terminating at Lankershim and Chandler Boulevards. The 18 mile, $2 billion line is endorsed by the Los Angeles County Transportation Commission, which is composed of representatives of County and city governments. No tax increases will be required to finance the proposal, which will be funded 80 percent by the federal Urban Mass Transportation Administration and 20 percent by existing State tax revenues and local monies.

Population density is recognized as a major criterion for predicting the success of a fixed guideway rail rapid transit system. Contrary to the low density label given to the Los Angeles area, a 1977 Southern California Rapid Transit District (SCRTD) report indicated that for the 100 most densely populated square miles, Los Angeles (13,000 pop/sq. mi.) has the third highest density in the country. This is less than New York at 27,500 pop/sq. mi. and Chicago at 15,750 pop/sq. mi. but greater than Philadelphia (10,000), Detroit (8,000), San Francisco (7,500), Boston (7,500), Washington (7,000), Denver (2,750), and Atlanta (2,500). Although Los Angeles does not have the small concentrations of very high density which are found in a few older cities, Los Angeles exhibits widespread moderately high density which suggests the successful feasibility of a high-speed network with sparse coverage. Another purpose of rail transit is to link centers of high density.

Based on results of a County public opinion survey, over 60 percent of the respondents indicated concern with the need to improve public transportation. Significant numbers felt that rail rapid transit must play an important role in the overall transportation picture. The great diversity of opinion regarding the optimum type of transit tended to support the concept that the public transportation needs

of Los Angeles must be met by a combination of modes carefully interrelated. Nevertheless, 40 percent of the respondents felt that rail transit should receive major emphasis in future additions to our transportation system (in portions of the County -- specifically, the San Fernando Valley -- the percentage of respondents who felt rail rapid transit should receive emphasis rose to 55 percent).

Commuter Rail

The use of existing railroad trackage and facilities for commuter rail service either already is operating or appears feasible for operation along several corridors within the region. These potential routes extend from downtown Los Angeles (Union Station) to serve: the San Fernando Valley and Ventura County, the foothill communities of the San Gabriel Valley, the Pomona/Walnut Valley, Palmdale and Long Beach. All routes, by virtue of their limited freight movement, are likely candidates for successful commuter rail services.

The amount of service on the Los Angeles - San Diego intercity rail line, serving San Diego, Orange and Los Angeles Counties, doubled between 1976 and 1979. Also, the number of passengers riding these trains more than doubled, increasing from 464,000 in 1976 to 1,178,000 in 1979. (18) Due to the success of this service, efforts are being made to add stations to the Los Angeles - San Diego line and to initiate similar service on other routes.

Joint Development Projects

The use of a joint development concept at station locations is a necessity. The joint development concept envisions harmonious public and private development at transportation stations and may include residential, commercial, cultural,

recreational, educational and other uses. These uses may be planned adjacent to, over, under or upon transportation facilities land. Moreover, joint development projects at transit facilities support and reinforce land use policies aimed at promoting higher density residential and commercial development patterns and the conservation of existing urban centers.

Transit Prospects

Public transit provides a viable alternative to the low-occupancy private automobile. But motorists must be attracted away from exclusive auto use, particularly during peak commuting hours, when 40 percent of transportation trips are made. (19) To attract transit ridership, the level of service must be good and transit marketing must be used to increase the public awareness of services available. It is particularly important that service be accessible for those dependent on public transportation -- the young, the elderly, the handicapped and the economically disadvantaged.

SCRTD carries almost 90 percent of the transit patrons in Los Angeles County. Between 1971 and 1980 the number of trips made via SCRTD, the number of peak period buses in service and the number of bus miles operated all increased substantially. Trips and bus miles increased by about 80 percent and peak period buses by about 50 percent. (20)

Since 1977, however, while the number of trips continued to increase, the number of peak period buses has remained constant and the total number of bus miles operated has actually declined. (21) These figures reflect the fact that SCRTD, as transit agencies elsewhere, is experiencing severe financial difficulties. Fare increases have occurred and are likely to occur again. Even if fares increase in step with inflation, SCRTD will be unable to significantly expand the amount of

service it provides. These difficulties restrict the capacity of the District to respond to present and future changes in travel behavior and to contribute to a more energy efficient, environmentally sensitive transportation system.

Highway Prospects

As indicated in a County public opinion survey, despite the recent and current planning efforts and the need to conserve the finite supply of fossil fuels, most residents have not altered their transportation habits. On an average day in 1976, 35 million person trips were made in the LARTS region.

This number is expected to increase to approximately 42 million daily person trips by 1990. (22) Data based on a 1976 origin and destination travel survey indicate that in 1978 over 96 percent of total person trips were made by the private automobile, while approximately 4 percent were made by public transit. (23) A citizen survey indicates that the automobile should remain an important part of the transportation modal mix in the future and tends to support improvements which will lessen congestion on both major streets and freeways.

During the 1970s inflation severely affected the ability of the County and other jurisdictions to improve roads and transit service or even maintain the freeway and highway system at present levels. In the period between 1970 and 1980 inflation has, in effect, cut the transportation dollar in half. Proposed freeways have been eliminated and gap closures slowed or reduced in scope. Needed street and highway improvements have been increasingly difficult to accomplish. Federal funds for local transportation have been difficult to use because of increasingly complex paperwork and restrictions.

Many problems generated by the automobile -- energy consumption, pollutant emissions, congestion -- can be mitigated through better use and management of existing facilities and better enforcement of regulations. The major source of auto congestion during peak hours is commuter traffic. There are too many people using the system in a brief time span. Congestion occurs during non-commuter hours in some areas such as Los Angeles International Airport, downtown Los Angeles, the Wilshire corridor and other employment, cultural and recreational activity centers. Congestion in urban areas could be somewhat alleviated by establishing alternate routes for through traffic. Freeway gaps should be completed and the flow of traffic on freeways and highways improved.

Freight Transportation

Maintenance and improvement of the highway system are needed not only for the mobility of automobiles, buses, bicycles and pedestrians, but also for goods movement. Most goods in Los Angeles County are transported by truck. The fuel consumed for moving freight by truck is about 50 ton miles per gallon as compared with 2 by airplane, 360 by oil pipelines, 300 by waterway and 220 by railroads. (24)

The extensive railroad network in the Los Angeles region is connected to key points of the State and nation. This railroad network is a major investment of the transportation system and can be extremely energy efficient. Railroads offer a competitive, alternative mode to trucking for goods movement. Likewise, with improvements in pipeline safety, the use of this energy-efficient, economic and non-polluting mode of goods movement could increase.

Aviation Facilities

The aviation facilities in the County are part of the regional transportation system. Los Angeles International Airport (LAX),

the backbone of the Southern California six-county system for commercial air travel, served 35 million annual passengers (MAP) in 1979, about 80 percent of the system's air-passengers. Within several years, LAX will likely reach its policy capacity of 40 MAP as determined by ground access and internal circulation limitations. (25) To relieve congestion at LAX and decrease dependence on this facility, other airports must be developed or expanded.

Of the four other major commercial airports serving the Los Angeles area, only Ontario International Airport could handle a significant increase in passenger volume. John Wayne/Orange County, Long Beach and Burbank/Glendale/Pasadena Airports are either incapable of, or have stated policies opposing significant expansion primarily because of noise impacts. (26) Although Ontario airport may be able to handle more passenger volume, citizen resistance because of noise problems can be expected. Therefore, expansion of this airport may not be easily achieved. A new major airport, Palmdale Airport, is planned for the Antelope Valley. This airport is the Los Angeles City Department of Airports long range project to meet future air carrier passenger demand. The City of Los Angeles has prepared a development plan for this airport and has been acquiring property in recent years. The Department of Airports is forecasting that 12 million annual passengers will use this facility by the year 2000. Associated agencies have agreed that the anticipated passenger volume at Palmdale Airport can be accommodated on the Route 14 Freeway as the main access route from the Los Angeles basin. However, a special access route from the freeway will probably be needed to support the ultimate development of this airport. (27)

Los Angeles County needs general aviation facilities for personal and business transportation and police, fire, medical and agricultural uses. These facilities are a source of employment and an economic asset. However, the number of these airports in the County

has declined from 35 in 1947 to 17 in 1980, while general aviation ownership has steadily increased. Consequently, a potential problem is the higher incidence of safety problems resulting from the growth in general aviation.

Any planning for airport development must be compatible with land use planning for the surrounding areas especially for residential development. The surrounding communities must be protected and, at the same time, the operational effectiveness of the aviation facilities must be ensured. The Los Angeles County Regional Planning Commission serves as the Airport Land Use Commission in Los Angeles County. The Commission is required under California law to formulate a comprehensive land use plan to provide for the orderly growth of each public airport and the surrounding area. These plans must safeguard both the general welfare of the inhabitants within the vicinity of the airport and the general public interest.

Marine Facilities

A variety of improvements will be important for increasing the efficiency and capacity of Los Angeles County marine facilities. These include: deepening Los Angeles and Long Beach harbors; providing longer, wider and stronger berths; allocating additional land for cargo transfer and storage; and improving coordination between harbor, highway and railroad facilities for the transport of freight. Such improvements will enable the harbor facilities to accommodate new larger ships and to remain competitive. Of course, major consideration must be given to any adverse ecological, air quality and safety impacts which may result.

The demand for small craft harbors is growing. There are a number of small craft harbors along the County coastline, including Marina Del Rey, which is the world's largest man-made small craft harbor, two fishing facilities and several

beach recreational facilities in the two major harbors. The berthing and mooring capacity of these small craft harbors is inadequate to meet the demand. (28)

TRANSPORTATION SAFETY AND SECURITY ISSUES

Safety is of great concern in the development, operation and maintenance of transportation facilities. Although the number of injuries and fatal accidents per motor vehicle miles traveled continues to decline, there is still a need to further reduce the total number of accidents and fatalities. Transportation safety programs are particularly important where different modes use the same facility or where modal facilities intersect. For example, as the use of bicycles and motorcycles increased, the number of serious injury accidents also increased. (29)

Improvements to auto/railroad crossings and the establishment of safer bicycle facilities are examples of programs that can improve the safe use of multimodal facilities. Bicycle licensing and storage, air-passenger screening and exact fare bus programs are measures that increase the security of the traveler.

Another important safety consideration involves the transportation of hazardous materials. Our highways and waterways carry such potentially dangerous materials as liquefied natural gas, petroleum and petroleum by-products, industrial wastes, etc. With our increasing demand for more energy, greater quantities of hazardous materials will need to be transported on our transportation system. Without the proper safeguards, the likelihood of possible mishaps will increase.

Robberies and assaults on pedestrians and people waiting at bus stops, vandalism and theft of autos and bicycles in parking lots demonstrate the need for better security in the design and

operation of transportation systems including provision of adequate street lighting. Moreover, improving safety features will encourage more transit patronage.

INTERGOVERNMENTAL RELATIONS AND FINANCING CONCERNS

There are many agencies involved in the planning, implementation and management of transportation facilities in Los Angeles County. There has been a great deal of cooperation and coordination between all of these agencies. However, due to the number of politically independent jurisdictions involved, conflicts occur and activities overlap, creating communication and coordination problems. The establishment of the Los Angeles County Transportation Commission (LACTC) in 1976 has minimized coordination problems relating to transportation planning in the County.

Since 1970 there has been a drift toward requiring local agencies to subordinate their planning to federal and State requirements. This tendency towards "top-down" planning should be reversed to ensure local input and attain balance among the responsible units of government.

California is faced with serious funding shortages in virtually all aspects of transportation. (30) Available funds should be allocated where they will be most effective and new sources of funding must be found to attain a reasonable modal choice.

Local, State and federal governments have recognized the need to assist public transit operations to provide increased mobility at a low cost. However, assistance must be considered in light of potential patronage and cost-effectiveness standards.

OBJECTIVES

The objectives of the Transportation Element are:

- To achieve a transportation system that is consistent with the comprehensive objectives of the General Plan and the needs of the residents.

- To achieve a transportation system that is responsive to economic, environmental, energy conservation and social needs at the local community, area and countywide levels.

- To achieve an efficient, balanced, integrated, multimodal transportation system that will satisfy short- and long-term travel needs for the movement of people and goods.

NEEDS AND POLICIES

POLICY STATEMENTS

Provide Transportation to Serve the Needs of the Public and to Support Adopted Land Use

A balanced, multimodal transportation system is needed to serve the mobility needs of the residents and also support established and projected land use patterns. Emphasis is placed on a more concentrated land use and on making the inner cities more attractive places to live and work.

Policy

1. Provide transportation planning, services, and facilities that are coordinated with and support the County of Los Angeles General Plan.

2. Provide transportation planning, services, and facilities that provide access for equitable employment, educational, housing and recreational opportunities.

3. Plan and develop bicycle routes and pedestrian walkways.

4. Provide opportunity for timely citizen input and guidance in the transportation decision-making process.

5. Coordinate land use and transportation policies.

Increase Ridership on Public Transit

Public transit, provided as a necessary public function, should be an attractive and viable alternative to the private motor vehicle.

Policy

6. Support the development of a mass transportation system that will provide a viable alternative to the automobile.

7. Support continued improvement and expansion of the present bus system as a public service.

8. Encourage communities to participate with existing transit operators in the improvement or development of community level transit, where financially feasible to the community.

9. Support a public transit system that provides accessible service, particularly to the transit dependent.

10. Encourage provision of transit service at a reasonable cost to the users and the community.

11. Support development of rail transit or exclusive bus lanes in high demand corridors when sufficient patronage, cost-effectiveness and support of land use policies are assured.

12. Support research for and development of new transportation technologies.

Reduce Highway Congestion

Highways should be maintained and improved, and freeway gaps should be completed. Traffic flow should be improved through urban areas.

Policy

13. Support low capital strategies that maximize the efficiency and cost-effectiveness of existing transportation facilities and systems.

14. Support completion of the highway and freeway routes necessary to make the system operate efficiently.

15. Encourage compatible joint use and interfacing of transportation facilities while minimizing modal conflict.

16. Support the development of alternate routes for through traffic to bypass the metropolitan area and provide traffic relief for the urban area.

17. Develop parking management plans for application in selected areas of urban concentration.

18. Support use of non-vehicle improvements to reduce peak-hour congestion.

19. Support traffic-operation improvements for improved flow of vehicles.

20. Encourage greater use of public transit to special-purpose centers and recreational facilities.

Reduce Transportation-Related Degradation of the Environment

Motor vehicles are a major source of air pollution in Los Angeles County.

Policy

21. Stress environmental compatibility (including air quality, noise, ecology and aesthetics, health and safety), in developing transportation systems.

22. Avoid or minimize the adverse impacts upon people, businesses and communities caused by development of transportation facilities.

23. Avoid construction of transportation facilities within significant ecological areas unless found essential following a detailed analysis of alternatives including a "no project"

alternative. If the facility is still found to be necessary, it shall be constructed in the most environmentally sensitive manner.

24. Support technical research and development by automobile manufacturers directed toward reducing emissions, fuel consumption and noise.

25. Develop alternative transportation systems and procedures which will effectively reduce vehicle miles traveled (VMT) by automobiles.

Improve the Efficiency of the Transportation System and Reduce Transportation Energy Consumption

The finite supply of fossil fuels must be conserved by such means as eliminating unnecessary usage and developing alternative sources of energy. The efficiency of the transportation system can be improved by increasing vehicle occupancies and the efficiency of the engine. In addition, increased use of other energy-efficient modes of travel will help to conserve energy resources.

Policy

26. Encourage the efficient use and conservation of energy used in transportation.

27. Encourage railroad companies to retain and expand their vital role in transportation, especially in goods movement.

28. Promote the development of alternative energy sources for transportation to reduce reliance on petroleum.

29. Develop a contingency plan, using the full resources of an expanded transit system and car and van pooling, for use in the event of a fuel shortage or other unforeseen crisis.

Improve Transportation Safety and Security

Safety is of great concern in the development, operation and maintenance of transportation facilities.

Policy

30. Provide transportation facilities that will improve the safety, security and dependability of all transportation modes; provide for seismic safety and be effective in emergency situations.

31. Provide for the safe movement of hazardous materials.

Improve Aviation Facilities

Aviation facilities are a part of the regional system for the movement of people and goods. Aviation ground services should be decentralized and planning for expanded facilities should be compatible with that of surrounding communities.

Policy

32. Improve the compatibility between aviation facilities and their surroundings through improved land use control mechanisms and technological improvements.

33. Encourage greater multimodal access to major airports and improve internal circulation within these facilities.

34. Encourage the development of a decentralized system of major airports to serve commercial and general aviation activities.

Improve Marine Transportation Facilities

Coordination between the Los Angeles and Long Beach harbor facilities and the highway/rail modes should be improved. The growing demand for small craft harbors should also be recognized.

Policy

35. Encourage the Los Angeles and Long Beach Harbor Departments to effect improvements that will better accommodate and attract deep draft vessels.

36. Support improvements that would increase the efficiency of cargo handling, storage and modal interfacing.

37. Support the provision of adequate recreational boating facilities.

Seek Adequate Financial Resources

There is a critical need for funds to develop, operate and maintain a balanced multimodal transportation system. Funds must be allocated effectively and additional sources of funds sought.

Policy

38. Promote the concept of a single, multimodal transportation trust fund to provide for capital, operations and maintenance funding.

39. Seek and support the establishment of sources of revenue to provide adequate funds for transportation.

40. Encourage the elimination of "red tape" and categorical restrictions on federal aid and State funding programs.

Improve Intergovernmental Cooperation, Coordination and Definition of Responsibilities

There is a need for continued intergovernmental cooperation among the many agencies involved in the field of planning, implementation and management of transportation facilities in Los Angeles County. In the last two years, coordination and cooperation have improved significantly. This needs to be continued.

Policy

41. Promote continued coordination among federal, State, regional and local agencies involved in transportation matters.

PLAN OF BIKEWAYS

The "Plan of Bikeways (A Sub-Element of the Transportation Element)" as adopted by the Board of Supervisors on September 18, 1975, and as amended subsequently, is incorporated into the Transportation Element and shall remain in force.

POLICY MAPS

The Transportation Element policy maps (to be found in the back pocket of the Plan) reflect the Plan's growth and development policies, as well as anticipated financial capabilities. They depict the existing system and identify the additions to improve and complement this system. The mapped policies consist of a Transportation Policy Map and a Highway Policy Map.

TRANSPORTATION POLICY MAP

Major Transportation Corridors:

This total unified corridor network shows a channelized reflection of the greatest needs for transportation between now and the year 2000. These corridors provide the framework for ongoing coordination with planning studies by other agencies and evaluation of specific transportation proposals.

Most of the corridors contain existing freeways. In addition, the Century Freeway (Route I-105), the Santa Clara River Freeway (Route 126) between the Golden State and the Antelope Valley freeways, the Foothill Freeway extension to San Bernardino County (Route 30), the Metropolitan Bypass Freeway (Route 138) and the Lancaster Freeway (Route 48) are recommended. Routes 138, 48 and 126, located in the Antelope Valley, are to be constructed in stages, utilizing expressway standards and existing facilities whenever appropriate. Full freeway conversion may follow as the need develops. A direct, exclusive access route to the Palmdale Airport from the Antelope Valley Freeway (Route 14) is identified. The exact location of this access route will require further study pending the preparation of a final airport plan.

Also identified are proposed freeway gap closures, including the Long Beach Freeway (Route 7), the Marina Freeway (Route 90), the Industrial Freeway (Route 47) and the Artesia Freeway (Route 91). These routes are particularly needed to complete the continuity of the system and maximize its efficiency. Because of continual rising construction costs and dwindling funding sources, many of these routes may not be constructed to their ultimate width and length by the Plan's horizon year. Therefore, caution should be taken in approving development proposals justified upon the partial existence of a potential facility. The mere presence of a potential route on the map does not guarantee that that route will be built. Particular caution should be exercised with developments which could add to local traffic congestion in the vicinities of Routes 138, 48 and 126.

All of these freeways will accommodate multimodal needs with mixed-flow bus, while others should, in addition, receive preferential transit and HOV treatments, generally in the form of ramp metering with preferential by-pass lanes. The remaining corridors, identified as "transitway," are recommended for exclusive facilities. These exclusive facility corridors would feature high speed line-haul bus service on added exclusive facilities similar to the San Bernardino Freeway Express Busway. Carpools and vanpools would also utilize these facilities. Once these buses enter the downtown CBD, they will be routed on local streets sometime receiving preferential treatment including separate lanes similar to Spring Street.

Two corridors (Wilshire corridor from downtown to Westwood and the North Hollywood corridor from the mid-Wilshire area to North Hollywood) clearly have sufficient patronage projections and population density to justify a rail rapid transit system. In the event that the rail rapid transit corridors are not imple-

mented, alternate transitways along the Hollywood and Santa Monica Freeways have been identified.

Although line-haul bus is recommended in most corridors, the initiation or conversion to rail rapid transit in the future is not precluded should it be warranted. Thus, exclusive bus facilities should be designed in a manner compatible with potential conversion to rail.

Aviation, Rail, and Marine Facilities:
The Plan recommends the future expansion of Los Angeles International Airport and Palmdale Airport. Insofar as the other major aircarrier airports are concerned, continued future use of Burbank/Glendale/Pasadena Airport and Long Beach Airport is expected to continue to be restricted by local policy. Because of the expected growth in general aviation aircraft, every effort must be made to assure that all existing general aviation airports remain part of the future airport system. Further, the Plan recommends that the acquisition of Reeves Field in the Harbor area as a general aviation airport be investigated.

The map identifies major railroad lines and facilities. Several segments of the existing railroad system, with the potential for joint use development as commuter rail service, are identified. These potential routes would extend from downtown Los Angeles (Union Station) through the San Fernando Valley, the foothill communities of the San Gabriel Valley, the Pomona/Walnut Valley, Orange County (currently in service), Palmdale, and Long Beach. Commuter rail service, as demonstrated by the currently operating service, offers the potential of attracting substantial patronage.

Finally, the map identifies commercial and small craft harbor facilities. The Plan recommends a feasibility study for a harbor of refuge on the Malibu coast.

HIGHWAY POLICY MAP

The map differentiates between those existing and potential routes necessary to serve urban or urban-related areas for the year 2000 as identified in the Land Use Element, and those routes necessary to serve as highway connectors. Selection of highway connectors was based on consideration of recreational and emergency access needs, non-urban circulation, inter-county travel, agricultural need, existing roadway status and travel demand.

The map recognizes and reflects the dissimilarity between high density urban land usage, with its corresponding need for a network of high capacity highways, and the non-urban areas, with needs primarily involving circulation and access with minimal concern for capacity.

The intent of this map is the identification of those areas and routes where the majority of funds should be expended for maintenance, rehabilitation, right-of-way protection and new construction. Although identified on the map, roadways will only be upgraded or constructed when the need arises and traffic demand warrants their construction.

Routes subject to special study because of their potential impact on Significant Ecological Areas are noted on the map. Prior to the undertaking of any new construction on existing or proposed highways in Significant Ecological Areas (a) the need for construction shall be reviewed and substantiated, and (b) alternative alignments or appropriate mitigation measures shall be investigated and implemented if feasible. If no feasible alternative alignment or measure exists, and the highway is deemed essential, the project shall be performed in the most environmentally sensitive manner practical.

Within the unincorporated County territory, all highways shown on the Highway Policy Map coincide and are consistent with the Los Angeles County Highway Plan. The Los Angeles County Highway Plan (formerly known as the Master Plan of Highways) is a sub-element of the Transportation Element and functions for right-of-way protection and roadway improvements within subdivisions and other development projects which are subject to County controls. Whereas the Highway Policy Map does not delineate roadway classifications, the Highway Plan designates classifications for all routes within unincorporated territory. Please refer to Appendix A for a detailed discussion of the Los Angeles County Highway Plan.

TRANSPORTATION ELEMENT
APPENDIX A

LOS ANGELES COUNTY HIGHWAY PLAN
(A SUB-ELEMENT OF THE TRANSPORTATION ELEMENT)

The Los Angeles County Highway Plan (formerly known as the Master Plan of Highways) was adopted on February 27, 1940; it has been amended on 69 occasions in response to changing circumstances. The Highway Plan heretofore has served as the countywide circulation plan, but with adoption of the revised Transportation Element, it is superseded in this function by the General Plan Highway Policy Map. The County Highway Plan is to remain in effect, with modifications, as a supplementary part of the Transportation Element. (31) Its purpose is to promote the orderly extension and upgrading of the planned arterial highway system in unincorporated territory by serving as a guide for right-of-way protection and roadway improvements within subdivisions and other development projects which are subject to County controls. The Highway Plan map shows both highways expected to be opened as through arterials by the year 2000 and routes only partially completed by that time. The Highway Plan is limited in application to unincorporated territory. The routes shown and their general location and widths will continue to be coordinated with the plans of adjacent cities and counties.

The Highway Plan Map is being amended to reflect the modified function of the Highway Plan and to bring about consistency with the General Plan Highway Policy Map and other countywide plans which are to be adopted or revised concurrently with it. Table 5.1 (on page V-39) provides a listing of all amended routes on the Highway Plan.

The following is an explanation of the Plan policies shown on the County Highway Plan Map:

- Only highway routes which are wholly or partially within unincorporated territory and city highways which abut unincorporated territory are officially on the Plan. Other highways within cities are shown for reference purposes only.

- State freeway routes are shown on the Plan map for reference purposes in accordance with the provisions of Section 75.9 of the Streets and Highways Code.

- Special consideration shall be given to the design and improvement of all highway routes located within planned scenic highway corridors or in Significant Ecological Areas or Hillside Management Areas.

- In Significant Ecological Areas, grading or other improvement of highway routes shall take place only on a showing of present or imminent need and and a finding that no practical alternative is available. In design of subdivision and other development, reasonable measures shall be taken to keep open the option of future extension of the highway route.

- Adoption of the revised Highway Plan results in deletion of the majority of section line and quarter-section line highways in the flat, non-urban areas of the Antelope Valley. There remains a continued need for an adequate system of local roads to serve private ownerships within these areas. In view of this need and the custom of sectional land division in the Antelope Valley, it shall be the practice to plan collector roads on section and quarter-section lines which are not a Highway Plan alignment unless a different location is indicated by existing conditions on the ground, ownership patterns, topographical or environmental concerns.

- The routes shown on the Plan map are classified according to the following system:

1) Major Highway

This classification includes urban highways which are of countywide significance and which are, or are projected, to be the most heavily traveled routes. These roads generally require four or more lanes of moving traffic, channelized medians and, to the extent possible, access control and limits on intersecting streets. The normal right-of-way width for these highways is 100 feet. This width may vary to meet extraordinary circumstances.

Also classified as major highways are key (inter-urban) connectors, non-urban access ways and recreational roads. The bulk of these routes are not planned for urban type improvement. However, the full major highway right-of-way width of 100 feet or more is generally required to maintain adequate safety and noise standards. Portions of these rights-of-way are needed for recreational uses such as equestrian and bike trails, and for other transportation uses such as turnouts.

2) Secondary Highway

Secondary highways include urban routes which serve or are planned to serve an areawide or countywide function, but are less heavily traveled than major highways. In a few cases, routes which carry major highway levels of traffic are classified as secondary highways because it is impractical to widen them to major highway standards. In addition to the countywide function, secondary highways frequently act as oversized collector roads feeding the countywide system. In this capacity the routes serve to remove heavy traffic from local streets, especially in residential areas.

In urban areas, secondary highways normally have four moving lanes of traffic on 80 feet of right-of-way. But configuration

and width may vary with traffic demand and conditions on the ground. Access control, especially to residential property and minor streets, is desirable along these roads.

The secondary highway classification also applies to connector highways to and between non-urban communities. In the flat lands of the Antelope Valley, acquisition or retention of 80 feet of right-of-way for many of the non-urban access routes is required for traffic safety and/or to allow for multiple use of the right-of-way. In non-urban areas, secondary highways are ordinarily improved with only two lanes of moving traffic. Additional traffic lanes, left-turn pockets and other facilities may be provided where traffic conditions or the nature of development on adjacent property warrant.

3) Limited Secondary

Limited secondary routes are located in remote foothill, mountain and canyon areas. Their primary function is to provide access to low-density settlements, ranches and recreational areas. The standard improvement for limited secondary routes is two traffic lanes on 64 feet of right-of-way. Typically, such improvements consist of 28-30 feet of pavement with graded shoulders. Left-turn pockets and passing lanes may be provided when required for traffic safety. The right-of-way may be increased to 80 feet for additional improvements where traffic or drainage conditions warrant.

A uniform building setback shall be established 40 feet from the centerline of all limited secondary highways in order to preserve proper sight distances and to help maintain a rural appearance adjacent to the roadway. This setback shall be in addition to any yard requirement contained in the Zoning Ordinance.

4) Parkway

The parkway classification is applied to urban and non-urban routes having park like features either within or adjacent to the roadway.

The width of right-of-way varies as necessary to incorporate these features, but shall not be less than 80 feet. Roadway improvements vary depending upon the composition and volume of traffic carried.

Implementation

The Interdepartmental Engineering Committee (IEC), composed of the Director of Planning, Road Commissioner and County Engineer or their designated representative, is the organization charged with making technical recommendations to the Regional Planning Commission and Board of Supervisors on implementation of the Los Angeles County Highway Plan. The IEC coordinates its activities with other County, city and State agencies having responsibility for road planning.

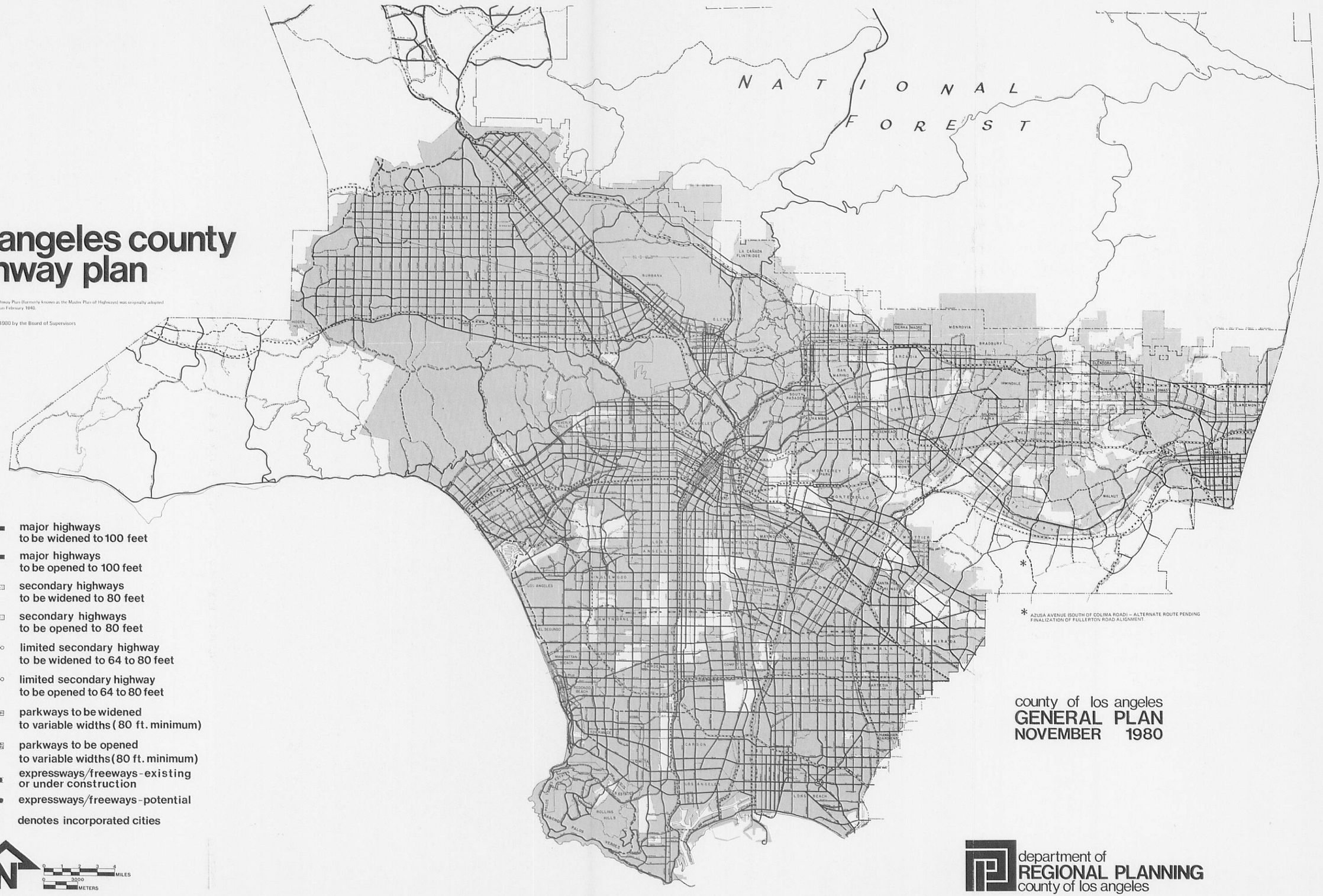
The normal practice is to update the Highway Plan in conjunction with community, areawide and scenic corridor studies. Other amendments may be initiated in areas not covered by community, area or scenic corridor study programs after review by the IEC.

The Mapped Highways, Bikeways, and Hiking and Equestrian Trails Ordinance, and Subdivision and Zoning Ordinances are the primary regulatory measures for implementing the Highway Plan. The IEC is to recommend necessary amendments to these ordinances to implement the revised classifications and setback requirements set forth in the Highway Plan. The IEC and the County Subdivision Committee will review the Subdivision Ordinance and make recommendations for bringing it into conformity with the revised Highway Plan and for clarifying the relationship between the regulations intended to carry out Highway Plan policies and the requirements for implementing other General Plan elements.

los angeles county highway plan

The Los Angeles County Highway Plan (formerly known as the Master Plan of Highways) was originally adopted by the Board of Supervisors on February 1940.

Adopted November 25, 1980 by the Board of Supervisors



- major highways to be widened to 100 feet
- major highways to be opened to 100 feet
- secondary highways to be widened to 80 feet
- secondary highways to be opened to 80 feet
- limited secondary highway to be widened to 64 to 80 feet
- limited secondary highway to be opened to 64 to 80 feet
- parkways to be widened to variable widths (80 ft. minimum)
- parkways to be opened to variable widths (80 ft. minimum)
- expressways/freeways-existing or under construction
- expressways/freeways-potential
- denotes incorporated cities

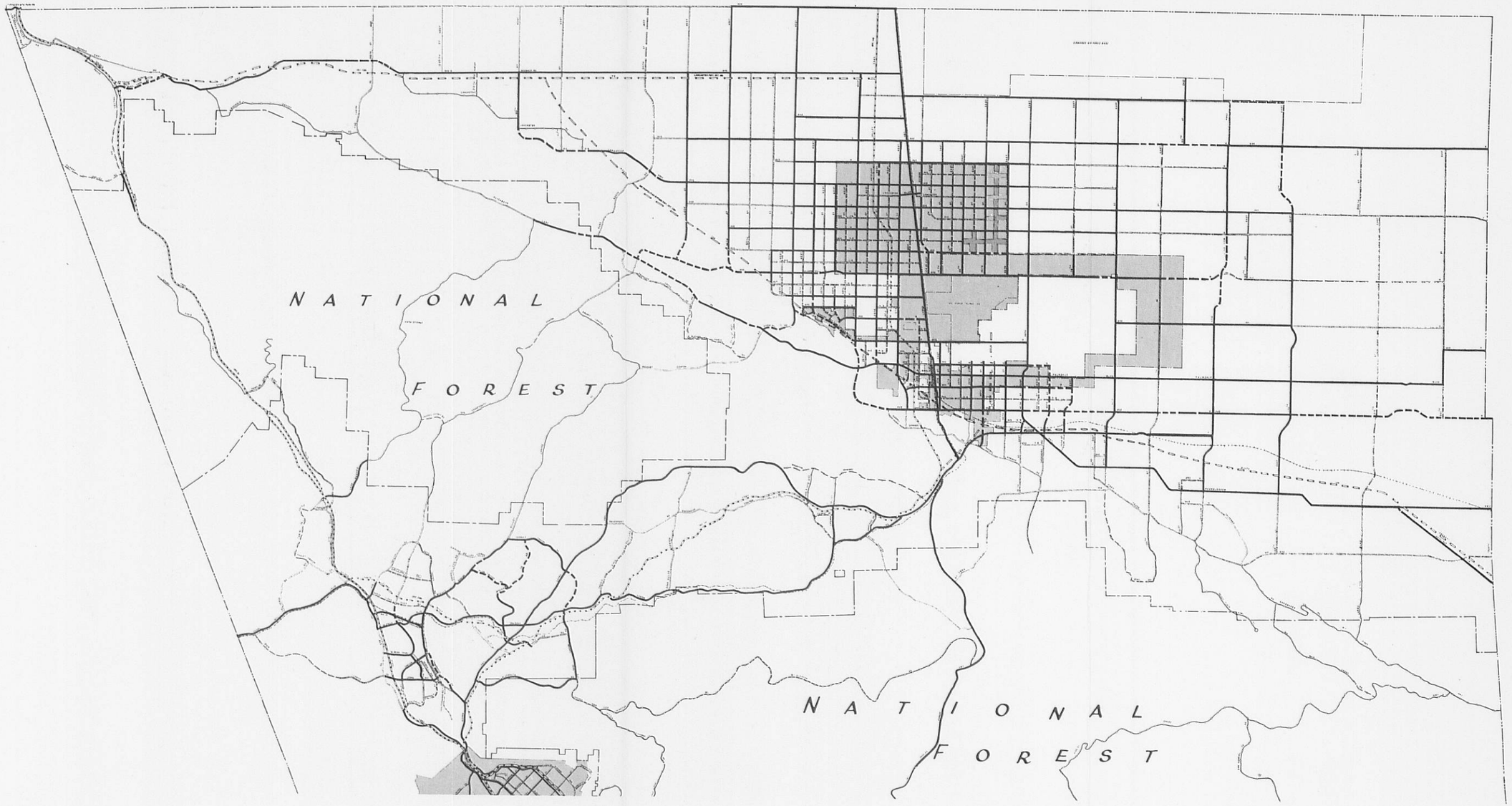
N

0 1 2 3 4 MILES

0 3000 METERS

county of los angeles
GENERAL PLAN
NOVEMBER 1980

department of
REGIONAL PLANNING
county of los angeles



los angeles county highway plan

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- expressways/freeways - potential
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department of
REGIONAL PLANNING
county of los angeles

TABLE 5.1

AMENDMENTS – LOS ANGELES COUNTY HIGHWAY PLAN

ROUTES DELETED
North Half Portion

EAST PORTION OF NATIONAL FOREST AND ADJACENT FOOTHILLS

Crystal Lake Road	– All
Table Mountain Road	– All
Blue Ridge Road	– All
East Fork San Gabriel Canyon Road	– Cow Cyn. Rd. to Angeles Crest Hwy. and Big Rock Creek Rd. to Largo Vista Rd.
Hibernia Road	– Star Peak Rd. (Big Pines Hwy.) to Largo Vista Rd.
Panorama Mountain Road	– All
Limekiln Highway	– All
Avenue Z	– All
263rd Street East	– Panorama Mountain Rd. to Ave. Y
253rd Street East	– All
243rd Street East	– Panorama Mountain Rd. to Antelope Hwy.
233rd Street East	– Panorama Mountain Rd. to Antelope Hwy.
223rd Street East	– Panorama Mountain Rd. to Antelope Hwy.
213th Street East	– Panorama Mountain Rd. to Pearblossom Hwy.
Star Peak Road	– Hibernia Rd. to Avenue Y
San Gabriel Canyon Road	– Angeles Crest Hwy. to Big Rock Creek Rd.
165th Street East	– Valyermo Road to Avenue Y
Pallett Creek Road	– All
121st Street East	– Murphy's Rd. to Fort Tejon Rd.
Avenue X-15	– 96th St. E. (realigned) to Valyermo Rd.
Murphy's Road	– Cima Rd. to Longview Rd.
Longview Road	– Murphy's Rd. to Devil's Punch Bowl Rd.
Cima Road	– 106th St. E. to Longview Rd. and 96th St. to 87th St. E.
96th Street East	– Ave. X-15 to Fort Tejon Rd. (Note: portion southerly to Cima Rd. realigned)
87th Street East	– Mount Emma Rd. to Fort Tejon Rd. and Cima Rd. to Ave. X-15
Pinyon Flats/Alder Canyon Road	– All
Mount Gleason Road	– Angeles Forest Hwy. to Angeles Crest Hwy.
Little Rock Creek Road	– Little Rock Reservoir to Angeles Crest Hwy.
Little Rock Cutoff	– All
Hunt Canyon Road	– All
Pass Canyon Road	– All
Mount Emma Road	– Angeles Forest Hwy. to Soledad Cyn. Rd.
Placerita Cyn. (Ruthsprings) Rd.	– Sand Cyn. Rd. to Mt. Gleason Rd.
Los Pinetos Road	– Sierra Hwy. to Little Tujunga Cyn. Rd.

ACTON-AGUA DULCE AREA

Santiago Road	– Sierra Hwy. to Mountain Springs Rd.
Cedral Street/Crandon Avenue	– Crown Valley Rd. to Soledad Cyn. Rd.
Gillespie Road	– All
Kashmere Cyn./Aliso Cyn. Road	– Escondido Cyn. Rd. to Soledad Cyn. Rd.
Darling Road	– All
Sierra Pelona Road	– All
Anthony Road	– All
Angeles Forest Highway	– Vincent Cutoff to Sierra Hwy. at the California Aqueduct

SANTA CLARITA VALLEY AND ADJACENT NATIONAL FOREST

Martindale Canyon Road	– All
Harrison Canyon Road	– All
Davenport Road	– Vasquez Cyn. Rd. to Sierra Hwy.
Cruzan Cyn. Road	– All
Golden Valley Road	– Antelope Valley Freeway to Soledad Cyn. Rd.
Holt Canyon Road	– Sand Cyn. Rd. to Golden Valley Rd.
Via Princessa	– San Fernando Rd. to Golden Valley Rd. and Holt Cyn. Rd. to Placerita Cyn. Rd.
Haskell Canyon Road	– Camino de las Lomas to Bouquet Cyn. Rd. at Bouquet Reservoir
Camino de las Lomas	– Camino del Valle to Haskell Cyn. Rd.
Knudsen Parkway	– L.A. City boundary to Henry Mayo Dr.
Via Otero	– All
Camino Alomar	– All
Avena Montana Drive	– All
Oat Mountain Road	– L.A. City boundary to Pico Cyn. Rd.
Sesnon Boulevard	– Ventura County line to L.A. City boundary
Via Conejo	– All
Tampa Avenue	– L.A. City boundary to The Old Rd.
Old Ridge Route	– Templin Hwy. to Oakdale Cyn. Rd. (existing driven road)

ROUTES DELETED

SANTA CLARITA VALLEY AND ADJACENT NATIONAL FOREST (contd.)

Canton Canyon Road	– Ventura County line to former Route 99
Templin Highway	– End of County road near California Aqueduct to Spunky Cyn. Rd.
Ritter Ranch Road	– Spunky Cyn. Rd. to Portal Pass Rd.

GORMAN AND VICINITY

Lane Ranch Road	– All
Freeman Canyon Road	– Peace Valley Rd. to Hungry Valley Rd.
Joyce Valley Road	– Ventura County line to Peace Valley Rd.
Marjay Road	– Ventura County line to Peace Valley Rd.
Gorman Post Road	– Peace Valley Rd. to Freeman Cyn. Rd.
Oso Canyon Road	– Kern County line to Quail Lake Rd.
Quail Lake Road	– Gorman Post Rd. to Ave. A at 320th St. W.

ELIZABETH LAKE/LEONA VALLEY AND VICINITY

Ritter Ranch Road	– Bouquet Cyn. Rd. (revised alignment) to 30th St. W./Ave. S. (revised alignment)
City Ranch Road	– Ritter Ranch Rd. to 10th St. W.
Portal Pass Road	– Elizabeth Lake Rd. to 70th St. W.

ANTELOPE VALLEY WEST OF SIERRA HIGHWAY

Oakdale Canyon Road	– State Hwy. 138 to Quail Lake Rd. (Note: See routes reclassified for disposition of remainder)
325th Street West	– All
320th Street West	– All
Liebre Road	– All
305th Street West	– All
300th Street West	– All
295th Street West	– All
290th Street West	– All
285th Street West	– All
280th Street West	– All
275th Street West	– All
270th Street West	– All
265th Street West	– All
255th Street West	– All
250th Street West	– All
245th Street West	– All
240th Street West	– All
235th Street West	– All
210th Street West	– Elizabeth Lake Rd. to Lancaster Rd. and Ave. D to Ave. A
205th Street West	– All
200th Street West	– All
195th Street West	– All
185th Street West	– All
Broad Canyon Road/180th St. W.	– All
175th Street West	– All
170th Street West	– Ave. G-8 to Elizabeth Lake Rd.
165th Street West	– All
160th Street West	– Myrick Cyn. Rd. to Ave. G-8 and Ave. G to Ave. A
155th Street West	– All
Fairmont Butte Rd./150th St. W.	– All
145th Street West	– All
Myrick Cyn. Rd./135th St. W./140th Street West	– All
135th Street West	– Ave. E. to Ave. A
130th Street West	– San Francisquito-Fairmont Rd. to Ave. H-8 & Ave. H to Ave. G
125th Street West	– All
120th Street West	– All
115th Street West	– All
105th Street West	– All
100th Street West	– All
95th Street West	– All
85th Street West	– All
80th Street West	– Ave. A to Ave. D and Ave. L to Portal Pass Rd.
75th Street West	– All
70th Street West	– Ave. D to Ave. A
65th Street West	– Ave. L to Ave. A
55th Street West	– Ave. L to Ave. J; Ave. I to Ave. G; Ave. F to Ave. A
50th Street West	– Ave. F. to Ave. A
45th Street West	– Ave. I to Ave. F-8; Ave. F to Ave. A
40th Street West	– Ave. I to Ave. F-8; Ave. F to Ave. A
35th Street West	– Ave. H to Ave. A; Ave. O to Rancho de la Vista Blvd.
30th Street West	– Ave. D to Ave. A
25th Street West	– Ave. P to Ave. M and Ave. F to Ave. A

ROUTES DELETED

ANTELOPE VALLEY WEST OF SIERRA HIGHWAY (contd.)

20th Street West	– Ave. H to Ave. A
15th Street West	– Ave. F to Ave. D
10th Street West	– Ave. G to Sierra Hwy.
Avenue A-8	– 260th St. W. to 320th St. W.
Avenue B	– All
Avenue B-8	– All
Avenue C	– All
Avenue C-8	– All
Avenue D-8	– All
Avenue E	– 210th St. W. to Sierra Hwy.
Lancaster Road	– 30th St. W. to Lancaster Rd.
Avenue E-8	– Liebre Rd. to existing driven Lancaster Rd.
Avenue F	– 200th St. W. to 160th St. W. and 130th St. W. to Sierra Hwy.
Avenue F	– 190th St. W. to 160th St. W. and Fairmont Butte Rd. to 60th St. W.
Avenue F-8	– 190th St. W. to 210th St. W.
Avenue G	– Fairmont Butte Rd. to 60th St. W. and Ave. G to Sierra Hwy.
Avenue G-8	– Munz Ranch Rd. (130th St.) to 160th St. W. and from Broad Cyn. Rd. to 210th St. W.
Avenue H/San Francisquito-Fairmont Road	– 135th St. W. to 30th St. W.
Avenue H	– 170th St. W. to 90th St. W.
Avenue H-8	– Lancaster Rd. (at 130th St. W.) to 70th St. W.
Avenue I-8	– Myrick Cyn. Rd. to Lancaster Rd. and Munz Ranch Rd. to 30th St. W.
Avenue J	– San Francisquito-Fairmont Rd. to 60th St. W.
Avenue J-8	– Myrick Cyn. Rd. to 110th St. W.
Avenue K	– 125th St. W. to 40th St. W.
Avenue K-8	– San Francisquito-Fairmont Rd. to 90th St. W.
Avenue L-8	– 90th St. W. to 40th St. W.
Avenue N-8	– 90th St. W. to 70th St. W.
Avenue O-8	– 30th St. W. to 20th St. W.
Avenue P-8	– 30th St. W. to 20th St. W. and 10th St. W. to Division St.
	– 25th St. W. to 20th St. W.

ANTELOPE VALLEY EAST OF SIERRA HIGHWAY

5th Street West/Yucca Ave.	– Ave. A to Ave. H
5th Street East	– Ave. E to Ave. H
10th Street East	– Ave. E. to Ave. G
15th Street East	– Ave. E to Ave. H and airport boundary to Ave. P
20th Street East	– Ave. E to Ave. G and airport boundary to Ave. P
25th Street East	– Ave. E to Ave. H, Ave. K to Ave. L and airport boundary to Ave. P
30th Street East	– Airport boundary to Ave. O
35th Street East	– Ave. D to Ave. G and airport boundary to Ave. O
40th Street East	– Ave. D to Ave. G and airport boundary to Ave. P
45th Street East	– Ave. D to Ave. L
50th Street East	– Ave. D to Ave. E
55th Street East	– Ave. D to Ave. L
60th Street East	– Ave. D to Ave. J and Ave. M to Ave. Q
65th Street East	– Ave. D to Ave. L and Ave. P to Ave. S
70th Street East	– Ave. D to Ave. E and Ave. M to Palmdale Blvd.
75th Street East	– Ave. D to Ave. L and Ave. P-8 to Ave. S
77th Street East	– Ave. S to Barrel Springs Rd.
80th Street East	– Ave. D to Ave. L and Ave. M to Ave. S
85th Street East	– Ave. D to Ave. L and Ave. P-8 to Ave. S
90th Street East	– Ave. D to Ave. E
92th Street East	– All
95th Street East	– Ave. D to Ave. L and Ave. P-8 to Ave. S
96th Street/100th Street East	– Ave. D to Fort Tejon Rd.
105th Street East	– All
110th Street East	– Ave. D to Ave. G
115th/116th Street East	– All
120th/121st Street East	– Ave. G to Ave. V
125th/126th Street East	– All
130th Street East	– All
135th Street East	– All
136th Street East	– All
140th/141st Street East	– All
145th Street East	– Ave. E to Ave. L and Ave. N to Ave. S
146th Street East	– Ave. S to Ave. W-8
150th Street East	– Ave. E to Ave. J; Ave. M and Ave. N and Ave. Q to Ave. T
155th Street East	– All
160th Street East	– Ave. E to Ave. U
165th Street East	– Lancaster Blvd. to Ave. O; Ave. P-8 to Ave. S
170th Street East	– Ave. H-8 to Ave. E; Ave. U-8 to Ave. W-8

ROUTES DELETED

ANTELOPE VALLEY EAST OF SIERRA HIGHWAY (contd.)

175th Street East	– Ave. E to Ave. J and Ave. K-8 to Ave. T
177th Street East	– Ave. U to Ave. Y
180th Street East	– All
185th Street East	– All
190th Street East	– All
195th Street East	– All
200th Street East	– Ave. J to Ave. U & Ave. V to Ave. W-8
205th Street East	– All
210th Street East	– Ave. G to Ave. J
215th/213th Street East	– Ave. G to Pearblossom Hwy.
218th/220th Street East	– Ave. G to Pearblossom Hwy.
223rd/225th Street East	– Ave. G to Pearblossom Hwy.
228th/230th Street East	– Ave. G to Antelope Hwy.
233rd/235th Street East	– Ave. G to Ave. V
238th/240th Street East	– Ave. S to Antelope Hwy.
243rd/245th Street East	– Ave. I to Ave. X-8
248th/250th Street East	– Ave. I to Antelope Hwy.
253rd Street East	– Ave. S to Ave. Y
255th Street East	– All
260th Street East	– All
County Line Road	– All
Avenue A	– Sierra Hwy. to 5th St. W.
Avenue C	– Sierra Hwy. to 5th St. W.
Avenue D	– 40th St. E. to 135th St. E.
Avenue D-8	– 40th St. E. to 135th St. E.
Avenue E	– 165th St. E. to 190th St. E.
Avenue E-8	– 5th St. W. to 190th St. E.
Avenue F	– Sierra Hwy. to 190th St. E.
Avenue F-8	– 5th St. W. to 190th St. E.
Avenue G-8	– Yucca Ave. to 105th St. E. & 110th St. E. to 240th St. E.
Avenue H	– Longview Rd. to 240th St. E.
Avenue H-8	– 30th St. E. to 115th St. E. & 120th St. E. to 240th St. E.
Avenue I	– 90th St. E. to 250th St. E.
Lancaster Boulevard	– 30th St. E. to 250th St. E.
Avenue J-8	– 30th St. E. to 170th St. E. & 200th St. E. to County Line Rd.
Avenue K	– 190th St. E. to County Line Rd.
Avenue K-8	– 20th St. E. to 145th St. E.; 160th St. E. to 175th St. E.; 195th St. E. to County Line Rd.
Avenue L	– 90th St. E. to County Line Rd.
Avenue L-8	– 120th St. E. to Longview Rd. and 160th St. E. to County Line Rd.
Avenue M	– 240th St. E. to County Line Rd.
Avenue M-8	– 90th St. E. to County Line Rd.
Avenue N	– 50th St. E. to County Line Rd.
Avenue N-8	– Longview Rd. to County Line Rd.
Avenue O	– 30th St. E. to 90th St. E. and 240th St. E. to County Line Rd.
Avenue O-8	– 120th St. E. to 130th St. E. and 170th St. E. to County Line Rd.
Avenue P	– 50th St. E. to 240th St. E.
Barstow Road	– Ave. P at 65th St. E. to 100th St. E.
Avenue P-8	– 10th St. E. to 70th St. E.; 75th St. E. to 145th St. E.; 160th St. E. to County Line Rd.
Avenue Q	– 60th St. E. to County Line Rd.
Palmdale Boulevard	– 240th St. E. to County Line Rd.
Avenue R	– 70th St. E. to County Line Rd.
Avenue R-8	– 90th St. E. to 250th St. E.
Avenue S-8	– 35th St. E. to 40th St. E. and 87th St. E. to County Line Rd.
Avenue T	– Longview Rd. to County Line Rd.
Avenue T-8	– 40th St. E. to 47th St. E.; Cheseboro Rd. to Longview Rd.; 160/155th St. E. to County Line Rd.
Avenue T-8/V	– Longview Rd. to 177th St. E.
Avenue U	– 77th St. E. to 82nd St. E.; 87th St. E. to 155th St. E.; 165th St. E. to County Line Rd.
Avenue U-8	– 155th St. E. to 177th St. E.; 210th St. E. to 233rd St. E. & 238th St. E. to County Line Rd.
Barrel Springs Road	– Cheseboro Rd. to 82nd St. E.
Avenue V	– 87th St. E. to Pearblossom Hwy.; Longview Rd. to 146th St. E.; 155th St. E. to 177th St. E.; 177th St. E. to County Line Rd.
Avenue V-8	– 177th St. E. to 238th St. E.; 253rd St. E. to County Line Rd.
Avenue W	– Fort Tejon Rd. to 121st St. E.
Avenue W-8	– Valyermo Rd. (existing driven Rd. westerly of 146th St. E.) to Largo Vista Rd.; 223rd St. E. to County Line Rd.
Avenue X	– 121st St. E. to 190th St. E.
Avenue X/X-8	– 165th St. E. to County Line Rd.
Avenue X-8	– 243rd St. E. to County Line Rd.

ROUTES RECLASSIFIED
North Half Portion

EAST PORTION OF NATIONAL FOREST AND ADJACENT FOOTHILLS

Angeles Crest Highway	— To limited secondary between Mt. Wilson Rd. and Big Pines Hwy.
San Gabriel Canyon Road	— To limited secondary from Angeles Crest Hwy. south to National Forest boundary
Big Pines Highway/Valyermo Road	— To limited secondary between Fort Tejon Rd. and the County line (realigned to follow substantially the driven rd. between National Forest boundary and Big Rock Creek Rd.)
Big Rock Creek Road	— To limited secondary between Big Pines Hwy. and Angeles Crest Hwy. (realigned to follow substantially the driven route between East Fork San Gabriel Cyn. Rd. (deleted) and Angeles Crest Hwy.)
Largo Vista Road	— To limited secondary between Ave. Y and Big Pines Hwy.
Devil's Punch Bowl Road	— To limited secondary
Longview Road	— To limited secondary between Devil's Punch Bowl Rd. and Fort Tejon Rd.
106th Street East	— To limited secondary from Cima Rd. to Fort Tejon Rd.
Cima Road	— To limited secondary from 96th St. E. to 106th St. E.
96th Street East	— To limited secondary between Cima Rd. and Ave. X-15 with portions realigned to follow existing driven rd.
Avenue X-15	— To limited secondary from 96th St. E. (realigned) to 87th St. E.
87th Street East	— To limited secondary from Ave. X-15 to Mt. Emma Rd.
Little Rock Creek (Cheseboro) Rd.	— To limited secondary from Little Rock Reservoir to Mt. Emma Rd.
Mount Emma Road	— To secondary between Angeles Forest Hwy. and Fort Tejon Rd.
Aliso Canyon Road	— To secondary between Angeles Forest Hwy. and Soledad Cyn. Rd.
Mount Gleason/Los Pinetos Road	— To limited secondary between Angeles Forest Hwy. and Little Tujunga Cyn. Rd.
Little Tujunga Canyon Road/Sand Canyon Road	— To limited secondary from L.A. City boundary to Placerita Cyn. Rd. (realigned)

ACTON-AGUA DULCE AREA

Agua Dulce Canyon Road	— All to secondary
Davenport Road	— To secondary from Sierra Hwy. to Aqua Dulce Cyn. Rd.
Escondido Canyon Road	— To secondary from Agua Dulce Cyn. Rd. to Kashmere Cyn. Rd. (realign to join Escondido Cyn. Rd. easterly of Kashmere Cyn. Rd.
Red Rover Mine Road	— To limited secondary from Sierra Hwy. to Mountain Springs Rd.
Crown Valley Road	— To limited secondary from Sierra Hwy. to Mountain Springs Rd. (realign to follow substantially S.D.F.M. G-237-5)
Mountain Springs Road	— All to limited secondary (realign to follow substantially S.D.F.M. G-237-5)

SANTA CLARITA VALLEY AND ADJACENT NATIONAL FOREST

Holt Canyon Road	— To secondary between Via Princessa and Sand Cyn. Rd.
Placerita Canyon Road	— Realign to follow substantially the driven rd. at Sand Cyn. Rd.; also reclassify portion of Sand Cyn. N. to Ruthsprings Rd. as a major hwy.
Golden Valley Road	— To secondary from Soledad Cyn. Rd. to Antelope Valley Fwy.
Via Princessa	— Realign Whites Canyon Rd. — Via Princessa intersection per Santa Clarita Valley General Plan and reclassify to secondary Via Princessa from Golden Valley Rd. to Whites Canyon Rd.
Pico Canyon Road	— To limited secondary from Henry Mayo Dr. to Knudsen Pkwy.
Rye Canyon Road	— To secondary from Santa Clara River Fwy. (proposed) to Seco Cyn. Rd.
Bouquet Canyon Road	— To limited secondary from National Forest boundary to Spunky Cyn. Rd.; to secondary from Spunky Cyn. Rd. to Elizabeth Lake Rd. (realign vicinity of Ritter Ranch Rd. to conform substantially with latest County Surveyor's map)
Haskell Canyon Road	— To secondary between Camino de las Lomas and Bouquet Cyn. Rd.
Camino De Las Lomas	— To secondary between Bouquet Cyn. Rd. and Haskell Cyn. Rd.
San Francisquito Canyon Road	— To secondary from Santa Clara River Rd. to National Forest boundary; to limited secondary from N.F. boundary to Spunky Cyn. Rd.; to secondary from Spunky Cyn. Rd. to Elizabeth Lake Rd.
Castaic Cutoff Road	— To limited secondary
Lake Hughes Road	— To limited secondary from National Forest boundary to Elizabeth Lake Rd. (Note: connection to 170th St. W. is deleted)
Val Verde Road	— To secondary
Hasley Canyon Raod/Camino Del Valle	— To limited secondary from Val Verde Rd. to Parker Rd.; to secondary from Parker Rd. to The Old Road
Hasley Canyon Road	— To secondary from Val Verde Rd. to The Old Rd.
The Old Road	— To secondary from Hasley Cyn. Rd. to the on-ramp for the Santa Clara River Fwy.; retain major highway classification on portion southerly of on-ramp but realign to follow existing dedicated right-of-way; to secondary from Valencia Blvd. to Calgrove Blvd.

ROUTES RECLASSIFIED

SANTA CLARITA VALLEY AND ADJACENT NATIONAL FOREST (contd.)

Templin Highway	– To limited secondary from Ridge Rte. to end of County rd. near California Aqueduct
Old State Route 99/Templin Highway	– To limited secondary from Rte. 5 Fwy. to Pyramid Reservoir

GORMAN AND VICINITY

Hungry Valley Road	– To limited secondary from Peace Valley Rd. to Ventura County Line
Peace Valley Road	– To limited secondary from Hungry Valley Rd. to Marjay Rd.
Marjay Road	– To secondary from Peace Valley Rd. to Gorman Post Rd.
Los Padres Forest Road	– To limited secondary from County line to Peace Valley Rd.
Freeman Canyon Road	– To secondary from Peace Valley Rd. to Gorman Post Rd.
Peace Valley Road	– To secondary from Frazier Mtn. Park Rd. to Freeman Cyn. Rd.
Gorman Post Road	– To secondary from Freeman Cyn. Rd. to Quail Lake Rd.

ELIZABETH LAKE/LEONA VALLEY AND VICINITY

Ritter Ranch Road	– To limited secondary from Portal Pass Rd. to Bouquet Cyn. Rd. (revised)
87th Street West	– To limited secondary from Ritter Ranch Rd. to Elizabeth Lake Rd.
Portal Pass Road	– To limited secondary from Ritter Ranch Rd. to Amargosa Creek Rd.
Elizabeth Lake Road	– To secondary from Lake Hughes Rd. (existing) to Pine Cyn. Rd.

ANTELOPE VALLEY WEST OF SIERRA HIGHWAY

Oakdale Canyon Road	– To limited secondary realigned to follow the existing driven routes for Oakdale Cyn. Rd. and the Ridge Rte. between Pine Cyn. Rd. and State Rte. 138.
Avenue A	– To secondary from 260th St. W. to 90th St. W.
Avenue E	– To secondary from 30th St. W. to Sierra Hwy.
Lancaster Road	– To limited secondary from 190th St. W. to Ave. D, including realigned portion from 240th St. W. to Ave. D following substantially the existing driven rd.; to limited secondary from 190th St. W. to 160th St. W.
Avenue G	– To secondary from 110th St. W. to Munz Ranch Rd.
Avenue H	– To secondary from 70th St. W. to 60th St. W.
Avenue J	– To secondary from 110th St. W. to 60th St. W.
Avenue L	– To secondary from 70th St. W. to 90th St. W.
Avenue N	– To secondary from 70th St. W. to 65th St. W.
Avenue O-8	– Realign secondary between 30th St. W. & Rancho de la Vista Blvd.
Pine Canyon Road/260th Street West	– To secondary
210th Street West	– To limited secondary from Lancaster Rd. to Ave. D
190th Street West	– To secondary from Ave. D. to Ave. A
170th Street West	– To limited secondary from Ave. G-8 to Lancaster Rd. and to secondary from Lancaster Rd. to Ave. A
160th Street West	– To limited secondary from Ave. G-8 to Avenue G
Munz Ranch Road/130th Street West	– To secondary
110th Street West	– To secondary from Ave. D. to Ave. A
80th Street West	– To secondary from Ave. D. to Ave. L
70th Street West	– To secondary from Ave. L to Ave. D and from Ave. M-8 to Ave. N
35th Street West	– Realign between Ave. N-8 and Ave. O to ¼ Section line
30th Street West	– Extend from Palmdale Blvd. to Ave. S, retaining major highway classification
Barrel Springs Road	– To limited secondary from 10th St. W. to Ave. S; to secondary from 10th St. W. to Sierra Hwy.
10th Street West	– To secondary from Ave. S to Barrel Springs Rd.

ANTELOPE VALLEY EAST OF SIERRA HIGHWAY

Division Street	– To secondary from Ave. G to Ave. E
10th Street East	– To secondary from Ave. H to Ave. G
20th Street East	– To secondary from Ave. H to Ave. G
25th Street East	– To secondary from Barrel Springs Rd. to Ave. S
30th Street East	– To secondary from Ave. G to Ave. E
40th Street East	– To secondary from Ave. H to Ave. G and from Barrel Springs Rd. to Pearblossom Hwy.
47th Street East	– To secondary from Mt. Emma Rd. to Pearblossom Hwy.
50th Street East	– To secondary from Ave. G to Ave. E
Cheseboro Road	– To secondary from Ave. T to Mt. Emma Rd.
70th Street East	– To secondary from Ave. L to Ave. E and from Ave. T to Pearblossom Hwy.
87th Street East	– To secondary from Pearblossom Hwy. to Fort Tejon Rd.

ROUTES RECLASSIFIED

ANTELOPE VALLEY EAST OF SIERRA HIGHWAY (contd.)

90th Street East	– To secondary from Ave. G to Ave. E
106th Street East	– To secondary from Fort Tejon Rd. to Ave. T
110th Street East	– To secondary from Ave. T to Ave. G
121st Street East	– To secondary from Ave. W to Ave. V and to limited secondary from Ave. W to Fort Tejon Rd.
Longview Road	– To secondary from Ave. G to Ave. E and from Pearblossom Hwy. to Fort Tejon Rd.
150th Street East	– To secondary from Ave. J to Ave. M
Valyermo Road/Avenue W	– To secondary highway from Fort Tejon Rd. to Longview Rd. (realigned from approximately 141st St. E. to Ave. X to follow substantially the driven rd.)
165th Street East	– To secondary from Ave. Y to Pearblossom Hwy., and from Ave. G to Ave. E
200th Street East	– To secondary from Ave. G to Ave. J
Largo Vista Road/210th Street East	– To secondary from Ave. Y to Ave. J
240th Street East	– To secondary from Palmdale Blvd. to Ave. S, and from Ave. G to Ave. P
Avenue E	– To secondary from 120th St. E. to 165th St. E.
Avenue H	– To secondary from 50th St. E. to Longview Rd.
Avenue I	– To secondary from 50th St. E. to 90th St. E.
Avenue J	– To secondary from 170th St. E. to County Line Rd.
Avenue K	– To secondary from 90th St. E. to 170th St. E.
Avenue L	– To secondary from 40th St. E. to 90th St. E.
Avenue M	– To secondary from Longview Rd. to 240th St. E.
Avenue O	– To secondary from 170th St. E. to 240th St. E.
Avenue U	– To secondary from 82nd St. E. to 87th St. E.
Barrel Springs Road	– To secondary from Sierra Hwy. to Cheseboro Rd.
Avenue W	– To secondary from 121st St. E. to Longview Rd.
Fort Tejon Road/Avenue Y	– To secondary from 82nd St. E. to County Line Rd.

ROUTES ADDED

230th Street West	– Secondary from Ave. A to Ave. D
Golden Valley Road	– Secondary from Bouquet Canyon Rd. to Soledad Canyon Road
Decoro Drive	– Secondary from Rye Canyon Rd. to Seco Canyon Road

ROUTES DELETED
South Half Portion

SAN GABRIEL/POMONA WALNUT AREAS AND ADJACENT NATIONAL FOREST

Mount Baldy Road	– Towne Ave. to Mills Ave.
Pomello Drive	– Wheeler Ave. to Fruit St.
Fruit Street	– Baseline Rd. to Golden Hills Rd.
San Dimas Canyon Road	– Golden Hills Rd. to Glendora Ridge Rd.
Golden Hills Road	– Wheeler Ave. to San Dimas Rd.
Cow Canyon Road	– All
Glendora Mountain Road	– Sierra Madre Ave. to Cow Cyn. Rd.
Glendora Ridge Road	– All
Bichota Canyon Road	– All
East San Gabriel Canyon Road	– Cow Canyon (Glendora Mountain) Rd. to Angeles Crest Hwy.
Crystal Lake Road	– All
West Fork San Gabriel Canyon Road	– All
Alder Canyon Road	– All
Mount Wilson Road	– All
Big Tujunga Canyon Road	– Angeles Forest Hwy. to Angeles Crest Hwy.
Riverside Drive (Diamond-Bar)	– All
Pathfinder Road	– Diamond Bar Blvd. to County line
Skyline Drive	– All segments, Beverly Blvd. to Pathfinder Rd.
Nogales Street	– Pathfinder Rd. to County line
Cerritos Avenue	– Sierra Madre Ave. to Foothill Blvd.

CHATSWORTH AND ADJACENT AREAS

Vanowen Street	– Valley Circle Blvd. to County line
Woolsey Canyon Road	– Valley Circle Blvd. to County line
Knudsen Parkway	– L.A. City to Henry Mayo Dr.
Topanga Canyon Boulevard	– Simi Fwy. to Knudsen Pkwy.
Santa Susanna Pass Road	– Topanga Cyn. Blvd. to L.A. City line (Canoga Ave.)
Canoga Avenue	– Santa Susanna Pass Rd. to Sesnon Blvd.
Sesnon Boulevard	– L.A. City boundary to County line
Oat Mountain Road	– L.A. City boundary to Pico Cyn. Rd.
Tampa Avenue	– L.A. City boundary to The Old Rd.
Avena Montana Drive	– All

LOS ANGELES BASIN

Indiana Street	– Brooklyn Ave. to Wabash (City Terrace) Ave.
Ford Boulevard	– Telegraph Rd. to Third St.
Century Boulevard	– Wilmington Ave. to Alameda St.
Tweedy Boulevard	– Alameda St. to Century Blvd.
Fernwood (Santa Ana Blvd.) Avenue	– Wilmington Ave. to Alameda St.
Victoria Street	– Wilmington Ave. to Alameda St.
190th Street	– Wilmington Ave. to Victoria St.
Manhattan Avenue	– Rosecrans Ave. to Pershing Dr.
Emerson Avenue	– Jefferson Blvd. to L.A. City boundary
Duquesne Avenue	– Jefferson Blvd. to La Cienega Blvd.
Sawtelle Boulevard	– Wilshire Blvd. to Santa Monica Blvd.

MALIBU AREA

Topanga Summit Road	– Old Topanga Cyn. Rd. to Topanga Cyn. Blvd.
Overcrest Road	– Topanga Cyn. Blvd. to Mulholland Dr.
Cheney Drive/Entrada Road	– All
Red Rock Canyon Parkway	– All
Tuna Canyon Road	– Saddle Peak Rd. to Pacific Coast Hwy.
Yerba Verde Road	– All
Calabasas Road	– Mureau Rd. to Rancho Verde Dr.
Laskey Mesa Drive	– All
Rancho Verde Drive	– All
Stokes Canyon Road	– All
Tapia Road	– All
Piuma Road	– Cold Cyn. Rd. to Bayview Pkwy.
Liberty Canyon Road	– State Park boundary to Mulholland Pkwy.
Waycross Road	– All
Hillridge Road	– All
Castro Peak Road	– All
Corral Canyon Road	– All
Latigo Canyon Road	– All
Lindero Canyon Road	– Triunfo Cyn. Rd. to Westlake Blvd.
Transview Road	– All
Mulholland Parkway	– Yerba Buena (Decker) Rd. to Encinal Cyn. Rd.
Little Sycamore Canyon Road	– All
Nicholas Flat Road	– Pacific View Dr. to Lechuza Rd.
Pacific View Drive	– All
Pacific Coast Freeway	– All
Cross Creek Road	– Civic Center Way to Pacific Coast Fwy.
Palo Comado Canyon Road	– Thousand Oaks Blvd. to County line
Greenleaf Canyon Road	– All

ROUTES RECLASSIFIED
South Half Portion

SAN GABRIEL/POMONA-WALNUT AREAS AND ADJACENT NATIONAL FOREST

Mount Baldy Road	— To limited secondary from Padua Ave. to County line
Towne Avenue	— To secondary from Fruit Street to Base Line Rd.
East San Gabriel Canyon Road	— To limited secondary from Cow Cyn. Rd. to San Gabriel Cyn. Rd.
San Gabriel Canyon Road	— To limited secondary from National Forest boundary to Angeles Crest Hwy.
Pathfinder Road	— To secondary from Orange Fwy. to Azusa Ave.
Fullerton Road	— To major hwy. from Valley Blvd. to intersection with Azusa Ave.
Brea Canyon Cut-off	— To limited secondary from Colima Rd. to Brea Canyon Rd.

NATIONAL FOREST ADJACENT TO PASADENA-SYLMAR AREAS

Angeles Crest Highway	— To limited secondary from Mount Wilson Rd. to Big Pines Hwy.
Little Tujunga Canyon Road	— To limited secondary from L.A. City boundary to Placerita Cyn. Rd. (realigned)
Lopez Canyon-Kagel Canyon Road Loop	— To limited secondary

CHATSWORTH AND ADJACENT AREAS

Santa Susanna Pass Road	— To limited secondary from Topanga Cyn. Blvd. to County line

LOS ANGELES BASIN

Santa Monica Boulevard	— To major hwy. from Olive Dr. to Sunset Blvd. and Hyperion Ave. and from the San Diego Frwy. to Moreno Dr.

EAST LOS ANGELES AREA

Eastern Avenue	— To secondary from City Terrace Dr. to Valley Blvd.
Pomona Boulevard	— To major hwy. (Split bet. North & South Barrels) from Sadler Ave. to Montebello City boundary

SOUTH-CENTRAL AREA

Vermont Avenue	— To major hwy. from Manchester Blvd. to El Segundo Blvd.

EL PORTO AREA

Highland Avenue	— To secondary hwy. from 45th St. to Rosecrans Ave.

MALIBU AREA

Topanga Canyon Boulevard	— Mulholland Dr. to Pacific Coast Hwy.; reclassify major hwy. portions to secondary hwy. & realign to follow existing State route
Old Topanga Canyon Road	— Mulholland Pkwy. to Topanga Cyn. Blvd.; reclassify as a limited secondary & realign to follow substantially the existing driven route
Saddle Peak Road/Fernwood Pacific Drive	— Bayview Pkwy. to Topanga Cyn. Blvd. to limited secondary
Bayview Parkway	— All; reclassify to limited secondary & realign to follow substantially the driven routes for Stunt Rd., Schueren Rd. & Ramba Pacifico
Cold Canyon Road	— All; to limited secondary
Las Virgenes Road	— To secondary between Thousand Oaks Blvd. & the County line
Palo Comado Canyon Road	— To secondary between Thousand Oaks Blvd. & the Ventura Fwy.
Triunfo Canyon Road	— To limited secondary between Kanan Rd. & Lindero Cyn. Rd.
Yerba Buena Road (Mulholland Highway)	— To pkwy. between Encinal Cyn. Rd. (Mulholland Pkwy.) and and Mulholland Pkwy. (Decker Rd.)
Westlake Boulevard	— To secondary between Yerba Buena Rd. & County line
Encinal Canyon Road/Mulholland Parkway	— To secondary between Pacific Coast Hwy. & Yerba Buena Rd. (Mulholland Hwy.)
Lechuza Road	— To secondary hwy.
Nicholas Flat (Decker Road)	— To secondary between Lechuza Rd. & Mulholland Pkwy.
Mulholland Parkway	— Between Decker (Nicholas Flat) Rd. & Pacific Coast Hwy. — realign on existing driven route retaining pkwy. classification

ROUTES ADDED

Citrus Ave.	— Secondary from Foothill Blvd. to Sierra Madre Ave.

TRANSPORTATION ELEMENT
FOOTNOTES

1. Transportation propulsion total calculated as 25.2 percent. Cook, Earl. *The Flow of Energy in an Industrial Society*, Scientific American, Volume 224, No. 3, September 1971, page 135.

2. Transportation propulsion total is 28.7 percent. Grimmer, D.P. and K. Luszcynski. *Lost Power*, Environment, Volume 14, No. 3, April 1972, page 15.

3. Ibid.

4. These figures were calculated from Energy Intensiveness, expressed in BTU/PM or BTU/TM, using a conversion factor of 136,000 BTU/gallon of fuel. Hirst, Eric. *Energy Intensiveness of Passenger and Freight Transport Modes: 1950-1970*, Oak Ridge National Laboratory Report ORNL-NSF-EP-44, April 1973.

5. Ibid.

6. Southern California Association of Governments (SCAG), *Draft 1978 Regional Transportation Plan.* The Los Angeles Regional Transportation Study (LARTS) is organized within the California Department of Transportation. LARTS serves as an instrument in the development, evaluation and articulation of a comprehensive transportation plan for Los Angeles, Orange and Ventura Counties and the western portions of Riverside and San Bernardino Counties.

7. *Lost Power*, Loc. cit.

8. The Federal Energy Policy and Conservation Act (Dec. 22, 1975) mandates that passenger cars manufactured during or after model year 1985 shall attain an average fuel consumption of 27.5 miles per gallon. This compares with the national passenger car average of 13.49 MPG in 1974 per *Motor Vehicle Facts and Figures '76*, page 68.

9. The Federal Clean Air Act of 1970, as amended (last amended in August 1977) requires that light duty vehicles and engines manufactured during or after model year 1980 shall reduce carbon monoxide (CO) emissions to 3.4 grams/mile (gpm), hydrocarbons (HC) to 0.41 gpm, and for model year 1981 (except for American Motors-1983) shall reduce oxides of nitrogen (NOx) to 0.4 gpm.

   California Emission Standards for Passenger Cars require that light duty vehicles and engines manufactured during or after model year 1976 shall reduce CO emissions to 9.0 gpm, model year 1977 HC emissions to 0.41 gpm, and model year 1980 and 1982 NOx emissions to 1.0 and 0.4 gpm respectively.

   Consideration of these emission standards, the attrition and retirement of older vehicles, assumption of the percentage of trucks and buses, and other factors, including projections of year 2000 vehicle miles traveled, result in a total motor vehicle emission reduction to approximately 20 to 25 percent of today's figure.

10. Opinion Research of California. *Report of Findings – A Public Opinion Survey Among Residents of Los Angeles County Relative to Transportation, Growth and Development Issues*, Los Angeles County Regional Planning Commission, March 15, 1977.

11. Southern California Association of Government and South Coast Air Quality Management District, *Draft Air Quality Management Plan*, October 1978, Table 2, page V-26. Figure includes RHC, CO, NOx, SOx and Part. emissions for mobile sources.

12. Federal Highway Administration and California Department of Transportation. *Final Environmental Impact Statement for the Proposed Routes 1 & I-105 (El Segundo-Norwalk) Freeway-Transitway*, July 1977, Vol. I, pages 5-8. "Thus, the effect of VMT reductions on oxidant levels will be almost negligible. For instance, restricting or penalizing personal vehicle travel to produce a 20% VMT reduction by 1980 will achieve only a 3% reduction in total RHC (2% in 1995), a 7% reduction of CO emissions (2% in 1995), and a 3% reduction in NOx emissions (3% in 1995) . . . Based on this data, increase or decreases of VMT after 1980 should not weigh heavily in decision making for this or other highway projects in the South Coast Air Basin.

The above information is based on an emissions inventory prepared by the Air Resources Board (ARB) and dated November 12, 1975."

Note: The data within brackets ( ) was calculated by the County Road Department based upon the same data sources.

13. Information obtained from California Department of Transportation, District 7, June 1980.

14. Information obtained from Southern California Rapid Transit District (SCRTD), June 1980.

15. Information obtained from California Department of Transportation, District 7, June 1980.

16. The Community Redevelopment Agency of the City of Los Angeles expects to begin construction of a three mile long people mover in downtown Los Angeles during the winter of 1980-81. This $175 million project will provide circulation/distribution services in a corridor stretching from the Convention Center, through the west side of downtown to the Civic Center and Union Station.

17. Webber, Melvin M. *The BART Experience – What Have We Learned?* Institute of Urban and Regional Development and Institute of Transportation Studies, University of California, Berkeley, Monograph No. 26, October 1976, page 11.

18. Information obtained from California Department of Transportation, District 7, June 1980.

19. Caltrans/LARTS. *Trips in Motion: Methodology and Factors for Estimating Hourly Traffic Volumes from Average Daily Traffic,* September 1975, page 16.

20. Information obtained from Southern California Rapid Transit District (SCRTD), June 1980.

21. Ibid.

22. Southern California Association of Governments (SCAG), Draft 1978 Regional Transportation Plan.

23. Information obtained from LARTS, September 1980.

24. U.S. Department of Transportation (DOT), *Energy Conservation in Transportation,* January 1979, page 100.

25. Information obtained from City of Los Angeles, Department of Airports.

26. Southern California Association of Governments, *Southern California Aviation System Study: Technical Report,* July 1980.

27. Little, Arthur D. Inc. *Palmdale International Airport Amended Draft Environmental Impact Statement,* City of Los Angeles Department of Airports and Federal Aviation Administration, July 1976, Volume 1, page S-44.

28. Information obtained from Mr. J. W. Quinn of the Los Angeles County Department of Small Craft Harbors, July 1978.

29. Information obtained from Los Angeles County Road Department, Traffic and Lighting Division.

30. 505 Study Commission (California Highway User Tax Study Commission). *Transportation Financing for California,* January 1976, page 7.

31. To bring about consistency with the countywide plan revisions, approximately 2,300 miles of unneeded highway routes within unincorporated territory were eliminated from the Master Plan of Highways and 680 miles of the Master Plan system were reclassified to better reflect expected usage. Some proposed routes were also moved from their previously planned locations to coincide with existing roadways to make maximum use of in-place facilities and to avoid unnecessary disruption of property and the environment. However, revision to existing driven routes is to be interpreted as a corridor to be modified to County curve, grade and safety standards.

TRANSPORTATION ELEMENT
GLOSSARY

AVERAGE VEHICLE OCCUPANCY
The average number of passengers, including the driver, in a vehicle.

CARPOOL, VANPOOL, SUBSCRIPTION BUS, RIDE POOLING
A group riding concept wherein commuters with approximately the same origin and destination travel together and share their commuting expenses. The three main forms of group riding or ride pooling are the subscription bus, the vanpool, and the carpool.

COMMUNITY LEVEL TRANSIT
System providing transit service within a local community.

COMMERCIAL AVIATION
Classification of air transportation referring to the business of transporting people and cargo using large aircraft and requiring major ground facilities.

COMMUTER RAIL SERVICE
Mass transportation concept of utilizing railroad facilities for commuting purposes.

CORRIDORS
Travel routes that are used by large volumes of traffic.

COST-EFFECTIVENESS
A measure of the monetary benefits of a project in terms of travel time reductions, accident reductions, etc., compared to the cost of implementing a project.

DEEP-DRAFT HARBOR
A harbor deep enough to accommodate supertankers and other superships, some of which require depths of 105 feet.

DEMAND-RESPONSE-BUSES
System in which a shared vehicle provides door-to-door service on demand to a number of travelers with different origins and destinations.

DONOR STATUS
When a governmental entity contributes more money in taxes than it receives in benefits derived from those taxes. For example, currently only 60 percent of the federal highway user taxes paid by the citizens of California are returned to this state.

EXPRESSWAY
An expressway is a divided highway for through traffic with only partial control of access.

FIXED RAIL RAPID TRANSIT
A general term used to describe large transit vehicles designed to move large numbers of passengers rapidly on permanent guideways, generally steel wheel on steel rail.

FIXED SOURCE (OF AIR POLLUTION)
Term used to describe non-moving sources of air pollution such as factories, power plants, etc. Also commonly called stationary source.

FREEWAY
A freeway is a divided highway for through traffic with full control of access to adjacent property.

GAP CLOSURE
Term referring to the discontinuous freeway links not yet built in the freeway system. Generally less than six miles in length and provides a continuity of service in an established travel corridor.

GENERAL AVIATION FACILITIES
Classification of air transportation dealing with small aircraft for business and recreation.

GRADE SEPARATION
A crossing of two highways or of a highway and pedestrian path or railroad utilizing an underpass or overpass.

HARBOR OF REFUGE
Natural harbor with some protective development (i.e., breakwater) for protection against wave action. Generally for safety or emergency use.

HIGH DENSITY AREA
An area of high population density characterized by high concentrations of employment or multiple dwellings.

HIGHWAY USER TAX (FUND)
Tax on motor fuel – the source of this fund is the Federal and State imposed taxes on motor vehicle fuel, currently 11 cents per gallon (this does not include the sales tax on gasoline). The fund may be used for highway maintenance, planning and contruction, including transit-related highway improvements.

HILLSIDE MANAGEMENT AREAS
Hilly and mountainous areas with average slopes above 15 percent. Instituted to preserve the natural and scenic character of the area and to minimize the danger to life and property caused by fire and flood hazards, water pollution, soil erosion, and land slippage.

HIGH OCCUPANCY VEHICLE (HOV)
Motor vehicle occupied by three or more persons. Vehicles include automobiles, vans, buses, and taxis.

HOV PREFERENTIAL TREATMENT
Any treatment that gives HOV operations priority over the general flow of traffic.

INTERNAL CIRCULATION
Movement of people and goods within an activity center.

JITNEY SERVICE
A small vehicle that carries passengers over a regular route according to a flexible schedule.

JOINT USE
The term implies common use of a right-of-way or facility by two or more nonconflicting uses.

LOAD FACTOR
The ratio, usually expressed in percent, of the number of passengers to the number of available seats on a vehicle.

LONG TERM
Ten or more years into the future.

LINE-HAUL BUS SERVICE
A transportation facility dealing with the movement of people and goods on major lines as opposed to the feeder-distribution system.

LOW CAPITAL INTENSIVE STRATEGIES
Low cost short-term improvements to maximize the efficiency of the existing transportation system. Areas for review include traffic engineering, regulations, pricing structures, management and operational improvements.

MANDATED FLEET MILEAGE REQUIREMENTS
Federally mandated, requires auto manufacturers to achieve average mileage per gallon standards based upon a fleet mix of different car sizes and fuel consumptions.

MASTER PLAN OF HIGHWAYS
Arterial highway system of Los Angeles County, first adopted by the Board of Supervisors in 1940 and continually modified and updated.

MODAL CONFLICT
Situation existing when two or more modes of transportation must share the same right-of-way creating a safety hazard or causing disruption to one or all modes involved.

MODE
Any form of transportation such as private motor vehicle, public transit, railroad, bicycle, walking, pipeline, marine or aviation.

MULTIMODAL FACILITIES
A transportation system comprised of more than one modal network to provide the user with a reasonable choice.

PARATRANSIT
Those types of public transportation whose characteristics are between those of the private automobile and conventional scheduled transit, e.g., taxis, jitneys, dial-a-ride, carpools, vanpools, or subscription bus service.

PARKING MANAGEMENT
Planned procedures whereby automobile parking in metropolitan areas is controlled or managed for purposes of controlling traffic, access, mobility, and air quality.

PASSENGER-MILE
A statistical unit denoting one-mile traveled by one passenger, who may also be the vehicle operator, used in measuring the volume of passenger traffic.

PEAK HOURS
Those hours of the day when traffic volumes are at their highest hourly count.

PEOPLE MOVER SYSTEM
A public transportation system usually consisting of small vehicles or continuous conveyance operating over short distances where waiting time is minimal, e.g., moving sidewalks or automated cars. A specific type of circulation distribution system.

RAMP METERING
Traffic signal control on an entry ramp to a freeway for regulating vehicle access.

SAN BERNARDINO FREEWAY EXPRESS BUSWAY
11.2-mile exclusive bus and carpool lane which extends from El Monte to downtown Los Angeles.

SHORT-TERM
Now to five years into the future.

SIGNIFICANT ECOLOGICAL AREAS
Ecologically important or fragile land and water areas valuable as plant and animal communities.

SMALL CRAFT HARBOR
A small harbor or boat basin providing dockage, supplies, and services for small pleasure craft.

SPECIAL GENERATOR
Any facility which produces a significant demand for transportation facilities.

SPECIAL PURPOSE CENTERS
A location of high traffic generation such as a sports area, airport, park, beach, university, etc.

SUBSCRIPTION BUS SERVICE
A custom commuter bus service or ride pool provided to a group of people having a common trip origin and destination for a premium monthly rate.

TON MILES PER GALLON
A measurement of the number of miles one ton of goods can be transported using one gallon of fuel.

TRAFFIC OPERATION IMPROVEMENTS
Regulation and control of the movement of traffic to expedite flow and reduce congestion. Techniques include signal synchronization, re-stripping, channelization, etc.

TRANSIT DEPENDENT
Individuals dependent on public transit to meet private mobility needs, e.g., the young, the elderly, the handicapped those unable to drive, the autoless, those not licensed to drive, etc.

TRANSITWAY
Right-of-way reserved for the exclusive use of rail transit, buses or other high occupancy vehicles.

TRANSPORTATION CONTROL MEASURES
Transportation related strategies designed to implement air quality programs.

TRANSPORTATION SYSTEMS MANAGEMENT (TSM)
A program which addresses short-term improvements to maximize the efficiency of the existing transportation system. Areas for review include traffic engineering, public transportation, regulations, pricing structures, management and operational improvements.

TRAVEL DEMAND
The actual usage or projected desire for use of transportation facilities regardless of the capacity of those facilities.

VEHICLE MILES TRAVELED (VMT)
A unit used to indicate the amount of highway use; equal to the number of vehicle trips times the length of each trip.

COUNTY OF LOS ANGELES

GENERAL PLAN

WATER AND WASTE MANAGEMENT ELEMENT

WATER AND WASTE MANAGEMENT ELEMENT

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INTRODUCTION

The Water and Waste Management Element describes present systems for water supply and distribution, flood protection, water conservation, sewerage, water reclamation, and solid-waste disposal and sets forth County policy on these systems. As a resource, water is discussed in the Conservation and Open Space Element.

Population growth in Los Angeles County is supported by an extensive infrastructure of water and waste management services. The extension of these services can contribute to the desired pattern of urban development; their absence in areas where the cost of extension of services is prohibitive can deter urban development. Thus, although the Element should not be construed as binding on cities, planning for water and waste management should be integrated with and guided by countywide growth and land use plans.

As a result of many years of advance planning, Los Angeles County has fewer problems than other parts of the country and is served by excellent water, sewerage, solid waste, and flood protection systems. Thus, the Element can focus on the need for resource recovery and for the protection and conservation of resources.

BACKGROUND

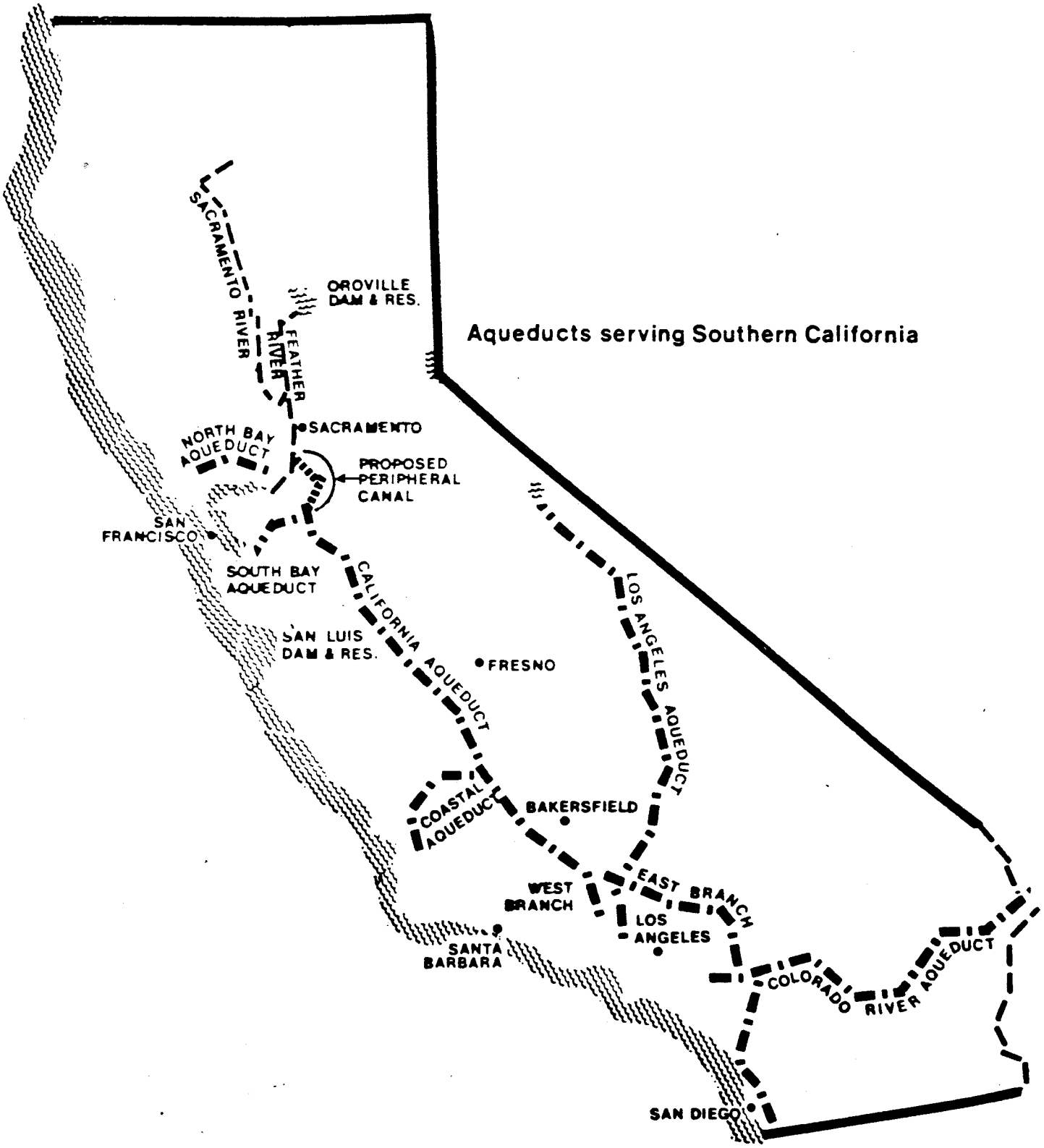
WATER SUPPLY AND DISTRIBUTION

Most water for the Los Angeles Basin, an area that encompasses the coastal plain and the San Gabriel and San Fernando Valleys, is imported. One-third of the water used in the Basin comes from local ground water and runoff including water from the Angeles National Forest watershed.(1)

Three public agencies import water into Los Angeles County: the Los Angeles City Department of Water and Power (DWP), which imports water from the Owens Valley and Mono Basin; the Metropolitan Water District of Southern California (MWD), which imports water from the Colorado River; and the California State Department of Water Resources (DWR), which imports water from Northern California. The aqueducts used to import water into the County are shown on Figure 6.1. The three importing agencies share responsibility for the wholesale distribution of water with 13 other public and private water agencies. Some of these wholesale distributors share pumping rights to local ground water with the 228 retail water agencies in the County.(2) Table 6.1 shows the number of the various types of water purveyors and the general areas they serve.

MWD has estimated that the water supply for the District will be adequate for the population anticipated in the year 2000. The projection assumes that 1) water will continue to be imported from the Owens Valley; 2) water will continue to be imported from the Colorado River, although at less than half the rate which is currently available; 3) supplies of surface and ground water will remain at their present levels; 4) the State Water Project will continue to meet its contractual obligation to the MWD; 5) water conservation will continue; 6) reuse of reclaimed wastewater will expand; and, 7) additional water will be stored by MWD in underground basins for later use in dry periods.(3)

FIGURE 6.1



source:
Metropolitan Water District of Southern California

TABLE 6.1

WATER PURVEYORS IN LOS ANGELES COUNTY

August 1980

Agencies	Islands	North County	South County	Total County
Importation Agencies	--	--	--	3*
Wholesale Water Agencies,				
Public and Private	--	4	9	13
Retail Water Agencies				
City Water Departments	--	--	41	41*
Retail Agencies, Public	--	7	16	23
County Waterworks Districts	--	10	8	18
Private Utility Companies	1	5	28	34
Mutual Water Companies	--	38	74	112
TOTAL	1	64	176	243*

Source: Metropolitan Water District of Southern California.

However, the Metropolitan Water District has indicated that the adequacy of water supplies for Southern California by the year 2000 is clouded by a number of factors, including: 1) uncertainties about the timing and level of deliveries of water from the State Water Project, caused by delays in constructing the Peripheral Canal and other facilities necessary to complete the State Water Project; 2) possible decrease in allowed water importation by the City of Los Angeles from Mono Basin and the Owens Valley; 3) uncertainty over the amount of water that will be allocated upon resolution of Indian tribal demands for Colorado River water; and, 4) increased costs and possible inadequacy of energy supplies needed to pump and transport imported water.(4)

*DWP is both an Importation Agency and a Retail Water Agency; accordingly, the total number of agencies is 243.

Thus, it is prudent to develop programs to reduce the County's dependence on imported water. Contracts were signed in 1978 for additional water reclamation feasibility studies, which would include studies of potential users and the impact of reclaimed water on the environment. Water suppliers, including the Metropolitan Water District, will provide at least a part of the $4,000,000 required for the 3-year program. The product will be a coordinated plan for expanding the use of reclaimed water. Implementation of this Plan, together with programs for water conservation and replenishing groundwater basins, will better prepare the County to face future droughts and to survive the disruption of water importation which might be caused by earthquakes or other disasters.

Water must be conserved by consumers to reduce the demand for this vital resource. In addition, the source of the local water supply, the watershed of the National Forests, must be protected against pollution.

While generally very high, the quality of water in Los Angeles County varies widely, especially in mineral content. Some problems are caused by salt water intrusion and mineral buildup in underground storage basins. Local deficiencies in the water supply and distribution system have occasionally caused quality and pressure problems in limited areas only.

Fire-flow pressure in some areas where systems were constructed before 1960 is inadequate to readily extinguish structural fires. Fire insurance ratings in these areas are affected, and premiums may increase. The inadequate pressure is often the result of aging or undersized water facilities that should be replaced or enlarged. Systems in these areas can become overloaded when low density land uses are replaced with higher density uses. Before such use intensification takes place, water supply systems should be evaluated and improved if necessary.

With regard to water quality and land-use planning, Section 208 of the Federal Water Pollution Control Act (Public Law 92-500) provides for comprehensive regional programs that will consider all sources of water pollution. The program has helped coordinate local land use planning with water quality planning. Los Angeles County has accumulated data and submitted recommendations regarding the Los Angeles County Subregion to the Southern California Association of Governments (SCAG), which has been designated the "208" regional agency for much of Southern California, including most of Los Angeles County. The California State Water Resources Control Board has been designated the "208" regional agency for the rural and desert areas of the State including the Antelope Valley in northern Los Angeles County. The goal of the "208" program is to make all waters in the nation safe for fishing and swimming by 1983.

FLOOD CONTROL AND AQUIFER REPLENISHMENT

The Los Angeles County Flood Control District includes all of the County except San Clemente and Santa Catalina Islands and a section of the Antelope Valley. Since its inception following a flood in 1914, the District has been responsible for the protection of life and property from storm water damage and for the conservation of storm waters for subsequent use. More recently, the protection of water quality has been an increasing responsibility.

Flooding has been almost eliminated in the District by the installation of flood control channels, storm drains, dams, debris basins, and pumping plants. The present system has been constructed over the past 50 years by the District, the United States Army Corps of Engineers, other federal agencies, the cities in the District, and private developers. The two main drainage systems, The Los Angeles River and the San Gabriel

River-Rio Hondo systems, are channelized from dams and debris basins in the foothills to outlets in the Los Angeles and Long Beach harbors. Storm drains carry storm water from streets to the flood channels. The Los Angeles County Flood Control District impounds storm water in flood control basins for later release to downstream water spreading grounds, where water percolates through porous soils to replenish ground water supplies. The District is also responsible for spreading the water purchased by member agencies of the Metropolitan Water District for ground water replenishment. This responsibility was assigned in the State legislation that created the District.

The District takes an active role in protecting ground water quality. In the West Coast Basin, Dominguez Gap, and Alamitos Barrier projects, water is injected into aquifers to prevent seawater intrusion.

In cooperation with other County departments, the District is also active in a study of flood plain management as part of the Federal Flood Insurance Program.

The District recognizes the growing concern for the environment with current emphasis placed on preventing problems rather than constructing solutions. Proposed drainage projects are now evaluated for their environmental impacts well before their engineering design or budgeting.

Flood control facilities generate two problems. These are the elimination of riparian habitats and the deposit of storm sediments. The construction and existence of concrete channels eliminate any potential for a riparian habitat; in addition, the visual impact is usually not as pleasing as the natural channel.

Storm sediments that accumulate in debris basins and reservoirs are difficult and expensive to dispose of. Sediments are usually disposed of in nearby canyons, thereby changing the rugged

terrain into level, terraced areas (which are suitable for open recreational uses).

The District is investigating methods of reducing the volume of accumulated silt and debris and of lowering disposal costs. Disposal methods under consideration include, but are not limited to, moving silt upstream or downstream as slurry in pipelines and transporting it in trucks or on conveyor belts during the dry season.

A related environmental problem is that of sand erosion along the beaches. The problem has two possible causes: The responsibility may lie with man made harbors, groins and breakwaters, or it may lie with the paving of natural storm channels and the construction of upstream dams, which inhibit the movement of sand downstream. Caltech and Scripps-La Jolla have undertaken a study to investigate this problem (other sponsors, representing most coastline jurisdictions, are now participating in the study). The analysis complements ongoing studies by the County Engineer-Facilities. Sand movement resulting from tidal action can now be predicted.(5)

SEWERAGE AND WATER RECLAMATION SYSTEMS*

Sewage disposal and waste water reclamation services in Los Angeles County are provided by 29 sanitation systems distributed throughout the County: the City of Los Angeles has 2 sewerage systems; 24 County sanitation districts are active, 15 of which have combined to form the Joint Outfall System; and 3 independent water agencies also operate sewerage systems.

Water reclamation, from sewage, may include as many as three stages of treatment, each of which separates the sewage into

*Sewage flows through sewers. Sewerage refers to the network of sewers and may include plants for treatment and water reclamation.

two components: 1) an effluent or liquid; and, 2) sludge or solids. Primary treatment screens out most of the solids found in raw sewage. Secondary treatment of primary effluent is a biochemical action which includes the extraction of additional solids and produces a higher quality chlorinated effluent. Tertiary treatment is an additional step in the treatment process producing a highly clarified quality water and usually includes at least two different filters and additional chlorination.

In the central area, two major sewerage systems and one minor sewerage system serve the Los Angeles basin. The County Sanitation Districts of Los Angeles County operate a major sewerage system in the San Gabriel River drainage area. This system, the Joint Outfall System, extends from Pomona and Pasadena through Whittier to Long Beach and then to the Joint Water Pollution Control Plant in Carson. Five upstream water reclamation plants reclaim 85 million gallons per day (mgd) of water from sewage. The concentrated sludge is discharged back into the sewer system and transported to the Joint Water Pollution Control Plant at Carson for final treatment and disposal. The upstream plants provide secondary treatment and are being upgraded to provide tertiary treatment.(6)

The City of Los Angeles, in conjunction with other cities, owns and operates a sewerage system in the upper Los Angeles River, the San Fernando Valley, and the Ballona Creek drainage areas. Sewage is treated at plants in Burbank and near Griffith Park and at the Hyperion Treatment Plant at Imperial Highway and the Santa Monica Bay. The upstream plants treat more than 26 mgd of sewage and reclaim over 10 mgd of water for reuse. In the future, these plants will reclaim nearly 30 mgd.

In the harbor area, a community-sized system serves Wilmington, San Pedro, and Terminal Island. The treatment plant is on Terminal Island. The outfall, which now discharges into Los Angeles Harbor, is being extended beyond the breakwater.

In the peripheral area, Crescenta Valley is served by three small sanitation agencies: the Crescenta Valley County Water District, which operates the small Wiley Reclamation Plant (secondary treatment); County Sanitation District 28, which operates the La Canada Water Reclamation Plant (secondary) and supplies reclaimed water to irrigate the nearby golf course; and County Sanitation District 34, which was recently voted into existence by the residents of La Canada-Flintridge, an area presently unsewered.

The Santa Monica Mountains area is served by the Las Virgenes Municipal Water District. Secondary treatment is provided at the Tapia Park Water Reclamation Plant, which serves the Ventura Freeway corridor and the northern slope of the Santa Monica Mountains. Although coastal Malibu is not sewered, County Sanitation District 33 was formed to serve the area if approved by a majority vote of the residents. Southern Topanga Canyon is served by County Sanitation District 29, which discharges sewage into the Los Angeles City system for treatment at the Hyperion facility.

Santa Clarita Valley is served by two community sewerage systems: County Sanitation District 26, serving Saugus and Canyon Country, and County Sanitation District 32, serving Newhall and Valencia. Each system has a water reclamation plant. The treated effluent is used for ground water recharge. District 26 also accepts sewage from the trunk sewers of the Newhall County Water District for treatment at the Saugus plant.

Antelope Valley has two community sewerage systems: County Sanitation District 14, serving Lancaster and Quartz Hill, and County Sanitation District 20, serving the Palmdale area. Each has its own oxidation pond type of secondary treatment plant. District 14 provides advanced or tertiary treatment for 0.5 mgd of reclaimed water, which is piped to Apollo County Park for the three recreational lakes there (this development was made possible by a grant under the State-financed Davis-Grunsky Act).(7) District

20 provides some treated effluent for agricultural use. Both districts make effective use of oxidation ponds for treatment and effluent disposal in this dry, high desert.

Approximately 300,000 residents of the County live in dwellings not connected to sanitary sewers.(8) In general, these dwellings are in non-urban areas and have septic tanks and leach lines in lieu of sewers. These disposal methods are satisfactory if the tanks are properly designed, constructed, maintained, and are pumped regularly; the soil composition permits percolation of the effluent; and the tanks and leach lines are far enough away from ground water supplies to avoid pollution.

In some unsewered areas, additional growth could cause health hazards. To prevent this problem, several alternatives are available. These include: 1) proper design, construction, and maintenance of septic tanks and leach lines by individuals; 2) septic tank maintenance districts; 3) neighborhood treatment facilities operated by competent professionals; and, 4) connection to sewers. The selection of an alternative for an area will depend on the long-range land use projections for that area; the economic capability of the area to fund major capital improvements; and the geological composition of the land.

A major problem facing the sanitation agencies in the coastal basin is compliance with the Environmental Protection Agency (EPA) requirement for a clean (at least secondary treatment) effluent and with no sludge discharge to the ocean. The original deadline of July 1, 1977, was partially met by the Los Angeles City facilities at Hyperion and Terminal Island, and the County Sanitation Districts' plant at Carson. Work has begun to upgrade the Joint Water Pollution Control Plant at Carson to provide partial secondary treatment and is due to be completed in 1983. Currently sludge from this facility is being hauled by truck to a sanitary landfill.

It should be noted that requirements and deadlines for compliance could change. Studies under the 208 program may either lead to new and stronger restrictions or may warrant a relaxation of requirements. Public Law 95-217 (which amends PL 92-500, the Federal Water Pollution Control Act) permits waivers on ocean discharge.

The Los Angeles County Sanitation Districts, the City of Los Angeles, the Orange County Sanitation Districts, the California State Water Resources Control Board, and the EPA are participating in the Los Angeles/Orange County Metropolitan Area (LA/OMA) Regional Waste Water Solids Management Program. The study portion of the Program is an analysis of methods of sludge disposal including ocean discharge.

The City of Los Angeles has obtained extensions on the EPA deadlines for sludge disposal and secondary treatment of effluent. Under the terms of a consent decree, the City is allowed to continue discharge of sludge to the ocean until 1985. The City also applied for a waiver from the EPA regulations for full secondary treatment.

As the population increases and industrialization continues, the volume of liquid waste will continue to increase (unless otherwise restrained, as it was through water conservation during the 1977 drought). The disposal of such waste is necessary to prevent the deterioration of the urban environment and the quality of our lives. As the quality of the effluent from treatment is improved, more reclaimed water will be available for beneficial uses such as landscape and agricultural irrigation, industrial cooling, and ground water replenishment. At present, 17 treatment plants reclaim 143 mgd of water from sewage. However, an additional 667 mgd of reclaimed water is not reused.(9) Assuming that the Carson and Hyperion plants are upgraded to meet current state and federal standards, markets and additional spreading grounds for safe filtration to the aquifer must be found.

The use of treated effluent in place of imported potable water complements water conservation strategies. When current contracts between water importation agencies and their electrical suppliers expire, energy costs to import water will rise sharply. As costs of potable water rise to reflect energy costs, the use of effluent will become economically more feasible, and the demand for imported water will be reduced. A larger amount of the imported water can then be used for ground water replenishment as a reserve against future droughts.

INDUSTRIAL AND SOLID WASTE DISPOSAL

Solid waste disposal in Los Angeles County involves essentially two operations: collection and hauling, and disposal. By volume over 90 percent of industrial refuse collected, 72 percent of commercial refuse collected, and 40 percent of residential refuse collected is taken up by the many private hauling contractors in the County. The rest is collected by city departments and garbage districts. There are about 800 refuse-hauling contractors in Los Angeles County, operating approximately 2,000 vehicles.(10)

Historically, solid-waste disposal has involved land. Over the years, the town dump has been replaced by the sanitary landfill, where each day's deposits are compacted and covered with earth. The many small disposal sites have been replaced by large privately and publicly owned sites operated by individuals, cities or County sanitation districts. Increased landfill capacity became necessary after 1957, when residential incinerators were banned to reduce air pollution. The existing landfill sites were unable to accommodate the increased volume of refuse. Accordingly, the County Sanitation Districts established landfill operations. In Los Angeles County, there were, in 1979, 20 major landfill sites and approximately 20 minor sites. Many of these sites will be closed by the end of 1980. The fill capacity of the remainder will be severely depleted by the year 2000.(11)

Refuse that goes into landfills comes from three main sources: households contribute 41 percent; construction and demolition industries, 31 percent; and commercial, industrial, and all other sources, 28 percent.

There are four types of disposal facilities for solid waste. At transfer stations, refuse is transferred from the collection truck to another means of conveyance. Class I landfills accept non-radioactive liquid and hazardous waste (Group 1 wastes). Class II landfills accept the largest amount of waste, including non-hazardous liquid waste (Group 2 wastes). Class III landfills are the most restrictive and will accept only inert materials (Group 3 wastes). Group 3 materials are accepted in Class II facilities, and Group 2 and Group 3 materials are accepted at Class I sites.

There were only three Class I landfills operating in 1979 in the County and all three may be filled by 2000.(12) Although the shortage of Class I landfill is critical, the major solid waste problem in the County is the shortage of Class II facilities. It is possible that permits for existing landfills may not be renewed; in such an event all landfill capacity would be depleted by the year 2000 (see Table 6.2).

Landfills often alter the environment, and public acceptance of landfill sites is a growing problem. When a landfill or its access route is adjacent to a residential development, problems arise because of heavy truck traffic, blowing refuse, dust, noise, unpleasant odors, the hazards of methane gas and other health and safety concerns. Other problems are caused by the replacement of the many scattered sites with fewer, larger sites. When refuse must be hauled longer distances, expenses are higher, vehicular emissions increase, and more refuse transfer stations are needed. Greater consideration must also be paid to the safety of hauling hazardous wastes. Because of the shortage of landfill sites and

TABLE 6.2

QUANTITIES OF WASTE RECEIVED AT MAJOR CLASS I AND II LANDFILLS IN LOS ANGELES COUNTY 1979 - 80

		QUANTITIES RECEIVED (tons/yr) [1]							
		SOLID WASTE							
Landfill Name	Class	Group 2 Waste	Group 3 Waste	Total	Liquid Waste [2]	Hazardous Liquid Waste [3]	Total Waste	Estimated Remaining Capacity Millions of Tons	Estimated Life In Years
Palos Verdes Landfill	I	1,214,300	123,900	1,338,200	118,300	(99,000)	1,456,500	0	[5]
Spadra Landfill	II	250,800	38,100	294,900	2,800		297,700	4	15 [4]
Mission Canyon Landfill	II	1,201,600	363,100	1,564,700	–		1,564,700	18.7	12
Scholl Canyon Landfill	II	660,600	58,300	718,900	–		718,900	25	40
Calabasas Landfill	I	496,300	54,400	550,700	86,000	(67,000)	636,700	18	30 [4]
Puente Hills Landfill	II	2,115,300	38,600	2,153,900	73,500		2,227,400	110	40 [4]
Toyon Canyon Landfill	II	436,200	259,900	696,100	–		696,100	1	1.5
Lopez Canyon Landfill	II	345,000	112,300	457,300	–		457,300	15	25
Burbank City Landfill	II	52,200	3,800	56,000	–		56,000	.56	10
City of Whittier Landfill	II	100,000	15,000	115,000	–		115,000	5.7	50
North Valley Landfill	II	161,400	278,000	439,400	–		439,400	40	40 [4]
Bradley Avenue Dump	II	13,600	157,700	171,300	–		171,300	7.0	20
Penrose Pit	II	160,400	364,000	524,400	–		524,400	0.5	2
Azusa Western	II	471,700	58,300	530,000	–		530,000	3.8	14
BKK Landfill	I	928,300	9,000	937,300	450,500	(275,700)	1,387,800	65	50 [4]
Operating Industries Landfill	II	522,000	18,000	540,000	171,000		711,000	2.5	4
Ascon	II	140,400	5,400	145,800	44,300		190,100	0.2	[5]
Harbor Dump	II	18,700	17,900	36,600	–		36,600	0	[5]
Chiquita Canyon	II	78,800	–	78,800	–		78,800	unk	35
Antelope Valley Public Dump	II	48,800	13,400	66,200	–		66,200	unk	15
Lancaster Dump	II	50,600	15,600	66,200	–		66,200	1.8	15
TOTAL		9,473,000	2,004,700	11,481,700	946,400	(441,700[3])	12,428,100	319.86	

[1] Tonnage for period 1 July 1979 through 30 June 1980.

[2] For the Class I landfills tonnage shown includes a small amount of solid Group I waste.

[3] Included in "Liquid Waste" quantities.

[4] Requires additional land use permits to utilize full capacity.

[5] Less than 1 year.

SOURCES: County Engineer-Facilities
County Sanitation Districts
Report on Determination of Solid Waste Quantities in Los Angeles County Wastesheds, Prepared for County Engineer-Facilities by Engineering-Science Consultants, October 1980.

the environmental problems created by the sites, ways of reducing the volume of waste and alternatives to landfilling must be found.

The economics of waste disposal faculty siting, however, should never outweigh public health, safety and welfare. As Class I waste disposal is a potential threat to public health, safety and welfare, technological studies for reducing waste volume and handling toxics safely demand immediate attention.

Recycling has been suggested as a way of reducing the volume of solid waste. Government and private enterprise are seeking economical methods for separating and recycling reusable materials such as paper, glass, plastic, aluminum, and tin. Salvageable materials might be segregated from other refuse at the source--the home, business, or industry. Since 1977 the City of Downey has been engaged in a prototype operation of segregating materials for recycling.

Converting waste to energy may be another way of reducing the volume of solid waste. A number of resource-recovery facilities throughout the nation are in various stages of planning, design, or construction. A few are in prototype operation; some anticipate full operational status shortly; others have failed to operate reliably to date. The County sanitation districts are monitoring the design and operation of these facilities closely. None of the systems presently in full operation can meet the stringent air quality standards of the Los Angeles basin. Open ponds as a liquid waste disposal technique should not be allowed until their effects on air quality are studied and measured. Evaporation of liquid waste from open ponds may degrade air quality.

Two resource-recovery facilities have been proposed for Los Angeles County. The County Sanitation Districts have applied for grant funding for a water-wall incinerator to be constructed in the vicinity of Long Beach. The system will convert 900 tons of refuse per day to steam to be sold to nearby industries, or

employed onsite in the generation of electricity, with regional low quality steam, then sold to secondary users. The system is designed to meet all applicable air quality standards. The other proposed resource recovery facility, the Watson Energy System, will be privately owned. It will be similar in design and operation to the Long Beach facility. No dates have been set for the pilot operation of either plant.

Other methods for efficient refuse disposal such as composting, pyrolosis, and ocean disposal have also been considered. However, due to the time required for engineering, funding and evaluating the impact on the environment, sanitary landfills will continue to be the major means of solid waste disposal for at least ten more years as reported by the Los Angeles County Sanitation Districts. (13) The long range solution will involve recycling, resource recovery and elimination of waste production at the source. The new technologies will not completely eliminate the need for landfill, but the rate at which landfill capacity is consumed will be diminished.

Methane gas, generated through biological digestion of solid waste in landfills and in sewage treatment plants, can and is being recovered. At two City of Los Angeles sites, the gas is used to generate the electricity used at the site. The completed portions of the Palos Verdes landfill are presently producing sufficient gas to satisfy the needs of 2,500 customers of Southern California Gas Company. This pilot operation will be expanded in the future.

The need for future transfer station sites will be lessened by the emphasis of the Plan on resource recovery. The general areas most suitable for future transfer stations are located within incorporated cities, and are subject to their land use control regulations. In addition, unlike landfills, transfer stations can generally be located in a wide variety of industrial areas that are accessible to transportation facilities. They do not

permanently alter the nature of the ground and can, therefore, be replaced by other uses if they are no longer needed. Accordingly, the Plan does not attempt to delineate specific locations for future transfer stations.

The California Solid Waste Management and Resource Recovery Act of 1972 (SB 5) necessitated a study of the County's solid-waste management program. The County Engineer-Facilities, at the direction of the Board of Supervisors and with other local agencies, prepared the Los Angeles County Solid Waste Management Plan (CoSWMP) dated October, 1977. This plan is scheduled for updating in 1981. State law requires that a County Solid Waste Management Plan be compatible with its General Plan. In updating the CoSWMP, land use suitability and compatibility with surrounding land uses will be a major consideration.

In adopting the plan, the Board of Supervisors created the Los Angeles County Solid Waste Management Committee, which includes representatives from the public, industry, and government. Citizens now wish a greater role in developing and updating the CoSWMP. The Committee will review, for conformity with the CoSWMP, sites for new landfills to replace facilities that are filled to capacity. The Committee will forward to the California State Solid Waste Management Board recommendations for future permits for transfer stations, and recycling and resource recovery centers.

OBJECTIVES

The objectives of the Water and Waste Management Element are:

- To mitigate hazards and avoid adverse impacts in providing water and waste services and to protect the health and safety of all residents.

- To develop improved systems of resource use, recovery, and reuse.

- To provide efficient water and waste management services.

- To maintain the high quality of our coastal, surface, and ground waters.

NEEDS AND POLICIES

POLICY STATEMENTS

Improve Service Efficiency

There are approximately 1,000 agencies, public and private, involved in providing water and waste services in the County. Service efficiency has suffered because of a lack of effective coordination among these agencies, especially between the public and private sectors, overlapping operating standards imposed by at least seven agencies, and a lack of uniform criteria and performance standards for evaluating the services and facilities provided.

POLICY

1. Increase service efficiencies, both within individual agencies and among agencies performing similar functions, while striving to reduce costs.

2. Improve coordination among operating agencies of all water and waste management systems.

3. Encourage private firms and public agencies providing water and waste management services to cooperate with all levels of government in establishing, enacting, and enforcing consistent standards and criteria.

4. Encourage compatible, multiple use of water and waste management facilities, including public recreational utilization, where consistent with their original purpose and the maintenance of water quality.

5. Cooperate with federal, State, regional, and local agencies to develop and implement new technologies in water and waste management while continuing existing methods until new alternatives are economically feasible.

Reduce Service Deficiencies

Major deficiencies include the lack of water in aquifers and the shortage of solid waste landfill capacity. Technological advancements may reduce reliance on landfills.

POLICY

6. Increase storage of potable water in underground aquifers through greater use of spreading grounds.

7. Protect the capacity of Class I landfills by restricting their acceptance of nonhazardous wastes.

8. Promote solid waste technology, including source reduction, to reduce dependence on sanitary landfills.

9. Promote the advancement of technology to reduce the volume of liquid waste.

10. Accelerate the implementation of advanced technological methods for waste disposal, and expand the countywide capacity of sanitary landfills only as justified by need.

11. Explore immediately user cooperation with federal and state agencies for use of public lands for waste disposal.

12. Ensure the location, acquisition, and development of landfill sites which meet the environmental and siting criteria for hazardous liquid and solid wastes.

Relate Expansion of Service to Demonstrated Need

The extension of services and the development of related facilities should not create an undue burden upon existing development or induce growth inconsistent with the General Plan.

POLICY

13. Program water and sewer service extensions to be consistent with General Plan policies and to mitigate situations that pose immediate health and safety hazards.

14. Continue to recover off-site costs for capital improvements necessitated by development, including required additional plant capacity, as well as other water and waste management facilities.

Reduce Detrimental Impacts on Natural and Man Made Environments

Adverse effects on the natural, social and man-made environment arising from water and waste management development must be anticipated and mitigated where they cannot be avoided.

POLICY

15. Require an independent geologic study for all Class I disposal applications.

16. Prohibit the degradation of air quality by requiring the mitigation of emissions from waste disposal sites.

17. Protect public health and prevent pollution of ground water through the use of whatever alternative is necessary.

18. Provide protection for ground water recharge areas to ensure water quality and quantity.

19. Avoid or mitigate threats to pollution of the ocean, drainage ways, lakes, and ground water reserves.

20. Design flood control facilities to minimize alteration of natural stream channels.

21. Design and construct new water and waste management facilities to maintain or protect existing riparian habitats.

22. Design water and waste management systems which enhance the appearance of the neighborhoods in which they are located and minimize negative environmental impacts.

Promote Conservation, Recycling, and Reuse

The recycling of wastes and the conversion of waste to energy will reduce the need for sanitary landfill capacity. Water conservation and reclamation and the restoration of aquifers would help reduce the County's dependence on imported water.

POLICY

23. Facilitate the recycling of wastes such as metal, glass, paper, and textiles.

24. Use technology for the conversion of waste to energy.

25. Encourage development and application of water conservation, including recovery and reuse of storm and waste water.

POLICY MAPS

INTRODUCTION

The Water and Waste Management Element policy maps (to be found in the pocket at the back of the Plan) are graphic extensions of written policy. These maps will serve the County and other levels of government as guides in the provision and capital improvement programming of water and waste management services.

The extension of water and waste management systems must be consistent with development programs of the other Plan elements. In consideration of the substantial investment required for the installation of underground service systems, economy dictates that initial design should be for a population at least equal to that projected in the Plan for the year 2000.

WATER SERVICE POLICY MAP

Background items include water importation lines (Metropolitan Water District, Los Angeles City Department of Water and Power, and the State Water Project), major transmission lines (diameter of 30 inches or greater), water treatment (not including water reclamation) plants, and lakes and reservoirs. In addition, water spreading grounds and water injection barrier projects (to halt intrusion of salt water into basin aquifers) are shown.

The legend also describes proposed importation and transmission lines, and areas needing additional service. Areas designated for recycle or infilling in the General Goals and Policies Chapter may require service upgrading based upon the comparative water dependence of existing and proposed uses.

The sources for this map include the Los Angeles County Flood Control District, the County Engineer-Facilities "630" map series and analysis of existing water service.

FLOOD PROTECTION POLICY MAP

This policy map depicts the extensive existing system that protects persons and property in the Los Angeles River and the San Gabriel River-Rio Hondo drainage basins.

The legend includes the existing major channelized flood control facilities, natural drainage courses, debris basins, flood control dams, as well as the Los Angeles County Flood Control District boundary. In addition, the map describes areas recommended for flood plain management as well as areas which may warrant channelized facilities. Upon completion of channels, surrounding areas previously designated as needing flood plain management should be reevaluated. Channelized facilities may be of concrete but the Plan recommends methods which avoid the alteration of natural stream channels.

Sources for this map are the County Engineer-Facilities "630" map series (based upon information derived from the County Flood Control District), and the historic inundation map for areas outside of the Flood Control District prepared by the County Engineer-Facilities. In addition, the draft Antelope Valley and the Santa Clarita Valley Areawide Plans were used as the basis for depicting proposals in the North County.

SEWERAGE SERVICE POLICY MAP

This policy map displays the sewer system within the County based upon trunk sewer data provided by the County Sanitation Districts and the Los Angeles City Sanitation Bureau as well as a sewer capacity map prepared by the County Engineer-Facilities.

Background data includes major trunk sewers and water reclamation plants. Proposed facilities are suggested as guides for capital improvement programming rather than as specific sites or alignments. These include plants for the reclamation of water from sewage as well as trunk sewers. Some of these may be subject to a majority vote of residents and the legislative governing body for the area to be served.

The legend also describes areas needing additional service in order to correct existing and anticipated health hazards and to serve potential new development. It appears that only localized system improvements will be necessary to accommodate the projected growth in urbanized areas.(14) Urban and non-urban areas currently using septic tanks may eventually require sewers or viable cost-effective alternatives including community sewers, septic tank maintenance districts, or onsite disposal equipment now in development and testing.

LOS ANGELES COUNTY SOLID WASTE MANAGEMENT PLAN MAP

This policy map enumerates existing transfer stations and landfill facilities. As one site fills, refuse collectors will move to other sites based upon economics and the proximity to their respective collection areas. Future transfer station sites have not been shown because they can be located in many industrial areas, and do not necessarily constitute long-term uses. The Map also approximates the location of a projected resource recovery facility.

Potential landfill sites were identified on the Map on the basis of their incorporation in the Los Angeles County Solid Waste Management Plan (CoSWMP), as adopted by the Board of Supervisors on October 25, 1977. A symbol reflecting the specific potential class of landfill has been affixed only where the text of the CoSWMP has indicated a class. Sites not specifically identified are shown as Potential Class II or III. Other potential sites

may exist. Intermediate or combination class sites will not be permitted and a site will be classified only Class I, Class II or Class III. Class I sites may accept Group 2 and 3 materials and Class II may accept Group 3 materials. No disposal site will be changed to a more hazardous class without conducting the same studies required for that higher level facility at a new site. The CoSWMP, by State law, must be reviewed and updated at not more than three year intervals. Sites may be added or deleted during such revisions.

These potential facilities have not been subject to extensive evaluation and analysis regarding possible impacts. It cannot be determined whether these sites are feasible until a thorough investigation of each site can be completed. A comprehensive geologic study of each site shall be required for the protection of water quality. All Class I facilities shall be located away from existing or potential residential areas. Class II and III facilities to be sited near existing or potential residential areas must be reviewed to consider the effects on the community before project approval.

The provisions of the Zoning Ordinance (Los Angeles County Ordinance No. 1494, as amended) are applicable in the unincorporated territories of the County. The Ordinance prohibits landfills or waste disposal facilities in Zones B-1, B-2, MPD, P-R, and SR-D. Subject to a Conditional Use Permit (CUP), the use may be permitted in all other zones. It is the intent that the Zoning Ordinance be reviewed as to the appropriateness of waste disposal facilities in certain zones and to establish specific review criteria, especially for Class I Landfills.

In considering a CUP application for a waste disposal facility, the Regional Planning Commission is guided by the technical expertise of agencies such as the County Engineer-Facilities, the County Flood Control District, and the County Health Department

as well as the Los Angeles Regional Water Quality Control Board, the State Air Resources Board, the South Coast Air Quality Management District, and others appropriate to the individual case. The criteria to be applied by the Commission in considering an application include the regional and local need for the specific waste disposal facility as well as the potential impacts the use will have upon the community. These impacts include but are not limited to noise, odor, visual, circulation/traffic, air and water quality, seismic safety and safety. Regional need should not outweigh the impact on the community. Potential hazards should be given greater consideration than the regional need.

In addition, it is appropriate for the Commission to consider the criteria of other federal, State and local agencies. An example would be the geological requirements of the California Administrative Code, summarized as follows:

Class I Landfill: Natural geological barriers must exist that would prevent hazardous liquids from percolating down to usable ground waters. Similar barriers must exist to prevent the runoff of hazardous wastes to surface water except that these barriers may be artificial. Protection for ground and surface waters must be for all time.

Class II Landfill: The geological requirements for Class II sites are similar to those for Class I. The principal differences are that the barriers may be artificial rather than natural, and surface waters are protected against the 100 year flood.

Class III Landfill: Location, construction and operation must prevent erosion of wastes.

The Commission must also conduct a public hearing which shall be in the community closest to the proposed site to receive testimony relating to the application. Following a public hearing, the Commission may approve the application subject to conditions regulating the landscaping, maintenance and operating hours as well as the regulation and mitigation of nuisance factors such as noise, smoke, dust, dirt, odors, gases, noxious matter and such other conditions as will allow the use in accordance with the General Plan.

Because of the special risks associated with Class I Landfills, extraordinary procedures are appropriate in considering approval of conditional use permits for such sites. Public hearings in the community closest to the proposed site will be conducted by the entire Commission rather than the Zoning Board. Moreover, in addition to the other criteria recited above, the Commission will be required to compare the proposed site with other available sites to meet the identified need.

After making such a comparison, the Commission must find that the proposed site is so removed from other development as to impose virtually no risk to the public health, safety and welfare.

If the Commission determines that the use is in conflict with the General Plan or that the use will adversely affect the public health, safety, or general welfare, the Commission shall deny the application.

In summary, five types of facilities are shown. These are: 1) Class I landfills, which will accept non-radioactive hazardous waste; 2) Class II landfills, accommodating the largest amounts of waste including non-hazardous liquid waste; 3) Class III landfills, the most restrictive, accepting inert materials only; 4) transfer stations where waste is

transferred from the collection vehicle to another conveyance; and 5) resource recovery facilities where, through such methods as incineration or pyrolosis, waste is converted to energy. Group 3 materials are accepted at Class II landfills and Group 2 and 3 materials are accepted at Class I sites.

WATER AND WASTE MANAGEMENT ELEMENT
FOOTNOTES

1. Los Angeles County Flood Control District, *Hydrologic Report* 1974-74, Los Angeles County, October 1976, page 5.

2. Los Angeles County Department of Regional Planning, Unpublished Report, Los Angeles County, 1977.

3. Conversation with Richard Clemmer, MWD, August 1980.

4. Ibid.

5. Various conversations with County Engineer, Coastal Engineering Section, 1977.

6. Sanitation Districts of Los Angeles County, *Draft EIS/EIR Joint Outfall System Facilities Plan,* April 1976, p. IV-5.

7. Sanitation Districts of Los Angeles County, *Project Report, District 14 Influent Pumping Plan Modification,* (Los Angeles, California) September, 1972, p. 9.

8. U.S. Bureau of Census, *1970 Census Tracts: Los Angeles-Long Beach SMA's PHC(1)-117 Part 2, Final Report,* U.S. Department of Commerce, USGPO, Washington, D.C., 1972.

9. The data used is a combination from two sources. These are:

   Sanitation Districts of Los Angeles County, *Draft EIS/EIR Joint Outfall System Facilities Plan,* April 1976, p. IV-5.

   U.S. Environmental Protection Agency, *Draft EIS City of Los Angeles Wastewater Treatment Facilities Plan,* San Francisco, California, September 1977, *Passim.*

10. Raymond P. Delrich, Executive Director of Greater Los Angeles Solid Waste Management Association, *Presentation for Work Group on Goals and Objectives,* County Solid Waste Management Plan, March 5, 1974.

11. Project Planning and Pollution Control Division, County Engineer, *Major Landfills, Los Angeles County,* April 15, 1974, *Passim.*

13. Sanitation Districts of Los Angeles County, *Mission Canyon Landfill Final Environmental Impact Report, Volume 1,* July 1980, page V-15.

14. Telephone conversations with County Sanitation Districts, 1977.

WATER AND WASTE MANAGEMENT ELEMENT
GLOSSARY*

ACTIVATED SLUDGE
Sludge that has been aerated and subjected to bacterial action, used to remove organic matter from sewage.

ACTIVATED SLUDGE PROCESS
The process of using biologically active sewage sludge to hasten breakdown of organic matter in raw sewage during secondary waste treatment.

ADVANCED WASTE TREATMENT
Waste water treatment beyond the secondary or biological state that includes removal of nutrients such as phosphorus and nitrogen and a high percentage of suspended solids. Advanced waste treatment, known as tertiary treatment, is the "polishing stage" of waste water treatment and produces a high quality effluent.

ANAEROBIC
Refers to life or processes that occur in the absence of oxygen.

AQUIFER
An underground bed of stratum of earth, gravel or porous stone that contains water.

AQUIFER RECHARGE
Return of water to the aquifer or natural underground storage.

BODY CONTACT WATER
Reclaimed water of purity sufficient to permit swimming but not for regular ingestion.

CHANNELIZATION
The straightening and deepening of streams to permit water to move faster, to reduce flooding or to drain marshy acreage for farming. Channelization reduces the organic waste assimilation capacity of the stream and may disturb fish breeding and destroy the stream's natural beauty.

CLASS I LANDFILLS
Landfills which will accept non-radioactive, hazardous solid and liquid waste.

CLASS II LANDFILLS
Landfills which will accept solid and non-hazardous liquid waste.

CLASS III LANDFILLS
Landfills which will accept inert materials only.

COMMUNITY SEWER
A sewerage system and treatment facility designed to serve a compact community without extensive trunk lines.

CURBSIDE SALVAGING
The removal of presorted recycleable materials by scavengers from the householder's overnight storage site at the curb.

DEBRIS BASINS
Dam areas used to filter debris from flood waters before water continues downstream.

DISSOLVED SOLIDS (TDS)
The total amount of dissolved material, organic and inorganic, contained in water or wastes. Excessive dissolved solids make water unpalatable for drinking and unsuitable for industrial uses.

DISTRIBUTION LINES
Pipelines used for distribution of water from transmission lines within the service area.

DRINKABLE QUALITY WATER
Water of sufficient purity that it may be drunk without hazard to health.

*Sources: **Common Environmental Terms: A Glossary,** compiled by Gloria J. Stoddard, U.S. Environmental Protection Agency, Washington, D.C., 1973, pp. 1-23; **A Primer on Waste Water Treatment,** U.S. Environmental Protection Agency, Washington, D.C., revised March 1971, pp. 24 and 25.

EFFLUENT
A discharge of pollutants into the environment, partially or completely treated or in its natural state. Generally used in regard to discharges into waters.

EVAPORATION PONDS
Shallow, artificial ponds where sewage sludge is pumped, permitted to dry and either removed or buried by more sludge.

GROUNDWATER
The supply of freshwater under the earth's surface in an aquifer or soil that forms a natural reservoir for man's use.

GROUNDWATER RECHARGE
See aquifer recharge.

GROUP 1 WASTE
Waste which consists of or contains toxic substances and substances which could significantly impair the quality of usable waters.

GROUP 2 WASTE
Waste which consists of or contains chemically or biologically decomposable material which does not include toxic substances nor those capable of significantly impairing the quality of usable waters.

GROUP 3 WASTE
Waste which consists entirely of nonwater soluble, nondecomposable inert solids.

INERT
Non-water soluble, non-decomposable solids having no active chemical properties.

INFRASTRUCTURE
The underlying installation and facilities on which the continuance and growth of a community depends, including water, sewerage and other utilities.

JWPCP
Joint Water Pollution Control Plant.

LEACH LINES
Subsurface lines for septic tank effluent percolation.

METHANE GAS
A colorless, non-poisonous, flammable organic gas recovered during anaerobic digestion.

MGD
Millions of gallons per day. Mgd is commonly used to express rate of flow.

MITIGATION MEASURES
Facility design including landscaping to minimize the impact upon the environment in which a facility is located.

OUTFALL
The mouth of sewer, drain or conduit where an effluent is discharged into the receiving waters.

OXIDATION POND
A man-made lake or pond in which organic wastes are reduced by bacterial action.

PERCOLATION
Downward flow or infiltration of water through the pores or spaces of rock or soil.

POTABLE WATER
Water suitable for drinking or cooking purposes from both health and aesthetic considerations.

PRIMARY EFFLUENT
Liquid discharge after primary treatment.

PRIMARY TREATMENT
The first stage in waste water treatment in which substantially all floating or settleable solids are mechanically removed by screening and sedimentation.

RECHARGE
To restore.

RECLAMATION
See waste water renovation.

RECYCLING
The process by which waste materials are transformed into new products in such a manner that the original products may lose their identity.

REFUSE RECLAMATION
The process of converting solid waste to saleable products. For example, the composting of organic solid waste yields a saleable soil conditioner.

REPLENISHMENT
To refill, i.e., place water in the aquifer by any means.

RESOURCE RECOVERY
The process of obtaining materials or energy, particularly from solid waste.

RIPARIAN HABITAT
The natural location of animals or plants on or near the banks of lakes, rivers and streams.

RUNOFF
The portion of rainfall, melted snow or irrigation water that flows across ground surface and eventually is returned to streams. Runoff can pick up pollutants from the air or the land and carry them to the receiving waters.

SALINITY
The degree of salt in water.

SALT WATER BARRIER PROJECTS
The injection of fresh water into coastal aquifers to prevent the intrusion of sea water.

SANITATION
The control of all the factors in man's physical environment that exercise or can exercise a deleterious effect on his physical development, health and survival.

SANITARY LANDFILL
A site for solid waste disposal using sanitary landfilling.

SANITARY LANDFILLING
An engineered method of solid waste disposal on land in a manner that protects the environment; waste is spread in thin layers, compacted to the smallest practical volume and covered with soil at the end of each working day.

SANITARY SEWERS
Sewers that carry only domestic or commercial sewage. Storm water runoff is carried in a separate system. See sewer.

SEA WATER INTRUSION
The invasion of sea water into a body of fresh water, occurring in either surface or groundwater bodies.

SECONDARY TREATMENT
Waste water treatment, beyond the primary stage, in which bacteria consumes the organic parts of the wastes. This biochemical action is accomplished by use of trickling filters or the activated sludge process. Effective secondary treatment removes virtually all floating and settleable solids and approximately 90 percent of both BOD's and suspended solids. Customarily, disinfection by chlorination is the final stage of the secondary treatment process.

SEPTIC TANK
An underground tank used for the deposition of domestic wastes. Bacteria in the wastes decompose the organic matter, and the sludge settles to the bottom. The effluent flows through drains into the ground. Sludge is pumped out at regular intervals.

SEWAGE
The total of organic waste and waste water generated by residential and commercial establishments.

SEWAGE TREATMENT
See primary treatment and secondary treatment.

SEWER
Any pipe or conduit used to collect and carry away sewage or storm water runoff from the generating source to treatment plants or receiving streams. A sewer that conveys household and commercial sewage is called a sanitary sewer. If it transports runoff from rain or snow, it is called a storm sewer, in Southern California it is called a storm drain.

SEWERAGE
The entire system of sewage collection, treatment and disposal. Also applies to all effluent carried by sewers whether it is sanitary sewage, industrial wastes or storm water runoff.

SLUDGE
The solid matter removed from sewage during waste water treatment that settles to the bottom, floats or becomes suspended in the sedimentation tanks and must be disposed of by filtration, incineration or by transport to water or land disposal sites.

SLUDGE DISPOSAL
Organic solids removed from waste water, which must be subsequently treated and disposed of as a solid waste.

SOLID WASTE
Any garbage, refuse, sludge from a waste treatment plant, water supply treatment plant, or air pollution control facility, or other discarded material, including solid, liquid, semisolid, or contained gaseous material resulting from industrial, commercial, mining, and agricultural operations, and from community activities.

SOLID WASTE DISPOSAL
The ultimate disposition of refuse that cannot be salvaged or recycled.

SOLID WASTE MANAGEMENT
The purposeful, systematic control of the generation, storage, collection, transport, separation, processing, recycling, recovery and disposal of solid wastes.

SPREADING GROUNDS
Surface ground areas used for holding water to allow its percolation to the aquifer.

STORM SEWER (STORM DRAIN)
A conduit that collects and transports rain and snow runoff back to the ground water. In a separate sewerage system, storm sewers are entirely separate from those carrying domestic and commercial waste water.

TERTIARY TREATMENT
Waste water treatment beyond the secondary, or biological stage that includes removal of nutrients such as phosphrous and nitrogen, and a high percentage or suspended solids. Tertiary treatment, also known as advanced waste treatment, produces a high quality effluent.

TRANSFER STATIONS
Sites where waste is transferred from collection trucks to larger vehicles for ultimate disposal.

TRANSMISSION LINES
Pipelines used for moving large volumes of water within the service area.

WASTE
Also see solid waste. (1) Bulky waste – items whose large size precludes or complicates their handling by normal collection, processing or disposal methods. (2) Construction and demolition waste – building materials and rubble resulting from construction, remodeling, repair and demolition operations. (3) Hazardous waste – wastes that require special handling to avoid illness or injury to persons or damage to property. (4) Special waste – those wastes that require extraordinary management. (5) Wood pulp waste – wood or paper fiber residue resulting from a manufacturing process. (6) Yard waste – plant clippings, prunings and other discarded material from yards and gardens. Also known as yard rubbish.

WASTE WATER
Water carrying wastes from homes, businesses and industries that is a mixture of water and dissolved or suspended solids.

WASTE WATER RENOVATION OR RECLAMATION
The stablization and removal of fine suspended solids, BOD, and COD from waste water for possible reuse.

WATER IMPORTATION FACILITIES
All canals, pipelines, pumping stations, dams, and treatment plants used to bring water into an area.

WATER IMPORTATION LINES
Major pipelines and canals to bring water into an area. Examples include the State Water Project, Metropolitan Water District, Colorado Aqueduct, and the City of Los Angeles Owens Valley System.

WATER POLLUTION
The addition of sewage, industrial wastes or other harmful or objectionable material to water in concentrations or in sufficient quantities to result in measurable degradation of water quality.

WATER PURVEYORS
Public or private water agencies or companies selling water to consumers.

WATER QUALITY CRITERIA
The levels of pollutants that affect the suitability of water for a given use. Generally, water use classification includes: public water supply; recreation; propagation of fish and other aquatic life; agricultural use and industrial use.

WATER QUALITY PLAN
A plan for water quality management containing four major elements: the use (recreation, drinking water, fish and wildlife propagation, industrial or agricultural) to be made of the water; criteria to protect those uses, implementation plans (for needed industrial-municipal waste treatment improvements) and enforcement plans, and an anti-degradation statement to protect existing high quality waters.

WATER SUPPLY SYSTEM
The system for the collection, treatment, storage and distribution of potable water from the sources of supply to the consumer.

WATER TREATMENT PLANT
A plant at which potable water is chemically softened or mixed with higher quality water to reduce the total dissolved solids.

COUNTY OF LOS ANGELES

GENERAL PLAN

ECONOMIC DEVELOPMENT ELEMENT

ECONOMIC DEVELOPMENT ELEMENT

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INTRODUCTION

The Economic Development Element is directly concerned with the opportunities available to people in terms of jobs and income. Our human resources are the most important resource we have, and the County's ability to meet the challenge of improving our communities is dependent upon the greatest possible use of this resource.

This Element sets forth policy recommendations for an economic development strategy for Los Angeles County. In particular, the Element addresses two major concerns: a) meeting the needs of people in preparing for and finding jobs; and, b) establishing the proper preconditions for maintaining and attracting new job opportunities.

BACKGROUND

Economic growth in Los Angeles County over the past three decades has been impressive. The County has become one of the largest, most economically advanced counties in the United States. Los Angeles County has 33 percent of the population of California, 34 percent of the personal income, 36 percent of the gross output, and 39 percent of the wage and salary workers. On an international scale, Los Angeles County would rank 19th among all nations in terms of gross product.(1)

The residents of Los Angeles County enjoy a high standard of living. Per capita personal income in the County in 1980 was $11,739 compared to $11,077 in California and $9,480 in the United States. Hourly wages in the County are higher than state and national hourly wages and median family income is also higher. The Consumer Price Index in the County has historically been lower than in most major urban areas, though in recent months it has been approaching and often equals the national average.

These statistics indicate that, while the County economy is still strong, signs of strain have appeared in some critical areas. Of particular concern is the greater increase in the cost of living in Los Angeles County than other major urban centers, primarily due to the increase in housing costs. The challenge facing Los Angeles is to foster continued economic growth and diversity while attaining the County's social and environmental objectives. While the County can look forward to a strong, vigorous economy, it must help to provide constructive solutions to a number of problems if it is to ensure adequate job opportunities for its residents. Among these concerns are:

- Continuing high unemployment, especially among lower-skilled job seekers;
- Loss of local revenue base necessary to provide essential services, due to the passage of Proposition 13;

- Need to improve the fiscal and legislative climate for commerce and industry;
- Escalating cost of housing;
- Uncertain outlook on energy supplies;
- Depletion of industrial land reserve and growing deterioration of existing industrial space;
- Need for image enhancement programs to expand the County's share of business investment, tourism and international trade; and,
- Lack of coordination among local jurisdictions which compete for limited jobs and tax base.

The critical issues affecting the economic health of the County can be grouped into six categories, each of which is discussed in the following pages:

- Employment and Labor Force
- Industrial and Commercial Land and Space Requirements
- Legislation and Fiscal Policy
- Regional Image, Tourism and Foreign Trade
- Economic Development Program Coordination
- Energy, Environmental Quality, Housing, and Transportation

EMPLOYMENT AND LABOR FORCE

The most important area of concern is the County's high unemployment rate, which averaged more than 9 percent in 1976. According to monthly statistics, unemployment declined through 1979, but 218,000 people were still seeking work in January 1980. Job growth rates in the County in the mid-1970s lagged behind those of the State and the nation -- at a time when the County's labor force* continued to grow. Between 1970 and 1975, the County's

*In the labor force are all those employed or seeking work. Jobs (or employment) are positions of employment in a particular area. Resident employment is a term that refers to workers living in an area who hold positions of employment there or elsewhere. The resident labor force consists of those members of the labor force who reside in the area. Unemployment is defined as the difference between resident labor force and resident employment. The labor force participation rate is the percentage of the population over 16 years which is in the labor force.

labor force grew by 189,000, yet the number of jobs increased by only 170,000 and resident employment increased by only 92,000.(3) In other words, the County was able to provide only one out of every two new members of the resident labor force with a job, and many jobs were filled by nonresidents.

Much of the increase in the labor force is due to the influx of young adults and women. The baby boom of the 1950s has now become a surge of young adults. As there are now more persons between the ages of 12 and 21 than in any other ten-year span, the next ten years will see a growing number of young adults entering the labor force. The labor force participation rate of women in the County, which was 45.6 percent in 1970, is expected to rise to 51.3 percent in 2000. More women are joining the labor force as a result of changes in attitudes toward themselves and their role in society, an increase in the number of divorced women, later marriages, and the need for a second income in many families.

The increase in the number of women and young adults in the labor force would add 122,000 people to the labor force in the next 25 years, even with no increase in the County's population. If the population increases by 859,000, more than 690,000 jobs must be added if the County is to achieve 5 percent unemployment by 2000 (see Projections, p. VII - 44).

Impacts of Unemployment

Hardest hit by unemployment are racial and ethnic minorities, women, and young adults (Table 7.1). In 1975, the rate of unemployment for young blacks in parts of Los Angeles was 40 percent, compared with an overall countywide rate of 9 percent. In 1978, teenagers made up 7 percent of the employed labor force nationwide, but 23 percent of the jobless.* The impact on the

*By 1980, while overall economic conditions have improved and the unemployment rate has declined, it is feared that the unemployment rate of these two groups has taken a turn for the worse.

TABLE 7.1

SHARE OF
EMPLOYMENT AND UNEMPLOYMENT
FOR DIFFERENT POPULATION GROUPS
UNITED STATES
1956 AND 1978

Population Group	1956 Percent of Employed	1956 Percent of Unemployed	1978 Percent of Employed	1978 Percent of Unemployed
White Male	58%	42%	53%	45%
Black Male	6	11	6	11
White Female	26	23	36	34
Black Female	4	7	5	10
Teenagers	6	17	7	23

Source: U.S. Bureau of Labor Statistics.

young is even greater because of the gap between their expectations and the job opportunities actually available to them.

Racial and ethnic minorities hold a disproportionate share of jobs in blue-collar (craftsmen, operatives, and laborers) and service occupations. These two sectors suffered from the highest unemployment levels during the 1970s. Moreover, the number of blue-collar jobs has been growing at a slower pace than white-collar jobs, a trend that is expected to continue.

Unemployment is distributed unevenly throughout the County. In some communities in central Los Angeles, for example, unemployment rates are nearly twice the countywide average (Table 7.2). Communities with chronically high unemployment are also likely to have a large number of families with incomes below the poverty level (Figures 7.1 and 7.2). Public policy

TABLE 7.2

CITIES AND UNINCORPORATED PLACES
WITH UNEMPLOYMENT RATES EXCEEDING THE COUNTY AVERAGE
1970 AND 1980

Cities and Unincorporated Areas(U) (population of 2,500 or more)	1970 Ratio to County Average	1970 % Unemployed	November, 1980* % Unemployed	November, 1980* No. of Persons Unemployed
Willowbrook (U)	1.9	13.9	14.6	1,794
Florence-Graham (U)	1.8	13.1	14.5	2,272
Compton	1.6	11.7	12.6	4,040
West Compton (U)	1.6	11.7	13.0	325
Westmont (U)	1.5	11.0	11.6	1,843
West Hollywood (U)	1.4	10.2	11.5	2,862
South San Jose Hills (U)	1.4	10.2	11.3	509
Bell Gardens	1.4	10.2	11.1	1,352
Hawaiian Gardens	1.4	10.2	10.9	355
East Compton (U)	1.4	10.2	9.7	473
Quartz Hill (U)	1.3	9.5	8.1	251
La Puente	1.3	9.5	10.0	1,369
Pomona	1.2	8.8	9.9	3,400
West Puente Valley (U)	1.2	8.8	9.4	824
Cudahy (U)	1.2	8.8	9.4	666
East Los Angeles (U)	1.2	8.8	9.3	3,886
Lawndale	1.2	8.8	9.0	1,124
Paramount	1.2	8.8	9.3	1,473
Los Angeles City	1.1	8.0	9.1	135,000
Los Angeles County	1.0	7.3	8.1	292,100

* Los Angeles County Manpower Program Estimates.

Sources: State of California, Employment Development Department; Los Angeles County, Department of Personnel, Manpower Programs Division; Los Angeles City, Office of the Mayor, Training and Job Development.

related to improving job opportunities, training, and accessibility through public transit must be sensitive to those communities and the areas of greatest need.

Causes of Unemployment

Some would argue that joblessness would disappear if there were a surplus of jobs, and that public policy should focus mainly on encouraging employment growth. However, unemployment is not caused merely by a lack of jobs. For example, in 1980, there were more than enough jobs (3,596,000) in the County for all residents looking for work (3,592,000). Thus, unemployment in the County could theoretically be eliminated if all jobs were filled by residents. In a free market economy, though, boundaries of cities and counties are relatively unimportant in determining where people live and work, and many County residents are evidently unable to compete successfully against outsiders for work. In addition, Southern California and Los Angeles County employment is affected by the presence of undocumented aliens. However, lack of information on the size and characteristics of this segment of the County's population makes it difficult to determine their impact on the labor force and job opportunities.

Inadequate Skills

Racial and ethnic minorities, women and teenagers often lack the education, training, and experience to compete successfully for jobs. They are further impeded by a lack of positive self-image, economic status, and career management skills. Moreover, the progress these groups make in obtaining such skills, traits, etc. may be offset by a rise in the educational, skill, and experience requirements of high-technology jobs. Compared to white adult males, who dominate the more demanding and better paying occupations, minority workers have not noticeably improved their position.

Improved training and placement programs (particularly in the private sector where most of the jobs are) would help the unemployed receive instructions for jobs which will become available. Although there are some excellent institutional training programs, on-the-job training programs are more likely to succeed. On-the-job trainees are more likely to acquire skills that will be related to actual job requirements. Furthermore, private employers have a financial stake in seeing that their trainees quickly become productive workers.

Discrimination in Hiring

Discrimination also impedes minorities, women, teenagers and the disabled from finding work and is extremely demoralizing to those confronted by it. Discrimination not only reduces opportunities to obtain jobs, but may keep those who already have jobs from advancing to higher paying positions.

The County has an obligation under federal and State laws and its own ordinances to vigorously enforce affirmative action programs and to strengthen them where necessary. Job discrimination is unacceptable not only because it is immoral, but also because it misallocates and wastes precious human resources.

Lack of Information on Job Availability

Many jobs remain unfilled due to to a lack of information. This is primarily a problem of low income groups. Affluent, well-educated individuals often find it difficult to learn of new job opportunities, but the poor or inexperienced job seeker may not even know where to begin the search. Although organizations, such as the Urban League, assist people in finding jobs and formal mechanisms have been established for employers to reach job seekers -- ads in newspapers and professional publications, employment agencies, and "headhunters" for top positions in large corporations -- many job openings are never advertised, and many of the unemployed do not know how to take advantage of those that are.

Lack of Mobility

The poor, disabled, and minorities often lack the mobility to find steady employment. Racial discrimination, exclusionary zoning, and high housing costs may prevent them from living in neighborhoods close to job opportunities. They are often confined to deteriorating inner city areas, far from the industries that have moved to the suburbs where they are welcomed as a source of tax revenue. The poor cannot afford the long and expensive commute to these industrial areas, especially when public transportation service is poor, nor are they able to move there.

Problems of mobility cannot be solved without a public commitment to improving the quality of public transportation in the County. Significantly, transit dependent groups are concentrated in the inner city and older areas of the County where unemployment levels are also highest (see Figures 7.1 and 7.2).

Importance of Firm Retention and Attraction Programs

In addition to improving the job skills and access to job opportunities of the unemployed, programs to improve the climate for business firms in the County and to attract new industries will be required to reduce unemployment. The County should begin to identify those economic activities that should be encouraged because they will provide employment opportunities for County residents and meet the resource constraints of the County. Factors that should be considered in making this evaluation include: job stability offered, ability to hire lower skilled workers, job density, wage rates, employment and income multipliers,* comparative advantages of the County, and environmental protection and resource conservation.

* Employment and income multipliers measure the net change in employment or income in the entire economic system for each incremental change made in the employment or income of individual industries.

Such criteria are not always mutually consistent, but they provide a basis for establishing priorities. Some industries such as the garment and tourist industries, for example, use lower skilled workers. However, they typically pay below average wages, and the work is seasonal. Manufacturing industries continue to be the largest employers of County residents and account for over 25 percent of jobs in the County. And although job instability is characteristic of the defense and aerospace industries, locating in the County has traditionally been advantageous for firms in these fields.

The industries expected to provide most of the County's jobs in the future are -- in addition to manufacturing -- trade, services, finance, insurance, and real estate (see Projections, page VII-44). These industries are generally labor intensive, non-polluting, and resource conserving. They provide stable employment and pay good wages. However, they do not necessarily have the multiplier impact of manufacturing industries, and their contribution to growth and income levels may be more modest.

Role of Small Business in Employment

Although large companies have the most pronounced impact on the regional labor market, small businesses also play a critical role in providing jobs and contributing to economic development.

Small retail and service businesses generally do not require the highly skilled employees needed by the large, sophisticated manufacturing industries and can hire unskilled or low-skilled workers.

For years Los Angeles County has been a fertile environment for small businesses. In 1976, the number of small business starts in the Los Angeles area surpassed the number reported by any state in the same time period.(4) Even during the 1974-75 severe

FIGURE 7.1

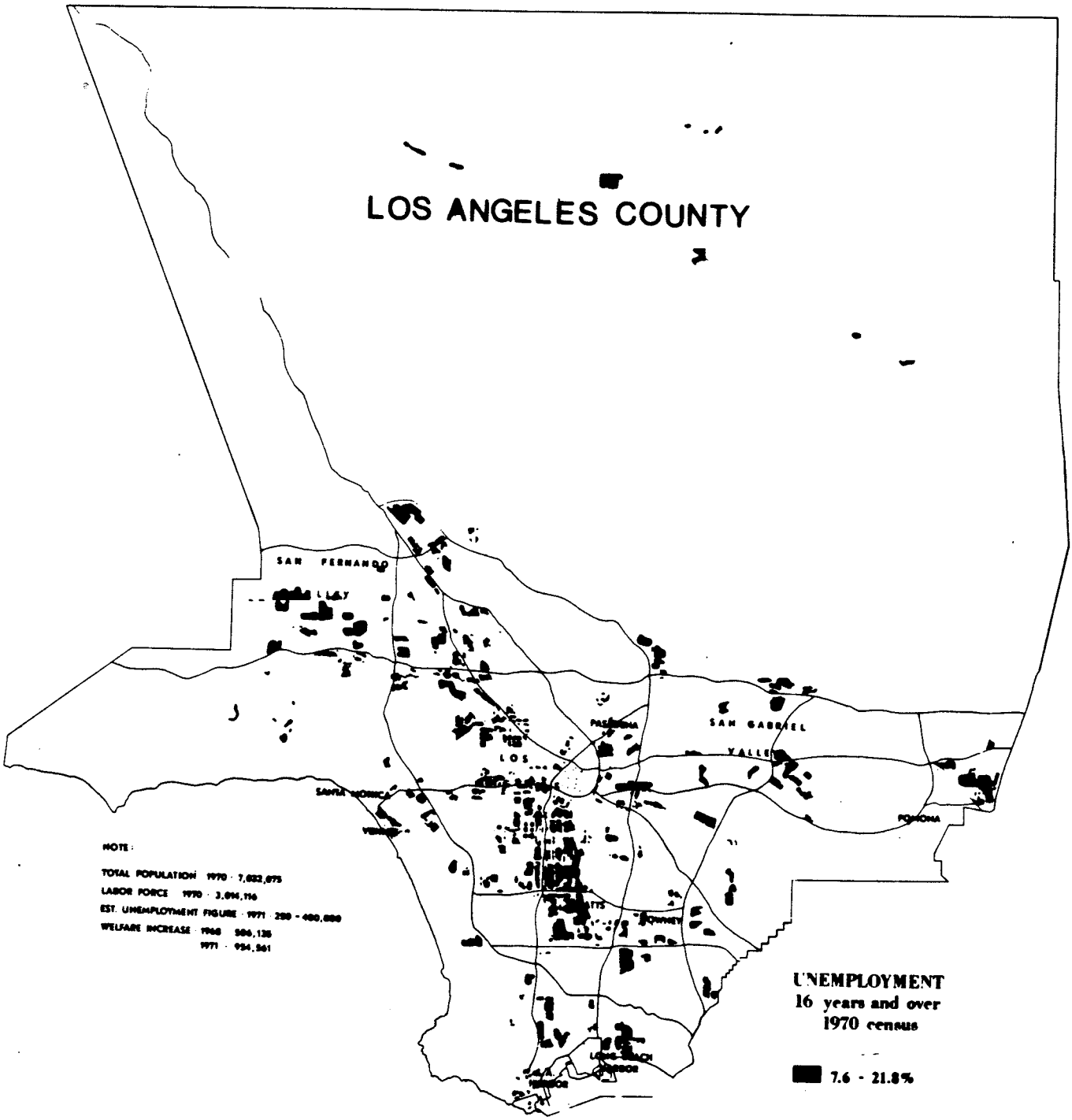
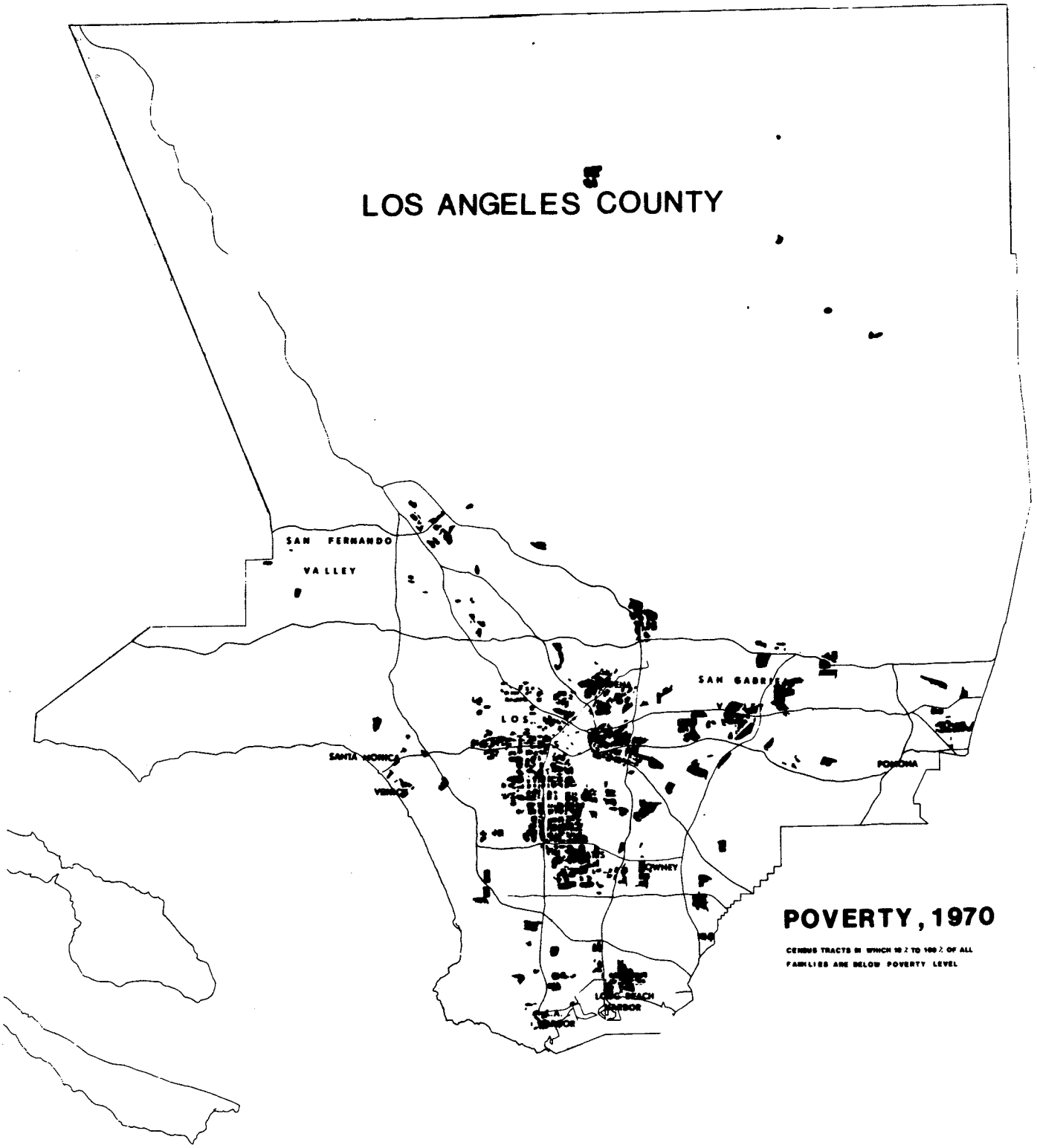

LOS ANGELES COUNTY
SAN FERNANDO
VALLEY
PASADENA
SAN GABRIEL
VALLEY
LOS
SANTA MONICA
VENICE
POMONA
NOTE:
TOTAL POPULATION 1970 - 7,032,075
LABOR FORCE 1970 - 3,014,116
EST. UNEMPLOYMENT FIGURE 1971 - 250 - 400,000
WELFARE INCREASE 1968 - 506,135
1971 - 954,561
WATTS
DOWNEY
LONG BEACH
HARBOR
UNEMPLOYMENT
16 years and over
1970 census
7.6 - 21.8%

FIGURE 7.2


LOS ANGELES COUNTY
SAN FERNANDO
VALLEY
SAN GABRIEL
LOS
SANTA MONICA
VERNON
POMONA
WHITTIER
LONG BEACH
HARBOR
POVERTY, 1970
CENSUS TRACTS IN WHICH 10 % TO 100 % OF ALL
FAMILIES ARE BELOW POVERTY LEVEL

economic recession, when major corporations faced serious problems, the small businessman in the County managed to do well enough to encourage others to enter the field.

Although success has favored small businesses in the County, they confront many of the same problems as large businesses. Moreover, they lack the resources major businesses have at their disposal.

The County can assist small businesses, particulary minority-owned businesses, by providing them with information on locations and markets, by helping to improve the availability of loans and financial assistance guarantees, and by improving technical assistance programs, particularly those which address management practices and dealing with governmental regulations.

Improved Information on Labor Force Characteristics and Requirements of Business

Who should be counted among the unemployed has been the subject of much debate. The single unemployment percentage gives no indication of the nature and complexity of the problem.

The unemployed are often seen as a homogeneous group, but they differ not only in age, sex, and ethnic origin, but, equally important for policy making, in needs and skills. The problem of frictional unemployment (people changing jobs) must be distinguished from the more serious problem of structural unemployment (long-term unemployment due to inadequate skills, changes in the industrial structure of an area, etc.). Adequate information has not been developed identifying the needs of unemployed young adults as opposed to the the needs of heads of households.

Another cause of ineffective job training and placement programs is the lack of adequate information on the characteristics of the unemployed and on the availability and skill requirements of jobs. Furthermore, insufficient use is made of the limited

labor market data that do exist. It is astonishing that, even in our technologically advanced age, we continue to rely on woefully inadequate data to address one of our nation's highest priorities: jobs for the unemployed.

The essential problem is that no one has a clear picture of who are actually unemployed, what their abilities are and what the skill requirements are of the jobs that are available. Better information is needed, too, about where the unemployed live and where jobs are available.

Need for Clear Public Priorities

Government has been unable to afford to provide everyone with a job regardles of merit or need. Distinctions must be made between those who need to work for individual or family survival, such as heads of households or members of families where both spouses must work to earn an adequate income, and those who want to work for less essential purposes.

The first priority of government is to help those who need public assistance to survive -- particularly the strictly unemployable who may have to remain indefinitely on public support and the hard-core unemployed who can be trained or helped to find jobs.

Second priority should be given to those who are skilled and need to work for survival, but are involuntarily out of work. Temporary benefits can be provided to these individuals; they should be encouraged to find new jobs as quickly as possible.

Given the limited resources of government and the enormous unfilled needs of the poor and hard-core unemployed, policies of providing public assistance to categories of job seekers should be periodically reassessed if government is to spend its limited public resources in the most humane and cost-effective manner.

Establishing fair and consistent priorities is an extremely difficult task, requiring an assessment of countywide needs and a review of human resource services. This assessment could be undertaken when a Human Resources Element is prepared for the County's General Plan.

Related to this concern is the broader issue of welfare reform and the inability of the nation's present social service systems to adequately address the problems of poverty, unemployment and health care. Great inequities exist for the recipients of benefits and local jurisdictions bear disproportionate burdens for financing these programs. Inadequate incentives exist to encourage able welfare recipients to seek stable employment.

Los Angeles County should continue to support major reform of the existing welfare system. Among the changes necessary is the need for all costs to be federally funded. The County believes the following elements are most critical for a successful reform:

- Mainstream employment for all persons who are able to work.
- Removal of the financial burden of the current system from local government.
- Creation of a simple, easy-to-administer program instead of the present complex patchwork of programs.
- Incentives to keep families together rather than encourage family breakdown as is the case in many current welfare programs.
- Incentives to ensure that an employed person is always better off than a person who is not working.

INDUSTRIAL AND COMMERCIAL LAND AND SPACE REQUIREMENTS

Adequate land and building space allow industrial firms to expand and to move into the County and are important preconditions for job formation. The policies and actions of County government

and other local jurisdictions directly influence the supply of land available to industry.

Improved Utilization of Scarce Prime Industrial Land

In the past, the County had an ample supply of prime industrial land, but in recent years prime vacant land suitable for industrial development has become increasingly scarce. High land costs, moreover, are often accompanied by unfavorable tax rates, inadequate infrastructure, and costly development regulations. These factors place Los Angeles at a disadvantage with adjacent counties and states, where land is still plentiful and relatively inexpensive to buy and develop.

Of 124,000 acres zoned for industry in the County in 1976, 37,000 acres were vacant, half of which are in the south County. Only a small part of this reserve is prime land for industrial development; the rest suffers from improper location, inadequate infrastructure, small parcel size, site conditions, or environmental constraints.(5)

If sufficient suitable land were available, 29,000 acres of new industrial land could be absorbed into industrial use by the year 2000 (6), with most of this development occurring in the south County. Therefore, if current rates of industrial land absorption continue, the south County's prime industrial reserve could be exhausted between 1985 and 1990.

New sources of industrial land must be identified and existing industrial reserves used more intensively. It may be possible to recycle land now used for mining and extraction. Improved access and utility service in some areas may increase the effective supply of prime industrial land. Parking and building coverage requirements could be revised to increase flood-area-to-site ratios, and efforts could be made to attract more labor-intensive firms to the County. Some residential areas might be suitable for "cottage-type" industries and other kinds of compatible businesses.

Such operations could provide employment opportunities outside traditional industrial and commercial areas.

An important step toward making land and space available for industry would be to provide information on vacant land, land suitability, absorption trends, condition of space, industrial migration trends, requirements of industrial firms, and labor force characteristics in the County. Updated information is required by firms considering a move to Los Angeles County, by the intermediaries in the site-selection process, and by public officials who must decide how much, where, and what kind of land and space should be made available. Banks, brokers, consultants, and developers are excellent sources of information, but some types of data are too expensive for individual firms to collect and maintain. In addition, out-of-state firms considering a move to the County may be reluctant to contact private firms to obtain general information.

Los Angeles County has an interest in collecting and making available this kind of information. A firm will view Los Angeles County as a desirable location only to the extent that the information it receives is helpful and persuasive. If information or governmental cooperation are better in other areas, a firm may select a site outside of the County even though the best site for its purpose may be here.

Revitalization of Older Job Centers

As suitable industrial land becomes more scarce, the demands on the County's industrially developed areas will increase. Industrial and commercial facilities and their surrounding areas must be maintained and, where necessary, renovated or rebuilt.

The industrial and commercial building stock in the County is suffering from deterioration and old age (Figure 7.3). Building maintenance has fallen behind in some areas, old but sound

facilities are not being rehabilitated, and market conditions often do not justify the demolition and replacement of obsolete stock with modern facilities.

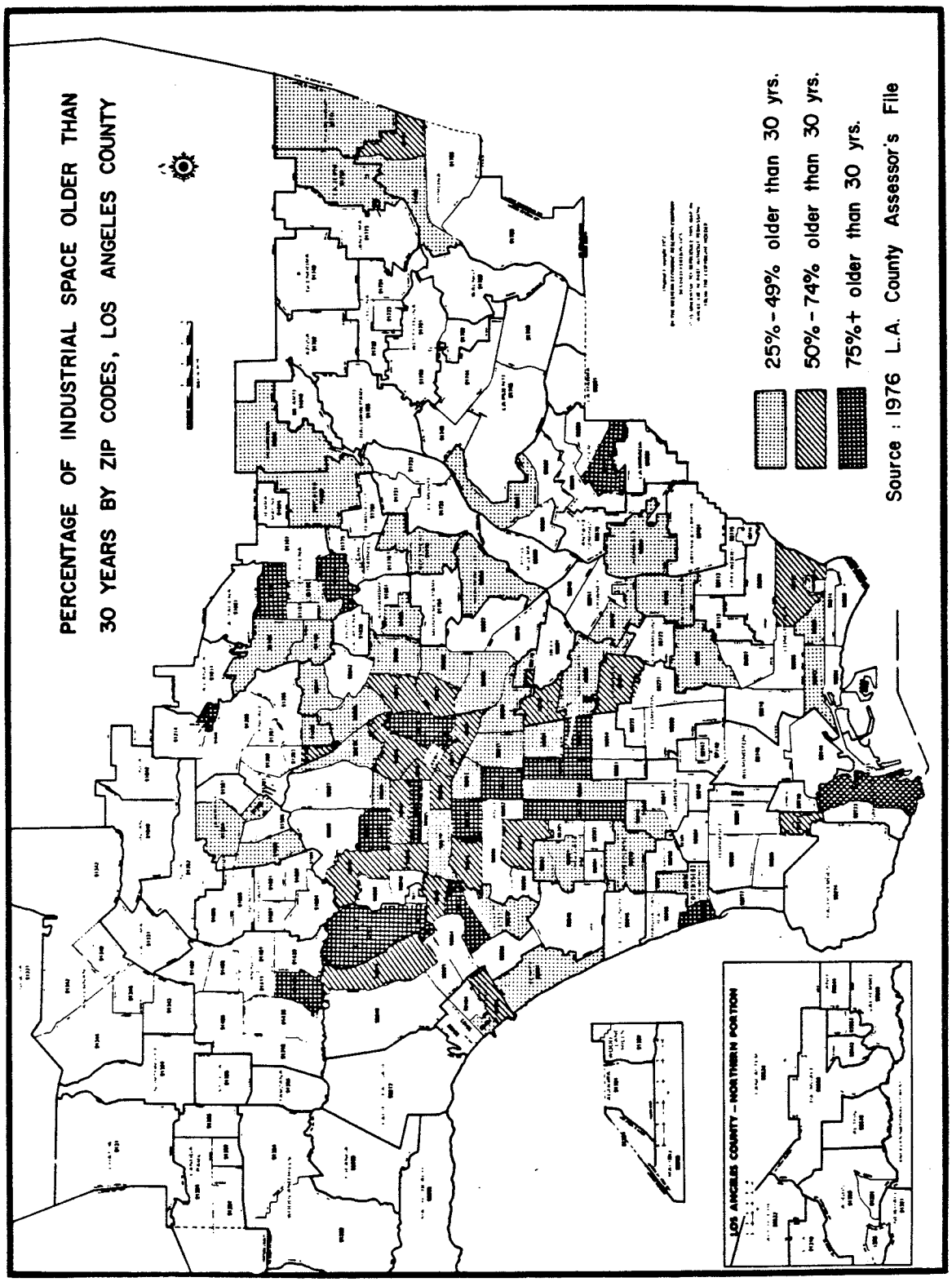
Many factors contribute to obsolescence. Much of the problem is old age. One-fourth of the industrial facilities in the County are over 30 years old. In addition, although most high-rise office space is relatively new, there are numerous older commercial structures in many central city areas within the County. For example, in downtown Los Angeles, over 75 percent of the buildings were constructed before 1933. Most of these buildings do not meet current building and safety codes, although they may be useable if remodeled and structurally reinforced.

Furthermore, in some areas, sound office and commercial space has been abandoned for a variety of other reasons. Neighborhood conditions such as crime, lack of land for expansion, inadequate public facilities and municipal services, zoning regulations and parking restrictions can discourage maintenance and reinvestment. The former financial center of Los Angeles, Spring Street, is a good example. Over the last decade, banking and financial service industries have moved out because of the deterioration of the surrounding area and the uncertain seismic safety of the older high-rise structures.

Age, however, is not the only factor in the obsolescence of commercial and industrial facilities. Changes in technology or in the industrial mix can make structures functionally obsolete before they are too old. Buildings may be too small, have insufficient ceiling height, have inadequate floor load capacity, or in other ways be unsuitable for firms seeking space.

Changes in the level of local government revenues and property taxation can have significant effects on revitalization efforts. For example, the full impact of Proposition 13, the 1978 State Constitutional amendment, has yet to be measured. The tax measure

Figure 7.3


PERCENTAGE OF INDUSTRIAL SPACE OLDER THAN
30 YEARS BY ZIP CODES, LOS ANGELES COUNTY
25%-49% older than 30 yrs.
50%-74% older than 30 yrs.
75%+ older than 30 yrs.
Source : 1976 L.A. County Assessor's File
LOS ANGELES COUNTY - NORTHERN PORTION

thus far has had a positive impact in reducing the penalty (significantly higher taxes) for improving and revitalizing existing facilities. Investors also face less uncertainty. Since there now is a maximum tax rate (1% of the market value), an individual can closely estimate the additional tax burden which property improvements would generate. This is in contrast to the uncertainty created by past practice, when local governments were given considerable flexibility to raise property tax rates depending on current budget needs.

The negative effects of Proposition 13 on urban revitalization are also apparent. Tax increment financing -- until now a widely used method for providing funds to carry out major revitalization programs -- can no longer be depended upon as an effective way of financing major projects. It is estimated that as a result of Proposition 13, tax increment financed agencies will lose 70% of their revenues, leaving 30% for total debt service.(7) With tax increment financing substantially reduced, revitalization mechanisms available to local government will be very limited. New mechanisms must be established to insure that local government will be effective in meeting the needs of its older areas. Possible mechanisms which should be investigated include legalizing lease revenue bonds and industrial revenue bonds, two methods used in almost every other state for revitalization purposes.

LEGISLATION AND FISCAL POLICY

Los Angeles County's advantages as a business location are affected by the State and local legislative and fiscal environment. While California and Los Angeles County continue to rank as one of the most desirable places to live and work, high taxes, red tape, anti-business attitudes, and the erosion of local control over land use policies have increased the costs of doing business and caused uncertainty over direction of the County's economy.

Conditions in the mid-1970s became so serious that surveys by industrial-location consultants ranked California among the least desirable states in terms of its climate for business.* (8)

Streamlining of Development Regulation Process

The County's business climate has been affected in part from changes in the roles of various levels of governments, and from the growth in governmental regulations. Partly due to the lack of forceful action on the part of local government, federal and state government have greatly expanded their regulation of environmental resources and occupational and other hazards. Businesses must obtain a growing number of permits from an increasing number of agencies, each of which acts independently of the others.

Furthermore, permits are often processed sequentially, extending the duration of the public approval process. Permit requirements are sometimes unclear or overly rigid. The requirements for developments may vary and those of several agencies may conflict.

Still another source of difficulty is that some ordinances and codes controlling development contain standards which are outdated and may impose unnecessary development costs and waste resources. These standards need evaluation in terms of the risks avoided or benefits obtained. Where such standards vary from one juris-

* Numerous studies have been conducted during the past several decades concerning the importance of tax and business climate factors in industrial location. Their findings have varied widely, either supporting or refuting the relevance of these factors. However, the importance of these factors to both existing and prospective firms in California has been attested to by most business leaders and by all studies of the California situation in the 1970s to which the staff had access.

diction to the next, the costs of development will be affected, and certain areas will be placed at a disadvantage.

The proliferation of regulations and the increased time necessary to consider proposals and process permits have increased the cost of development. According to the Building Industry Association of California, each month of delay adds between 1 and 2 percent to the cost of a project.

In summary, the lack of coordination and increased governmental intervention have imposed added costs, risks and uncertainty on existing firms that wish to expand and on firms considering a move to California and Los Angeles County. The unpredictability of new legislation and frequent changes in existing regulations discourage firms from making long-term commitments.

Clearly, regulations are needed to encourage quality developments that are safe and attractive and that conserve scarce resources. However, many improvements can be made in the nature and administration of regulations.

To prevent further intervention from higher levels of government and to reduce uncertainty for employers, Los Angeles County should join with local jurisdictions, perhaps through joint powers agreements, to perform functions that otherwise would be carried out by State and federal agencies. Adequate planning at the local level, to protect environmentally sensitive areas and to reserve land for agriculture, commerce, and industry, would also discourage the State from acting in these areas.

Los Angeles County should also continue to improve procedures to expedite the processing of development permits, in order to minimize development costs and create conditions conducive to private investment, particularly when the projects will create large numbers of jobs. The County should also establish a schedule to update

periodically its various ordinances, regulations, codes and standards, and should work with other local jurisdictions to adopt uniform codes and standards throughout the County. Uniform codes would eliminate inconsistencies and duplication, improve public understanding, and minimize the costs of review and revision.

Importance of a Favorable Tax Structure

The size and cost of government have increased as society demands more and better public services. In particular, the enormous growth in education, health, and welfare expenditures has placed an increasing tax burden on individuals and businesses.

The passage of Proposition 13 will substantially benefit business by lowering property taxes, but another tax -- the State franchise tax -- is a continuing source of concern. The nine percent California franchise tax on taxable business income is harmful not only because it is high relative to other states, but particularly because of its unitary application. The tax is based upon California's proportionate share* of a company's world-wide income, regardless of the company's performance in California. The unitary provisions have been a strong disincentive to foreign companies considering a location in California.

High taxes on individual income may also discourage economic growth by diminishing an area's attractiveness as a place to live and work. The costs of government in California and Los Angeles County have increased tax levels to the point where California ranked fourth in the nation in 1978 in terms of the per capita state and local tax burden (see Table 7.3).

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*Based on wages, property and sales.

TABLE 7.3

STATE AND LOCAL PER CAPITA TAX BURDEN IN FISCAL 1977-1978

State	Per Capita Tax	State	Per Capita Tax
Alaska	$1,871	Maine	$758
New York	1,308	Virginia	757
Washington, D.C.	1,245	Utah	728
California	1,227	North Dakota	721
Wyoming	1,156	Louisiana	716
Massachusetts	1,098	Indiana	707
Hawaii	1,059	Texas	707
Nevada	1,004	Idaho	701
Minnesota	1,001	Ohio	701
New Jersey	993	Florida	699
Maryland	985	South Dakota	683
Wisconsin	970	West Virginia	675
Michigan	959	Georgia	672
Delaware	943	New Hampshire	669
Connecticut	941	Kentucky	662
Washington	929	Oklahoma	660
Ilinois	917	Mississippi	659
Arizona	907	Missouri	653
Colorado	882	North Carolina	643
Oregon	872	South Carolina	615
Pennsylvania	862	Tennessee	613
Rhode Island	848	Alabama	566
Vermont	837	Arkansas	553
Montana	817		
Nebraska	814		
Kansas	798		
Iowa	794		
New Mexico	763	Average	$849

Source: "State Tax Review," Commerce Clearing House, October 12, 1976, Vol. 37, No. 41.

Clearly, tax levels cannot be isolated from the quality of services provided by a community. Individuals and firms may be willing to pay higher taxes where the services are superior to those in low tax areas. Nevertheless, there is an upper limit on the taxes one will pay, regardless of service levels, and business may not like some of the government services they are paying for. The passage of Proposition 13 was a dramatic statement by Californians of their dissatisfaction with the prevailing relationship between services and tax burden.

Improved Financial Practices of Local Government

Making the County more attractive to commerce and industry will require reforms in local financial practices. For example, the financial reporting systems used by most local governments and Los Angeles County should be improved. Municipalities now issue financial reports designed for legal compliance and internal control. The reports, often voluminous and lacking in summary information, frustrate comprehension by taxpayers and security investors. Municipalities should also be subject to accounting and disclosure requirements similar to those required of corporations.

If County and other local jurisdictions adopted reporting principles used by the private sector, their financial statements would be more clearly understood, the cost of providing public services would be fully shown, commitments and liabilities would be disclosed, and the source and application of funds would be tracked. Such reporting would allow investors, analysts, and taxpayers to assess financial position, the cost of providing services, changes in equity, and the flow of financial resources.

Changes in legislative practices and budgeting would also help improve the financial stability of local government. Generally, laws are enacted without adequate attention to their impact on jobs or on public and private costs. Government programs may survive long after their usefulness has ended only because of their legislative authorization. In some cases, work performed by government agencies might be performed at less cost by private contractors.

To reduce unnecessary costs and protect private employment levels, cost and job impact statements should be considered for bills enacted by State, County and local legislation. Statements should also be required for regulations issued by agencies and commissions of the executive branch. Legislatures should also adopt "sunset laws" that provide for specific expiration dates; these would insure that laws were reviewed before they were extended. Efforts should be made to contract out work that can be more economically done by private firms. Finally, all levels of government would benefit from improved budgeting procedures such as program and performance budgeting.

Maintaining a Favorable Relationship Between the Benefits and Costs of New Development

County and local decision-makers are faced with increasingly difficult decisions about where development should take place and how much should be allowed. At the same time, there is an increased concern about the impacts of new development on the existing fiscal structure of the community, not to mention the environmental problems which new development may generate.

Questions such as whether the added tax base would compensate the added service costs, or what a proposed development would do to air pollution, water, and open space of the larger community have been extensively debated in recent years. Currently, the most common methods of responding to these types of questions

are cost/revenue, cost/benefit techniques or variations of the two. However, since these studies are often based, at least partially, on subjective analysis and limited data, their accuracy and objectivity have been questioned. Additionally, the appropriate scale on which such studies yield optimum results has not been accurately established, though it seems that a communitywide analysis would generate fairly reliable results.

Los Angeles County must develop and maintain the capability of responding to the critical development issues discussed above, particularly where large developments are concerned. In so doing, it should try to improve the accuracy, objectivity and cost-effectiveness of the appropriate analytical techniques.

REGIONAL IMAGE, TOURISM AND FOREIGN TRADE

The image outsiders have of Los Angeles is critical to its economy, for it determines whether they will be induced to spend money for the goods and services the County offers. The purchase of local goods and services by outsiders -- i.e., the export trade -- contributes new money to the economy and has a "multiplier effect" on employment and income levels as the money is distributed throughout the economy. Increases in exports are a major source of a region's growth, and Los Angeles County must look principally to this sector to ensure a growing economic base. Two export industries in particular, the visitor industry and international trade, depend upon a positive image of the County.

The Visitor Industry

Los Angeles County's mediterranean climate, 67 miles of coastline, vast recreational opportunities, and location as the travel hub of California have made the visitor industry an important sector of its economy.

According to the Southern California Convention and Visitors Council, one out of five jobs, or one million jobs, in Southern

California are either partly or wholly supported by tourism. In 1975, 8.5 million out-of-state tourists spent $2.4 billion in Southern California and produced $153 million direct tax revenues. Surveys indicate that over 80 percent of the visitors to Southern California come to Los Angeles County. In addition, 2 million residents of Northern California vacation in Southern California each year. Besides contributing to employment and tax revenues, the visitor industry provides jobs for lower-skilled workers, is non-polluting, and benefits merchants of goods and services throughout the County.

Despite the importance of tourism to Los Angeles County and the importance of advertising to attract visitors, the County decreased its support for promotion from $525,000 in 1972 to only $154,213 in 1976. The State of California spends nothing to promote tourism and only recently created a new office of tourism in the Department of Economic and Business Development. Los Angeles County itemizes its expenditures for tourism promotion in the budget under "Exploitation Fund" (a characterization that is unfortunate since it contributes to public misunderstanding of the importance of promotion).

The County should work with the cities to identify new attractions that will increase tourism. The effort now underway to revitalize Hollywood--probably the greatest disappointment to first-time visitors to the County--is an example of what might be done. While there are significant problems in revitalizing Hollywood, the successful accomplishment of such a project would have very positive impacts on tourism.

Efforts to increase promotional expenditures would benefit from better information on the return the public receives from its investment in tourist promotion. The County should consider funding such a study. This kind of information would lead to more optimal expenditures for promotion.

International Trade

Los Angeles County's prominence as one of the nation's leading centers for international trade is not commonly recognized. The value of world trade passing through Los Angeles customs increased from $4.9 billion to $16.5 billion between 1972 and 1975. In 1977, Los Angeles accounted for 40 percent of all trade on the West Coast and is the nation's second largest trade district, with over 9 percent of the nation's imports and 6 percent of the nation's exports.(9)

International trade promotes economic growth of the County in two ways: it offers access to international markets for local products; and it helps expand the County's economic base by attracting industries that specialize in services related to foreign trade.

Foreign trade suffers from some of the same conditions that adversely affect other industries in the County: the deterioration of the area's image as a business center, and the high local and State taxes which raise the cost of doing business and of storing goods in transit (foreign trade zones, where imported merchandise not destined for local markets is exempted from quotas and duties, have been proposed as a means of overcoming the State's tax disadvantage). Another problem faced by firms involved in foreign trade is the reduction in customs personnel serving the Los Angeles district at a time when the volume of business has increased.

Image of the County as a Business Location

The County and the State should establish vigorous, visible programs for economic development. The dismantling of the State's Department of Commerce left a void for several years that by 1978 was partially being filled by the newly created Department of Economic and Business Development.

Little is known about the movement of business into, out of, or within the County's jurisdictions, or the reasons for this migration. Out-of-state firms interested in locating in the County have difficulty obtaining adequate information. Firms in trouble may leave the County without ever being noticed. Public officials rarely stress the importance of economic development in their speeches or contacts with the media.

The attention given to regulatory concerns and the neglect of economic and job development are perceived by commerce and industry as indicative of a government that is anti-business.

California and Los Angeles County, it is important to note, do not provide special incentives for industry. This is not to say that financial incentives are either necessary or desirable. However, the absence of such financial incentives underscores the lack of an articulated policy to promote the economic development of the State and County. The lack of incentives to business is particularly distressing in view of the aggressive campaigns that other states and local jurisdictions have undertaken to lure new business.(10)

To develop a more positive image, the County must develop a strong public commitment to economic development. It must devise ways to promote the County as a desirable place for commerce and industry. It must also establish mechanisms to compete with areas that use tax incentives, industrial revenue bonds, and other incentives to attract business.

ECONOMIC DEVELOPMENT PROGRAM COORDINATION

In the past, efforts to improve economic conditions in Los Angeles County have been the responsibility of the cities and quasi-public economic development organizations. Each entity has struggled alone to improve its local economy, with little regard for

the effect of its programs on other communities or for the benefits to be achieved from cooperative action. As the County's economic growth leveled off in the 1970's, these individual efforts intensified, and the competition for jobs increased.

The lack of coordination wastes scarce local resources and results in interjurisdictional conflict and the "raiding" of neighboring communities for income producing activities. Strong leadership is required to pull the factions together in the pursuit of common goals.

In 1976, there were at least 131 economic development and redevelopment projects in the County, 15 of which were receiving funding from the United States Economic Development Administration. Some 17 public and private organizations in the County, and 13 in Southern California are actively seeking ways to improve economic conditions. These projects are being carried out within the 81 cities and the unincorporated areas of Los Angeles County.(11)

Many programs pursued in one location are compatible with those in other locations, but no mechanism exists to coordinate these efforts. Duplication of effort has resulted in a waste of scarce local resources.

ENERGY, ENVIRONMENTAL QUALITY, HOUSING AND TRANSPORTATION

All of the issues discussed in this subsection are subjects of other General Plan elements. Nevertheless, these issues are of such critical importance to maintaing a strong economy, that some discussion is warranted.

Energy

Whether the County can maintain a strong economy and high standard of living depends upon how well its energy needs are met. Energy is basic to economic growth and supports all sectors of the

economy, from securing raw materials to the production, distribution, and consumption of goods and services.

There is a shortage of low-cost energy whose extraction and use would not pose serious environmental problems. Rising fuel costs seem inevitable, and the conflict between energy needs and environmental protection may intensify as fuel sources become more limited.

Supplies of domestic oil and natural gas available to California will be inadequate to meet needs by the year 2000. New supplies of natural gas will be needed by the mid-1980s. In the short term, Alaskan oil, the Elk Hills Naval Reserve, the growth of offshore production, and increased conservation will postpone the domestic oil shortage for the western states. By the year 2000, however, California's demand for petroleum is expected to exceed the productive capacity of the western United States. A shortage of energy would have serious effects on the County's economic development. Southern California and Los Angeles County are in an advantageous position due to the area's warm climate and opportunities to utilize solar energy. Maintaining a strong economy is dependent upon the greater utilization of solar energy and other sources for meeting our energy needs.

Environmental Quality

Retaining existing employers and attracting new ones depends upon the living and working environment of Los Angeles County. In that sense, the broader, but directly related, issues of air quality, water quality, availability of open space and seismic safety, are all significant factors that affect economic health and job availability.

Los Angeles County must improve and maintain the quality of its environment if it is to be competitive with other areas in retaining and attracting employers.

Housing and Lifestyles

Additional factors that directly or indirectly affect job location and retention are housing, neighborhood security, quality of public education, and cultural and recreational opportunities. These factors, together with the quality of the natural environment, shape the lifestyle of Los Angeles County, its workers and residents.

The availability and affordability of housing are particularly important criteria affecting the locational decisions of a business. Yet, as discussed in the Housing Element, Los Angeles County housing became extraordinarily expensive by the mid-1970s. Between 1972 and 1977, housing costs increased much faster than the income of County residents.(12) This has caused many of the County's residents to be priced out of the housing market. It is estimated that roughly one half million households in the County cannot afford to purchase adequate housing.(13)

Still other areas of concern which impact the economic health of the County include the deteriorating quality of public education, vandalism and crime, all of which may render certain communities undersirable as business locations. Fortunately, these concerns are partially offset by Los Angeles County's outstanding cultural and recreational opportunities, traits which should be preserved and enhanced.

Transportation

Efficient transportation is also a prequisite to the County's economic growth. Workers must travel to job centers; companies must acquire materials and distribute finished commodities; and consumers need access to shopping, recreation, education and personal services.

Although technological advances in transportation and communication have reduced disparities in the accessibility of areas, transport-

ation remains critical in determining the location of commerce and industry. Los Angeles County must improve and maintain its network of highways, airways, waterways, railroads, and pipelines if it is to remain competitive with other areas of the region and nation. As stated earlier, improved public transportation must receive a high priority in order for the County to maintain a healthy economy.

OBJECTIVES

The objectives of the Economic Development Element are:

- To create jobs and rising standards of living for the County's residents through a strong and diversified economy.

- To distribute the costs and benefits of economic development equitably so that all County residents, particularly the poor and the disadvantaged, have the opportunity to improve their well-being.

- To use economic resources efficiently in order to conserve limited supplies.

- To promote jobs compatible with the protection of public health, safety and significant environmental resources.

NEEDS AND POLICIES

POLICY STATEMENTS

Employment and Labor Force

Improve Labor Force Skills

Racial and ethnic minorities, women and teenagers make up a large part of the unemployed. These groups lack the training and experience to compete for jobs. Improved manpower planning and job-training programs are needed.

POLICY

1. Increase incentives for on-the-job training with appropriate controls, particularly in the private sector, by seeking legislative changes to allow greater local flexibility in the administration of training funds; improve the management and coordination of training and placement programs so as to ensure that individuals are trained for jobs that are available. Encourage active recruitment for pre-employment training and on-the-job training, with an emphasis on reaching minorities and women.

Improve Access to Jobs for Minorities and the Disadvantaged

Discrimination, lack of mobility, and insufficient information about available jobs are obstacles to minorities, women, teenagers and disabled persons in obtaining jobs for which they qualify.

POLICY

2. Enforce affirmative action programs and eliminate job discrimination on the basis of race, age, sex and ethnic origin.

3. Promote improved public transportation service between major job centers and areas of transit dependency and high unemployment.

4. Improve the dissemination of information on job opportunities and employer requirements, especially to individuals most in need of work.

Collect Better Information on Labor Force Characteristics and Labor Requirements of Business'

More detailed information is needed on who are unemployed, where they live, what their abilities are, and where jobs are available.

POLICY

5. Improve information on labor force characteristics (supply) and job availability (demand) at both the County and community levels in order to increase the effectiveness of job training and placement programs.

Establish Priorities for Public Assistance to the Unemployed

The resources of government are limited, while the needs of the poor and unemployed are great. Fair and consistent guidelines should be established to determine priorities for public assistance. These guidelines could be part of a Human Resources Element of the County's General Plan.

POLICY

6. Prepare a Human Resources Element to the General Plan that will deal with such issues as priorities for public assistance to the unemployed, and will relate land use and economic planning in order to adequately utilize our human resources.

Identify Selection Criteria for Firm Retention and Attraction Programs

The County should identify the types of economic activities that should be encouraged in the area. The employment opportunities they provide and the resource constraints of the County should be considered.

POLICY

7. Identify the kinds of firms that are most likely to provide stable employment and rising incomes for County residents and that will also conserve land and protect environmental resources. Give special consideration to retaining and attracting industries that show the most favorable combination of such characteristics.

Assist Small Business

Small businesses are attractive as employers in an area, for they often provide jobs for unskilled and marginally skilled workers.

POLICY

8. Support efforts to provide assistance to small businesses, particularly minority owned. Help disseminate information on the availability of such assistance to its potential beneficiaries.

Industrial and Commercial Land and Space Requirements

Revitalize, Rehabilitate, and Maintain Existing Industrial and Commercial Space

Industrial and commercial facilities and the areas in which they are situated must be maintained or rehabilitated in order to preserve jobs, use public facilities efficiently, prevent the outmigration of firms, and conserve scarce land resources.

POLICY

9. Support the revitalization and rehabilitation of deteriorating industrial, commercial, and office centers. Prepare and periodically update an Industrial and Commercial Revitalization Program, and adopt policies and measures necessary for its implementation.

Ensure an Adequate Supply of Future Industrial Land

Jobs for County residents depend on the ability of industrial

firms to expand or locate in Los Angeles County. Yet, there is a shortage of prime vacant land for industrial development.

POLICY

10. Encourage more intensive use of industrial land by revising parking and building coverage requirements, as appropriate, seeking to attract more land-efficient firms, and identifying opportunities for the establishment of selected types of businesses, such as "cottage-type" industries, in residential areas; support efforts to create industrial parks and districts, and to provide necessary infrastructure and public services, where not inconsistent with the retention of industry in older job centers.

Collect Complete and Up-to-Date Information on the County's Physical Base

An important step in making land and space available for industry is the provision of information concerning the County's physical base.

POLICY

11. Collect adequate information on the future land and space requirements of industry, and on the supply, suitability and rate of absorption of such land and space, and make it available to firms which may be considering locating or expanding in Los Angeles County.

Legislation and Fiscal Policy

Retain Local Decision-Making Powers

The County's deteriorating business climate is partly the result of a lack of forceful action on the part of local government, which has resulted in the State and federal governments expanding their regulation of environmental resources and occupational and other hazards. Los Angeles County must join with other local jurisdictions to perform these functions.

POLICY

12. Seek alternatives to creating new regulatory agencies, particularly single-purpose regional entities, through more effective local action.

Review and Update Development Standards and Streamline the Permit Approval Process

The proliferation of regulations and the time necessary to consider development proposals and process permits has increased the cost of development. Regulations and the permit process must be streamlined.

POLICY

13. Streamline administrative procedures for granting development approvals and permits and establish time limits for decisions.

14. Periodically review and update regulations, ordinances, codes and standards and strive to minimize their impact on development costs, delays and uncertainty, and the unnecessary consumption of scarce land resources.

15. Employ cost/benefit techniques in formulating codes and standards to achieve a reasonable relationship between costs, risk, and benefits.

16. Support the repeal of taxes that discourage commerce and industry from locating in California and Los Angeles County, such as the unitary provisions of the State Franchise Tax.

Improve Financial Practices of Local Government

Improving the County's attractiveness to commerce and industry will require reforms in local financial practices.

POLICY

17. Improve financial reporting practices of the County and support such improvements in state and other local jurisdictions so as to maintain credibility with investors and ensure access to credit markets; work for modifications in legislative and budget practices which will improve the financial stability of local government.

Maximize the Net Benefits of New Development

County and local decision-makers must decide where development should take place and how much of it should be allowed. Techniques must be found to measure the real costs and revenues of new development.

POLICY

18. Establish procedures to enable the County to use cost/benefit/revenue studies, or other appropriate methods, to evaluate new developments on a community-wide level in order to ensure that the benefits of new development exceed its costs and risks.

Regional Image, Tourism, and Foreign Trade

Support the Visitor Industry and Foreign Trade

The visitor industry is a source of jobs, income and tax revenues. It is relatively non-polluting and benefits merchants of goods and services throughout the County.

POLICY

19. Support efforts to promote Los Angeles County and all its cities nationally and internationally as an area with an improved business climate and exceptional advantages for commerce and industry. Particular emphasis should be placed on promoting tourism and international trade and on attracting new firms and private investment to the County.

20. Support the creation of foreign trade zones to improve the attractiveness of Los Angeles as a location for industries engaged in the storage and processing of world trade commodities.

Improve Public Attitudes Toward Business and the Image of the County as a Business Location

To counteract its negative image, the County must develop a strong public commitment to economic development. It must protect firms already in the area, and it must encourage businesses to locate within its boundaries.

POLICY

21. Work closely with existing commercial and industrial firms to maintain a high level of satisfaction with their location in the County.

22. Support and work for the elimination of disincentives for business and industry, and develop special economic development programs to encourage commerce and industry to locate in Los Angeles County.

Economic Development Program Coordination

Coordinate Economic Development Programs

Numerous economic development projects are being carried out in Los Angeles County. Although many of these programs are compatible with one another, no effective mechanism exists to coordinate these efforts. Duplication of effort has resulted in a waste of scarce local resources.

POLICY

23. Support and work closely with local jurisdictions, other counties, and organizations in Southern California concerned with economic development in order to minimize harmful inter-jurisdictional competition and duplication of effort.

Energy, Environmental Quality, Housing and Transportation

Encourage Industries to Become More Energy Efficient

Maintenance of a strong economy in Los Angeles County will depend on how well the County's energy needs are met. With a shortage of low-cost energy supplies, the conservation and development of renewable energy sources are essential.

POLICY

24. Encourage industries that utilize energy most efficiently or that manufacture products that contribute to the efficient use of energy, including renewable energy sources, to locate or remain in the County.

25. Provide flexibility in locating small scale, labor intensive industries that do not place large demands on non-renewable energy sources.

26. Provide incentives to encourage the reuse of waste heat from manufacturing processes for further industrial purposes (e.g., space heating).

PROJECTIONS

Employment projections (Tables 7.4 and 7.5) are a statistical representation of written policies. They are directly related to population and land use projections of the Plan and provide a mechanism for monitoring the effectiveness of planning policy.

TABLE 7.4*

POPULATION, LABOR FORCE, AND EMPLOYMENT PROJECTIONS

LOS ANGELES COUNTY

	1975	2000	Change
Population	6,992,000	7,851,000	859,000
Labor Force	3,228,000	3,997,000	769,000
Number of Jobs	3,330,000	4,021,000	691,000
Resident Employment	2,909,000	3,797,100	888,100
Unemployment Rate	9.8%	5%	-4.8%

Source: Los Angeles County Department of Regional Planning. Estimates and Forecasts.

* This projection assumes a sharp decline in net in-commuting by workers living in other counties. Because of higher transportation costs, people are expected to work closer to where they reside. If no change in net in-commuting occurs, a situation which should be closely monitored, approximately 850,000 new jobs must be added to the Los Angeles County economy if 5% unemployment is to be achieved by the year 2000.

TABLE 7.5

PROJECTED EMPLOYMENT BY MAJOR INDUSTRY GROUP

LOS ANGELES COUNTY

1975 - 2000

	1975	2000	Change Number	Percent Change
Agriculture	12,000	7,000	-5,000	-42
Mining	10,000	8,000	-2,000	-20
Construction	122,000	102,000	-20,000	-16
Manufacturing	829,000	967,000	138,000	17
Transportation-Communication-Public Utilities	181,000	216,000	35,000	19
Trade	756,000	958,000	202,000	27
Finance, Insurance and Real Estate	204,000	259,000	55,000	27
Services	736,000	942,000	206,000	28
Government	480,000	562,000	82,000	17
TOTAL	3,330,000	4,021,000	691,000	21

Source: Los Angeles County Department of Regional Planning.

ECONOMIC DEVELOPMENT AND REVITALIZATION POLICY MAP

The Economic Development and Revitalization Policy Map (to be found in the pocket at the back of the Plan) depicts the geographic or spatial aspects of economic development policy which cannot be adequately expressed in written form. This map complements the policy maps contained in other elements of the Plan.

Explanation of Map and Legend

The map contains four categories which express the economic development policy. The following four categories fall within the present and planned urban areas.

Major Commercial and Office Job Centers

The category Major Commercial and Office Job Centers shows those multiple or single purpose centers which are or will become by the year 2000, commercial and office job centers. These are distinguished from the other centers by estimates of their employment level (generally 7,000 employees or more).

Major Industrial Expansion/Infill Areas

The category Major Industrial Expansion/Infill Areas shows those areas which are currently undeveloped and planned for future industrial use. The current vacant areas shown for future industrial use include urban areas to be infilled and non-urban areas that will be urbanized as industrial.

Major Economic Revitalization/Intensification Areas

The category Major Economic Revitalization/Intensification Areas shows those general areas where it is desirable to redevelop, rehabilitate or intensify industrial uses. Age, obsolescence or under-utilization are the major criteria for identifying the areas.

Major Transportation Facilities

The category, Major Transportation Facilities, shows the existing and proposed major transportation facilities which are crucial to the economic base. The map shows the freeways, the major railroad yards and lines, the commercial and general aviation airports, and the two major harbors (Los Angeles and Long Beach).

ECONOMIC DEVELOPMENT ELEMENT
FOOTNOTES

1. These comparisons are based on information provided by the Los Angeles Area Chamber of Commerce.

2. Income statistics based on United California Bank estimates. Wage rate comparisons based on statistics provided by the California Employment Development Department and the U.S. Department of Labor.

3. Employment and labor force estimates and comparisons in this paragraph and throughout this report are based on statistics obtained from the California Employment Development Department and Regional Planning staff estimates or projections.

4. Based on information provided by the local office of the Federal Small Business Administration.

5. *Land Suitability/Capability Study* prepared for the Los Angeles County Department of Regional Planning by Environmental Systems Research Institute (ESRI) in 1976.

6. Based on projected 2000 industrial employment and current trends in land absorption rates by major industry categories.

7. The *Kiplinger California Letter.* Circulated monthly by the Kiplinger Washington Edition. Letter of August 17, 1978, page 1.

8. The surveys available to the staff on the California business climate include:

   a. A 1975 survey by the Fantus Company which resulted in the ranking of California 47th out of 48 states in terms of business climate.

   b. A 1977 survey by the Southern California Economic and Job Development Council which found that California's anti-business climate was the major concern of the respondents.

   c. A 1978 survey entitled "Attitudes of the Nation's Corporate Leaders Toward California as a Business Location", by Louis Harris and Associates, which reports "On balance, executives find more to dislike about California as a manufacturing location than to like about it ... (among other concerns) they are concerned about California's high corporate income taxes and high power costs, as well as what they feel is a less than hospitable attitude toward business and industry."

   d. A 1977 survey "Facility Location Decisions", a Fortune Market Research Survey prepared by Belknap Data Solutions Ltd., which reports that community receptivity, and state and/or local attitude toward taxes will be among the five most important factors in selecting new plant locations in the near future; and that while " 'personal preferences of company executives' and 'style of living for employees' remain the most important factors in the comparison between companies relocating their corporate headquarters in the past five years and those probably doing so in the next five years ... sharp increases show up for 'state and/or local personal income tax structure,' 'state and/or local attitude toward taxes on business and industry' and 'fiscal health of state and/or city.' "

9. See footnote No. 1 above.

10. *Selling Cities: Municipalities Set Up Image Building Aimed at Firms and Tourists.* The Wall Street Journal, Tuesday, October 4, 1977.

11. For a more extensive discussion of redevelopment activities in Los Angeles County, many of which seek to improve economic conditions in their project are, see *California Redevelopment Policy: Does it Enhance or Diminish Community in the Los Angeles Region?* Prepared by the Los Angeles Community Design Center in August, 1977.

12. County of Los Angeles General Plan, Housing Element, page IV-19.

13. Ibid. page IV-20. More extensive discussion on housing issues in Los Angeles County can be found in the Housing Element of the General Plan.

COUNTY OF LOS ANGELES

GENERAL PLAN

IMPLEMENTATION CHAPTER

IMPLEMENTATION CHAPTER

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INTRODUCTION

Implementation means carrying out or realizing the intent of the Plan. It involves focusing all of the powers of government on carrying out Plan policies and realizing its goals. While Plan preparation is primarily the responsibility of the planning agency, Plan implementation is the responsibility of the entire governmental organization.

A key objective of Plan implementation is to encourage all public agencies (local, regional, State and federal) active in the County to cooperate in carrying out the Plan. The cities of Los Angeles County have participated in the development of this Plan and are encouraged to assist in its implementation by relating development programs, zoning decisions and major capital budgeting decisions to the policies set forth in the County General Plan.

Other levels of government also have the opportunity to participate in the Plan's implementation. Regional agencies may assist by relating regional policies, regulatory actions and service delivery programs to County Plan policy. State and federal agencies may participate in Plan implementation by relating capital investment decisions to Plan intent and by providing financial support through grant or other assistance programs.

This Chapter defines basic Plan implementation concepts, summarizes the major implementation powers available to the County and notes limitations on the County's capability to carry out the Plan. It also identifies the strategies for Plan implementation; recommends criteria for establishing priorities for urban revitalization, new urban expansion and centers development; and sets forth a system for Plan monitoring and feedback designed to evaluate the effectiveness of the implementation strategies employed. The Chapter also contains specific implementation actions recommended for the various elements of the Plan.

Plan and Implementation Consistency

The need to maintain consistency between Plan policy and implementation actions stems from the State Planning and Zoning Law and Subdivision Map Act that require existing zoning, rezoning actions and land division decisions to be consistent with a general plan. In order to ensure consistency in day-to-day decision making relative to rezoning, land division, and other development permits, it is necessary to make the land control mechanisms consistent with the adopted plan.

The overall intent of the General Plan is the critical factor in determining the consistency of specific development proposals. The intent is established by examining all relevant expressions of goals and policy in the Plan, starting with basic countywide policy statements and maps and proceeding to more specific plan components, including areawide, community and specific plans. Since all Plan policies cannot be mapped, the mere examination of land use and other policy maps is insufficient to determine consistency.

To achieve greater compatibility with the General Plan, land management tools should provide a process for decision making which facilitates the consideration of cumulative impacts and can be easily related to ongoing planning functions at the countywide and community levels. In addition, new tools will be required to facilitate future development in keeping with the goals and policies of the Plan. For example, new ordinance provisions are recommended to put into effect a system of incentives for the encouragement of development and investment which is compatible with Plan policy. Also recommended are developmental review procedures for special management areas including hillsides, significant ecological areas, scenic highway corridors and potential agricultural preserves.

In developing new tools and amending existing ones, such as the zoning ordinance, to carry out the policies of the Plan, the function of the countywide Chapters and Elements should be carefully considered. The Plan deals with factors of countywide significance and is not designed to regulate land use on a parcel by parcel basis. Small isolated parcels could be appropriately developed to uses compatible at the neighborhood, community or areawide scale even though they are not shown on the countywide Land Use Policy Map.

GENERAL IMPLEMENTATION POWERS

The County of Los Angeles possesses a wide range of existing and potential capabilities for carrying out Plan policies and furthering the public interest. The following pages summarize the major powers the County has available to implement the Plan. The recommended action programs at the end of this Chapter elaborate upon implementing tools as they relate to the particular elements.

Citizen Participation

State and federal statutes provide the authority for citizen participation during the planning process. Public involvement was a major feature of every phase of Plan development. Citizen participation and support for Plan implementation activities is essential if Plan goals and objectives are to be realized.

Interagency Coordination

The authority to coordinate with other agencies is a major implementation capability. It has the potential of encouraging other governmental agencies to support the General Plan through their authority to raise and expend revenues; legislate and regulate; deliver services; acquire, dispose of and manage land; enter into contracts; investigate and take positions on issues; and conduct reviews.

Legislation

The power to enact and influence legislation is an important capability. The County not only enacts codes and ordinances, but also sponsors and takes positions on State and federal legislative proposals.

Review Authority

The County and its constituent agencies possess significant review authority. City general plans are referred to the County for review and comment and, of course, city review of County plans occurs routinely. The County participates in the Federal Office of Manage-

ment and Budget A-95 project reviews, relating to the federal allocation of various grant monies to local and regional agencies. Another example is the review of environmental impact reports (EIRs) prepared by other agencies. These and other types of reviews are important implementation instruments.

Regulation

The authority to regulate the conduct of various activities, such as land use through the zoning and subdivision ordinances, has been traditionally recognized as an important plan implementation instrument in unincorporated areas. However, in addition to land use regulation, there are many other regulatory ordinances, such as the building, fire and health codes, which can help carry out Plan policy.

Impact Analysis

The California Environmental Quality Act of 1970 (CEQA) requires the preparation of environmental impact reports for all projects which may have a significant effect on the environment. The EIR is an informational device but acts indirectly as a useful tool for encouraging development in accord with the Plan.

Land Acquisition, Disposal and Management

The County is the owner and manager of thousands of acres of land, and numerous facilities and buildings. The authority to acquire and dispose of property is a significant tool for implementing the Plan.

Raising Revenues*

Another implementation power is the authority to raise (or forego) revenue through such activities as issuance of bonds, collection of fees, levying of taxes and grant or loan applications. Like the power to spend, the power to raise revenue has countywide impact and is not limited to unincorporated areas.

*Authority to raise and to expend revenues is limited by State constitutional provisions, especially those imposed in 1978 by Proposition 13 and in 1979 by Proposition 4.

Expenditure of Revenues

One of the most important implementing powers is the authority to spend money which is embodied in the capital and annual budgets. The opportunity exists to more directly link this capability to carrying out Plan intent.

Delivery of Services

County agencies provide numerous public services many of which are allocated directly to the residents of cities. Even those services which are provided only in unincorporated territories (and the manner in which they are provided) can have influence in cities. Services delivery policy represents a powerful capability for realizing the Plan intent.

The Authority to Contract

The power to enter into contracts and agreements with individuals, firms and other public agencies is another important implementation device. Joint powers and mutual aid agreements are examples of the use of the authority to make contracts. The County provides many basic services to cities under contractual arrangements.

The County as an Employer

The County can use its position as a major employer to implement Plan policy, particularly social and economic policy. The County affirmative action program is an example of an activity which supports Plan policy.

Investigative Authority

The power to investigate problems and issues and take positions on them is a significant capability for carrying out the Plan. An example is the power to conduct hearings on issues of public concern.

Research and Information Dissemination

County agencies collect, analyze and disseminate information which influences public attitudes and opinions on key issues. The availability and use of information can contribute significantly to Plan implementation.

Summary

The above powers demonstrate that the County possesses a very credible capacity to implement the Plan. The Plan policies embody the commitment to use the powers. The implementation strategies discussed later in this chapter are an approach to coordinating these powers.

MAJOR CONSTRAINTS

Although County government possesses a wide range of powers to implement its General Plan, there are also significant constraints on its ability to act. Major constraints are identified and discussed below.

Limited Resources

Development of major new urban centers in urban fringe areas will require large commitments of public funds for both construction and long term maintenance of various service systems. Likewise, revitalization of inner city areas requires significant public investments. The County cannot provide public facilities for major new developments and also meet urban revitalization needs without significant new revenues. The Plan is structured to reduce public costs over the life of the Plan but it must be recognized that the initial public investment needed to fully attain the benefits of Plan may not be available when needed. Continued efforts to insure that Los Angeles County and its cities receive their full share of Federal Assistance programs are of the greatest urgency.

Dispersal of Responsibility

A serious constraint is the dispersal of responsibility among a large number of County agencies. Within County government dispersal of responsibility and authority can create coordination problems and reduce its ability to focus quickly its full capacity on the realization of the Plan. Even more difficult to deal with is the dispersal of authority and responsibility which stems from the presence of several hundred special districts; numerous regional, State and federal agencies; and 81 cities. This fragmentation of responsibilities with attendant conflicting priorities is a major limitation on the capability to implement the Plan. However, the area planning councils and many cities, representing local viewpoints, have made a major input to the Plan; this presents an opportunity for improving future city-County coordination.

Lack of Authority

Changing trends and conditions are bringing new needs into prominence. Public institutions can experience a lag in responding to new needs. In some cases, the County has neither the authority to act nor has it evolved institutions that can adequately cope with new problems.

Related to this is the inertia of old policy. Where policy has been reversed or an emphasis has been shifted, a transitional period is needed to change or replace related policies in both the public and private sectors.

A third facet of the lack of authority is the current trend toward the transfer of some authority to the State or regional jurisdictions. For example, the adoption of a constitutional amendment limiting property tax (Proposition 13), a traditional local revenue source, has resulted in a significant shift of authority from local to State government.

Summary

These constraints have not been, nor will they be in the future, easily overcome. Some constraints have beneficial functional considerations, such as their role as checks and balances. Others are deficiencies which must be addressed. The constraints outlined above should be viewed as challenges to County government to act in a concerted and coordinated manner in order to promote the public interest.

GENERAL STRATEGIES

An implementation strategy is a coordinated general pattern of public actions structured to achieve the goals and to impact positively the problems addressed in the Plan. The strategy establishes priorities and emphases among the various policies, and indicates how the policies are interrelated and how they support each other. It provides a framework for coordinating short and medium term actions, and for focusing them on the solution of specific problems. It recognizes the general capabilities and constraints that affect the implementation of the Plan.

The general strategies for implementing the Plan are identified below. The discussion is organized around the key concerns of the Plan: urban development; environmental protection and resource conservation; and, economic and human resources development.

URBAN DEVELOPMENT STRATEGIES

Historically, the major urban development emphasis in Los Angeles County has been new urban expansion at the fringes of existing urban areas. Maintenance of the existing housing stock and revitalization of older urban areas has been a subordinate strategy in terms of its priority for public resources. Urban expansion will continue to play a major role in the years just ahead. However, over the Plan period, emphasis is placed -- as it must be if the Los Angeles area is to avoid the devastation that has jeopardized the older metropolitan areas of the eastern United States -- on the maintenance and/or revitalization of existing urban areas.

Revitalization Strategy

Urban revitalization may emphasize either rehabilitation (the repair and conservation of existing neighborhoods and facilities) or recycling (replacement of one building by another, or the substantial clearance and rebuilding of a neighborhood). Each

approach may be applied selectively or in combination. The Plan rejects the concept of wholesale recycling of older urban areas. Rehabilitation is the major urban revitalization strategy, especially in residential neighborhoods. Recycling is regarded as a subordinate strategy in residential areas because of the Plan's intent to avoid disrupting neighborhoods. It is to be applied only on a selective basis where essential to the realization of residential revitalization, or to replace unrepairable, unsafe structures. However, larger scale recycling might well be suitable in the revitalization of older, obsolete commercial and industrial areas.

Urban revitalization strategies may seek either to eliminate blight by concentrating on improving neighborhoods in the worst condition, or to contain the spread of blight by concentrating resources on neighborhoods which are only beginning to show signs of decline and obsolescence. It is clear that sufficient public resources will not be available in the short term to be applied over the more than 300 square miles of urban development threatened by obsolescence and blight. Accordingly, they are mixed strategies of both eliminating and containing blight by focusing public resources on key locations where a successful revitalization effort will have a catalytic effect in stimulating private reinvestment in surrounding areas.

New Development Strategy

The new development strategy includes the infilling of by-passed vacant urban lands and new expansion into previously non-urban land. Major urban expansion is required to provide the needed land resource for pressing housing needs; however, over the life of the Plan increasing emphasis should be placed on infill and revitalization. Although both new expansion and infill are required to meet the future needs of residents, the emphasis for allocating public resources is placed on infilling. Public investment in infill areas can play a particularly important catalytic role in revitalizing some older urban areas.

Regional Centers Strategy

A key facet of the urban development strategy is the development of activity centers. The Plan, in recognition of the established multi-centered character of Los Angeles, supports the development and enhancement of a system of regional centers to conveniently serve a large population spread over an extensive urban area. Although the need for both single function and multi-purpose centers is recognized, the strategy emphasizes the development of multipurpose regional centers.

Transportation Strategy

Transportation strategies support the emphasis on urban revitalization and multipurpose centers development. The Plan emphasizes maintenance of existing roads, closing of freeway and highway gaps and improvement of public transportation. It stresses more effective van-pooling and car-pooling, a countywide rapid transit system with major utilization of existing freeway rights-of-way, and the development of community transit systems linking key multi-purpose centers with their service areas and providing feeder services for the countywide rapid transit system.

Housing Strategy

Housing supply strategies support the revitalization approach. A major thrust of the strategy is to preserve and prolong the life of the 2,600,000 sound or rehabilitable housing units in the County as the principal resource for meeting housing needs. In the early years of the Plan -- during the 1980s -- emphasis is placed on increasing the housing supply in all income ranges. This is designed to take the pressure off of rapidly inflating home prices and provide a relocation resource for future revitalization programs. Construction is expected to supply about 630,000 new units by 2000; about 285,000 of these units should be built by 1985. New construction emphasizes moderate density twinhomes and townhouses with somewhat less emphasis on very low density. Only limited amounts of high density residential development are anticipated and these would be clustered in or adjacent to regional centers, where appropriate.

The low and moderate income housing strategy is to encourage the supply of such housing throughout the urban area. This requires not only geographic dispersion but also avoidance of major concentrations of low income housing in any single locality. Where a surplus of potential sites are available, preference should be given to locations with convenient services (shops, transit, recreation, etc.) and with proximity to suitable job opportunities.

ENVIRONMENTAL PROTECTION AND RESOURCE CONSERVATION STRATEGIES

The environmental protection strategies support the Plan's major emphasis of resource conservation. Key environmental protection strategies are those dealing with pollution control, hazard area management and resource conservation. Historically, crisis-oriented strategies have been applied to the problem of environmental protection. Pollution control has thus emphasized the abatement of air and water quality problems after undesirable conditions posed serious health or safety threats. In the short run, it is necessary to retain an emphasis on pollution abatement. In the long run, however, the pollution control strategy places an emphasis on the prevention of environmental pollution.

The major hazard management strategy of Los Angeles County has been the abatement of environmental hazards including fire, flood and geologic/seismic threats. This has involved attempts to solve environmental problems by massive investments in mitigation technology. This practice has become increasingly expensive. It will also be increasingly expensive to "manufacture" prime buildable land from marginal land in order to offset the rapid disappearance of naturally prime land in south Los Angeles County. Because of the growing cost and detrimental environmental impacts of abatement approaches, the hazard area management strategy emphasizes efforts to direct urban development to avoid severe hazard areas.

The Plan emphasizes the saving or conservation of resources. Conservation involves rational consumption or preservation of resources. The preservation of unique and irreplaceable resources is emphasized. Although the resource conservation strategy calls for resources to be consumed in a more rational manner than in the past, it also supports recycling efforts and development of technologies to use alternative resources.

ECONOMIC AND HUMAN RESOURCES DEVELOPMENT STRATEGIES

The revitalization of declining urban areas and the conservation of resources cannot be achieved without strong supporting actions in the closely related spheres of economic and human resources development. The economic development and human resources strategies have two major thrusts. First, they emphasize the revitalization of declining industrial and commercial areas through renewal or rehabilitation and through the expansion of existing industry and active recruitment of new employers in the County. Second, they place high priority on the improvement of job opportunities in areas of high unemployment.

Public services delivery can strongly influence urban, economic and human resources development. The strategy is to emphasize the provision of incentives for revitalization by anticipating service needs in declining urban areas.

Urban, economic and human resources development strategies strongly influence population distribution. In general terms, the Plan seeks to create a more concentrated, moderately higher density pattern of population which is consistent with the Plan emphases on urban revitalization and resource conservation. Recent trends indicate that public preferences have anticipated this direction.

RECOMMENDED PLAN ACTION PROGRAM

The Plan action program is a statement of the coordinated short and medium range recommended actions which are focused on the interrelated strategies of urban revitalization, resource conservation, environmental protection, economic development and human resources development.

The Plan action program is comprised of three major recommendations and the specific action recommendations of each Plan element. Discussed in this section are recommendations for the identification of high priority urban activity centers and target areas for the use of public resources; the establishment of criteria for urbanization and development of a Plan monitoring system. These recommendations deal with issues not readily addressed in any one of the Plan elements and, in addition, are supplemented by some of the specific action programs of the elements.

1. PRIORITIES

INITIATE A COUNTYWIDE COMMUNITY DEVELOPMENT PROGRAM WHICH ESTABLISHES PRIORITIES FOR THE EXPENDITURE OF PUBLIC RESOURCES IN SELECTED HIGH ACTIVITY CENTERS AND IN SELECTED COMMUNITIES OR NEIGHBORHOODS IN SUPPORT OF THE URBAN REVITALIZATION STRATEGY.

Priorities are guidelines which indicate how Plan actions should be ranked for maximizing the use of limited public resources in various parts of the County. Their application is most appropriate in a large mature urban area such as Los Angeles County, which is characterized by numerous decision-making centers, complex infilling and urban revitalization activity, and established service systems.

As a first step in the countywide community development program, priorities must be established to guide public investment and provide

for urgent common needs. The general identification of priorities is a key component of the general strategy of the Plan. However, the establishment of general long term priorities is subject to several constraints. First, difficult choices must be made among valid but competing needs and interests. Second, while setting priorities involves emphasizing certain needs and interests over others, balance among priorities must be achieved to ensure that all legitimate public needs receive some degree of consideration. Third, priorities must be adaptable to changing or unforeseen circumstances, and should be periodically revised.

General Priorities Among Urban Development Strategies

Those actions which support urban revitalization should command high priority for the use of public resources. Implementation would protect and extend the life of the tens of billions of dollars of public and private investment already made in the declining areas of Los Angeles County. Moreover, the necessity for public expenditures to develop outlying areas would be reduced. Finally, this priority promotes equity by enhancing the quality of life and general welfare of people in blighted and deteriorating areas.

Of equal priority are those programs aimed at conserving and maintaining sound urban areas and neighborhoods. They are indispensable to the prevention of blight. Moreover, conservation actions would protect and extend the useful life of additional billions of dollars invested in developed urban areas.

Infilling vacant urban land relates directly to revitalization and conservation. Infilling is important because it rarely requires new roads, water, sewer lines and other public facilities. Thus, it promotes a more effective use of existing services and prior investments while minimizing environmental costs. Public intervention might therefore be cost effective when it helps to mitigate certain environmental hazards which caused the land to

be by-passed. As a short term strategy, infilling warrants the highest priority to meet housing needs since extensive revitalization in the short run is unlikely. Attractive new developments carefully fitted into the fabric of existing neighborhoods can provide an impetus for the rehabilitation and/or improvement of surrounding properties.

Major new urban expansion is essential in the short term to meet the burgeoning housing needs of Los Angeles County residents and to contain the skyrocketing cost of homes. The housing supply must be expanded beyond immediate market needs to provide a relocation resource for future revitalization efforts. Of course, new urban expansion would require the fewest public resources since it is largely a function of private investment. New urban expansion could receive some priority for public investment where a favorable public cost/revenue relationship has been identified or where a significant social or economic benefit to the public would be generated, e.g., provision of low and moderate income housing; contribution to improved public transportation; provision of valuable public open space; or significant expansion of the employment base.

Center Priority

In support of the major strategies and priorities of the Plan, selected multipurpose centers and their environs should be identified in the community development program as high priority targets for the investment of public resources. Their selection can be based on proximity to revitalization areas shown on the General Development Policy Map or to heavy maintenance areas shown on the Housing Development and Neighborhood Conservation Policy Map. Selected centers may be key locations where the investment of public resources may stimulate private investment, not only in the centers, but in surrounding areas. Also, the Centers' status as symbols of identity for major ethnic communities, or their status as providers of key services (e.g., medical

and educational services) for areas threatened by decline, would be factors in setting priorities.

The identification of selected high priority centers must involve wide-ranging dialogues with citizens, city officials and representatives of other local and State governmental agencies. Most importantly, these decisions have to be made within the context of an ever increasing need to stem the spread of urban blight as well as the need to gain maximum benefits from diminishing local public resources. These designations should be regularly reviewed and adjustments made where appropriate to recognize changed conditions.

High Priority Communities or Neighborhoods in Revitalization Areas

Community development priorities should also be established for revitalization areas where public policy would be established to support major changes strengthening the existing urban pattern. This identification should clarify general development policy by specifying target communities and neighborhoods where the public interest is best served by use of public resources. In effect, it would identify areas which have high priority for future large scale public investment or have high priority for the protection and full use of previous public investments. These would also include high priority heavy maintenance areas as part of the containment strategy outlined above (see the Housing Element for a discussion of maintenance areas).

The criteria for selecting high priority revitalization areas would be based on an analysis of such characteristics as: housing with below average assessed value; above average quantities of pre-1940 housing; above average overcrowding; high proportions of deficient plumbing; and other indices of social pathology. Many candidate areas may have already been designated as community development projects or are shown in city plans and studies as needing improvement.

Criteria to identify high priority heavy maintenance areas would be similar to those which define priority revitalization areas. However, the emphasis should be on areas experiencing recent changes in those characteristics which may indicate the onset of obsolescence or blight.

Infill and Expansion Priorities

As noted earlier, public investment to help remove impediments which had earlier discouraged development of by-passed parcels would be cost effective in avoiding the costly extension of services to new development areas. Infill areas are already provided with or are in close proximity to water and sewerage services. Infill at somewhat higher intensities than adjacent uses can be encouraged where it is sensitively designed to fit with and benefit those areas. The intent is to save public resources by encouraging development on lands which will minimize the need for further public investment, promote a more efficient use of existing capital investments and minimize the pressure to expand the urban area into marginal lands with associated private and public costs.

Public support for new urban expansion would normally be directed to the lands most suitable for development that are already provided with or in close proximity to urban infrastructure. This would not include lands subject to unmitigatable severe natural hazards. The intent is to promote full use of previous public investments and direct new development to areas where environmental costs will be low.

2. URBANIZATION CRITERIA

INSTITUTE A DEVELOPMENT QUALIFICATION PROCEDURE TO ENSURE THAT NEW DEVELOPMENT WITHIN URBAN EXPANSION AREAS WILL OCCUR IN A MANNER CONSISTENT WITH STATED PLAN POLICIES AND WILL PAY FOR THE MARGINAL PUBLIC COSTS (ECONOMIC, SOCIAL AND ENVIRONMENTAL) THAT IT GENERATES.

The intent of this recommendation is to ensure that new development within urban expansion areas does not generate costs that ultimately must be borne by taxpayers outside of the specific proposed development. Such a procedure is recommended to implement the mandate of the electorate, which overwhelmingly voted in favor of a State constitutional amendment limiting property taxes (Proposition 13). The message was clear -- in the future, public costs are to be controlled and, if possible, reduced. Moreover, this recommendation is intended to avoid the adverse economic, social and environmental impacts of premature (unnecessary) development.

The criteria to be developed may include such factors as:

- Costs of providing urban services such as police, fire, sewage disposal, schools, etc.;
- Avoidance or mitigation of hazards to acceptable levels;
- Compatibility with preservation of significant natural resources;
- Proximity to local commercial goods and services;
- Proximity to job opportunities;
- Impact on publicly held or privately dedicated open space; and
- Existence of unique circumstances which make urbanization undesirable.

Although the proposed recommendation is pertinent to urban expansion areas throughout the unincorporated areas of Los Angeles County, it is of special value to the Antelope Valley. Due to the anticipated development of a regional airport at Palmdale, handling up to 12 million passengers annually, along with related industrial and commercial activity, the projected population has been estimated at around 218,000. However, if a local airport (of less than 100,000 annual passengers) were to be the case, the corresponding population projection would be considerably less, or about 141,000.

Accordingly, until such time as the new Palmdale Airport is completed, it is essential that decision-makers carefully evaluate new development proposals within the Antelope Valley's urban expansion areas to avoid premature investments in major new public service systems and minimize related costs to taxpayers. In particular, areas designated as urban expansion, presently outside of water and sewer service areas, should be carefully evaluated with regard to the marginal public costs they may generate. The proposed recommendation will be of major assistance in ensuring that such factors are considered prior to making land use decisions.*

3. MONITORING

a) DEVELOP A PLAN MONITORING SYSTEM WHICH WOULD PROVIDE DECISION MAKERS WITH INFORMATION ABOUT CHANGES IN URBAN DEVELOPMENT TRENDS AND SOCIAL OR ECONOMIC CONDITIONS, IN ORDER TO ENABLE COUNTY GOVERNMENT TO ADJUST FOR CONTINGENCIES SUCH AS UNANTICIPATED IMPACTS OF PAST URBAN DEVELOPMENT DECISIONS OR FAILURE OF SOME PLAN POLICIES AND PROGRAMS TO ACHIEVE DESIRED OBJECTIVES.

b) AS PART OF THE MONITORING SYSTEM, DEVELOP PROCEDURES, AS FEASIBLE, BY WHICH ADJUSTMENTS COULD BE MADE TO COUNTYWIDE AND AREAWIDE/COMMUNITY URBAN/NON-URBAN DESIGNATIONS. SUCH PROCEDURES WOULD UTILIZE A SET OF CLEARLY ARTICULATED CRITERIA TO EVALUATE PROPOSED ADJUSTMENTS IN ORDER TO ENSURE THAT THE COSTS (SERVICE, SOCIAL, ENVIRONMENTAL, ETC.) OF NEW DEVELOPMENT ARE PAID FOR BY THAT DEVELOPMENT.

Monitoring is a key component of the Plan implementation effort. It involves gathering and analyzing information about decisions, trends, conditions and events affecting a planning jurisdiction and determining its significance relative to the Plan. The recognition and management of change that is significant for the realization of the Plan is its fundamental concern. Monitoring

*A description of the major components of the proposed Development Qualification Procedure may be found in Technical Supplement "D-II".

enables decision makers to respond to change by periodically adjusting the Plan to keep it relevant to unanticipated forces and conditions. It also helps decision makers evaluate to what extent Plan goals and objectives are being achieved and assess the effectiveness of implementation strategies and programs.

In addition to providing an objective measure of the ongoing effectiveness of the strategies of the General Plan, monitoring can provide essential information to the Regional Planning Commission and the Board of Supervisors on such key subjects as:

1. Market demand for housing as compared to the land supply;
2. Environmental factors such as natural resources and hazards; and,
3. Cumulative impact of individual development proposals.

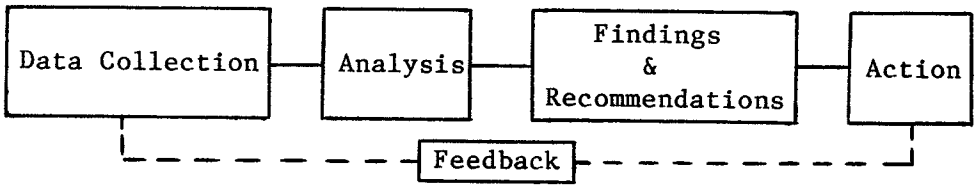
Plan monitoring will not duplicate the detailed, specialized monitoring systems which other agencies already operate. Wherever possible, information from other more specialized monitoring activities will be collected and used in order to conserve scarce resources. Nevertheless, development of comprehensive, computer-assisted plan monitoring for an area as dynamic and complex as Los Angeles County is a major undertaking requiring commitment of substantial resources over a period of several years.

This section sets forth the general concept and approach to Plan monitoring.* An interim system will be developed initially and should evolve into a more comprehensive computer-assisted system as dictated by the balance between needs, available resources and the technical feasibility of specific monitoring activities. Because of the nature of the county planning function, the interim monitoring system will consist of two separate but interrelated sub-systems, the <u>countywide</u> and the <u>unincorporated area</u> systems.

*A more complete discussion of the proposed concept of the monitoring system is contained in Technical Supplement "D-I".

The monitoring process for both sub-systems involves five major steps: data collection; analysis; findings and recommendations; action; and, feedback. (See Figure 8.1)

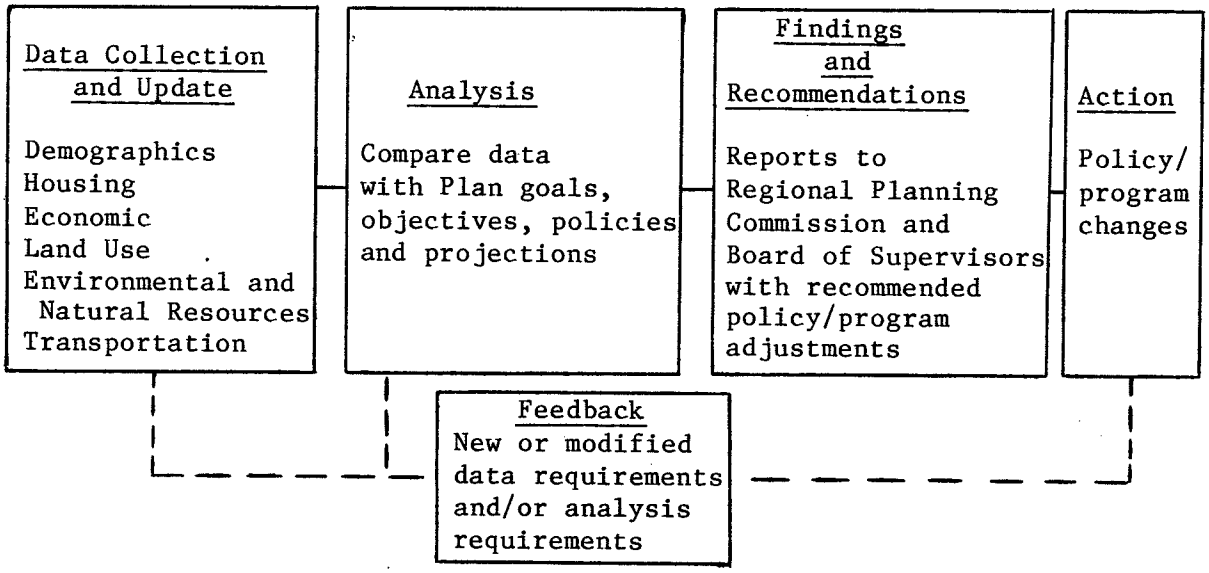
FIGURE 8.1
THE MONITORING PROCESS



Sub-System I: The Countywide Monitoring System

The countywide monitoring sub-system will be designed to facilitate strategic decision making on issues of countywide significance. It will emphasize measuring the effectiveness of General Plan policies and implementation strategies in meeting goals and objectives. (See Figure 8.2)

FIGURE 8.2
COUNTYWIDE MONITORING SYSTEM



The data categories of the countywide monitoring sub-system will be structured around the Plan's strategies of urban development; resource conservation and environmental protection; and, economic and human resource development. Monitoring the effectiveness of these strategies requires the interpretation of selective key data. Six broad data categories will be included in the countywide sub-system: (1) demographics; (2) housing; (3) economic; (4) land use; (5) environment and natural resources; and, (6) transportation.

Data will be collected and analyzed at the countywide level and, where relevant, by the 14 planning areas. This approach will provide the capacity to evaluate and periodically update population, housing, employment and land use (PHEL) projections for the year 2000 contained in the Plan. Tables 8.1 and 8.2 contain PHEL projections for 1985 which are intended to serve as intermediate guideposts, and to provide the required information for housing distribution targets as well as the input to the regional air quality management and waste treatment plans. It should be stressed, however, that these projections are only approximations in that the state of the art does not permit precise quantification of the future. They will be reviewed annually and revised, if necessary, every two years. Therefore, rigid application of these projections should be avoided.

Sub-System II: The Unincorporated Area Monitoring System

The functions of unincorporated areas monitoring are to facilitate decision making on specific development proposals including requests for zone changes, variances, permits, and land divisions; and to translate the experience gained into general policy and program recommendations aimed at keeping the Plan relevant to unincorporated

TABLE 8.1

PROJECTED POPULATION, EMPLOYMENT AND HOUSING UNIT CHANGES

BY PLANNING AREA, 1975-85

	Population Gain	Employment Gain	New Housing Construction
San Fernando	68,000	42,000	46,000
Burbank/Glendale	15,000	14,000	16,000
West San Gabriel Valley	7,000	12,000	14,000
East San Gabriel Valley	60,000	45,000	43,000
Malibu/Santa Monica Mtns.	22,000	7,000	11,000
West	14,000	20,000	20,000
Central	24,000	24,000	28,000
East Central	32,000	15,000	21,000
Southeast	11,000	18,000	14,000
South	11,000	28,000	17,000
Southwest	18,000	24,000	21,000
Santa Clarita Valley	40,000	20,000	16,000
Antelope Valley	23,000	11,000	12,000
Channel Islands	*	*	*
LOS ANGELES COUNTY**	345,000	280,000	281,000

*Less than 1,000.

**Planning area sums do not necessarily equal LOS ANGELES COUNTY total because of rounding.

Source: Los Angeles County Department of Regional Planning

TABLE 8.2

PROJECTED URBAN LAND USE CHANGES

BY PLANNING AREA (IN ACRES)

1975 - 1985

	Recycle*	Infill	Urban Expansion
San Fernando	900	3,800	1,600
Burbank/Glendale	1,000	800	200
West San Gabriel Valley	1,000	1,000	200
East San Gabriel Valley	600	6,800	5,000
Malibu/Santa Monica Mtns.	Negligible	400	2,600
West	1,200	500	700
Central	1,400	800	0
East Central	1,200	1,000	0
Southeast	900	2,800	200
South	900	3,000	0
Southwest	800	3,000	0
Santa Clarita Valley	100	1,000	3,500
Antelope Valley	100	800	4,500
Channel Islands	Negligible	Negligible	Negligible
LOS ANGELES COUNTY	10,100	25,700	18,500

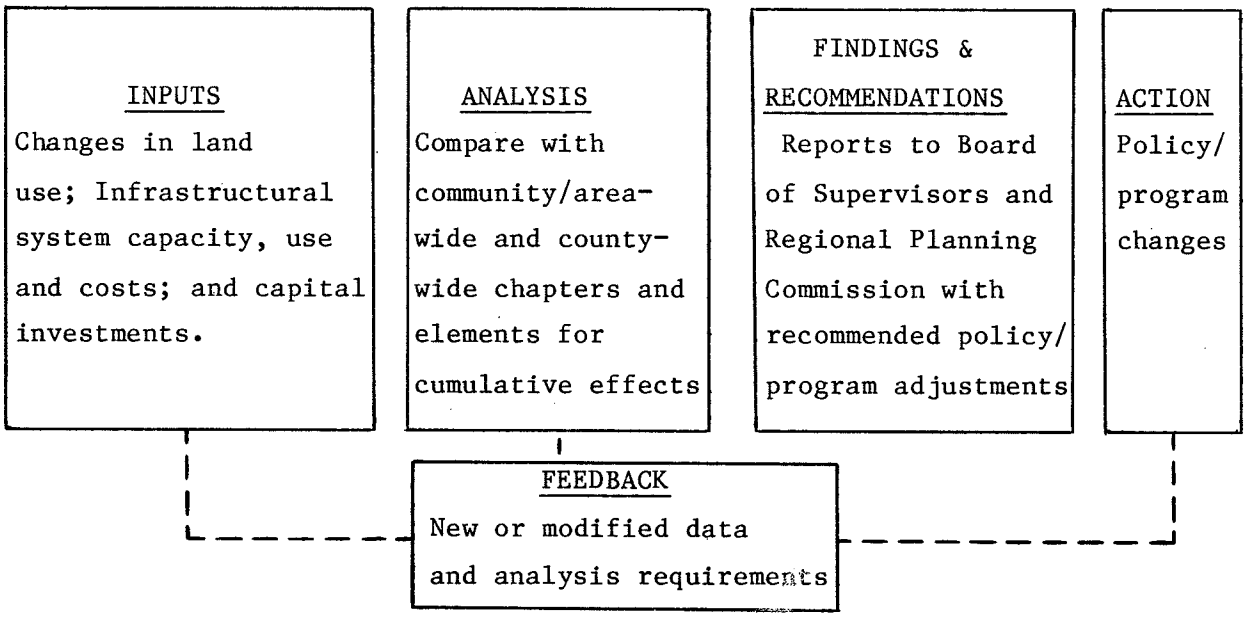
Source: Los Angeles County Department of Regional Planning.

*Includes recycling by the private market.

area needs. Monitoring unincorporated areas will emphasize identifying the cumulative effects of construction activity, zoning, land division and capital programming and investment in the context of short range population projections (see Figure 8.3 and Table 8.3).

FIGURE 8.3

UNINCORPORATED AREA MONITORING SYSTEM



Review Process

The results of Plan monitoring will be reviewed by advisory groups to the Regional Planning Commission and the Board of Supervisors. The Countywide Citizens' Planning Council (CCPC), General Plan Policy Review Board (GPPRB) and Area Planning Councils all have contributed to the formulation of the Plan and implementation recommendations. These groups will continue to play an essential role by assisting the Commission and the Board in developing the actions necessary to respond to data generated by Plan monitoring.

TABLE 8.3

UNINCORPORATED AREA

POPULATION PROJECTIONS

BY PLANNING AREA

1975-2000

	1975	2000	Change 1975 - 2000
San Fernando	1,000	2,000	1,000
Burbank/Glendale	19,000	20,000	1,000
West San Gabriel Valley	89,000	91,000	2,000
East San Gabriel Valley	234,000	284,000	50,000
Malibu/Santa Monica Mtns.	42,000	77,000	35,000
West	11,000	13,000	2,000
Central	145,000	152,000	7,000
East Central	108,000	113,000	5,000
Southeast	84,000	86,000	2,000
South	22,000	25,000	3,000
Southwest	86,000	88,000	2,000
Santa Clarita Valley	63,000	165,000	102,000
Antelope Valley	37,000	76,000	39,000
Channel Islands	400	500	100
LOS ANGELES COUNTY*	941,000	1,192,000	251,000

*Planning area sums do not necessarily equal LOS ANGELES COUNTY total because of rounding.

Source: Los Angeles County Department of Regional Planning.

Note: These projections treat those incorporations and annexations between 1975 and 1978 as having occurred by 1975.

In addition to these advisory bodies, the proposed Committee on Affordable Housing and the recently established Economic Development Council will be asked to review the Plan monitoring reports and make recommendations within their areas of expertise.

Future Development of Plan Monitoring

It is the intent of this implementation program that the monitoring system ultimately be transformed from a manual operation to a computer-assisted operation, covering a much wider range of social, economic and environmental factors within a more fine-grained geographic framework. Cities, major unincorporated communities, and census tracts will be used as geographic monitoring units where appropriate. More emphasis will be placed on monitoring decisions, changes and trends in incorporated areas to provide an improved basis for city/County coordination. Interim monitoring will concentrate on easily accessible, quantitative information relating to changes in population, housing, employment and land use. Future refinement of the system will give increasing weight to such factors as the composition and structure of the population and the economy, demand for various housing types and shifts in housing quality. Increasing attention will be given to environmental quality factors, such as changes in air quality. In addition, County sponsored capital improvements and capital spending by cities and other levels of government should ultimately be included in the data base. Finally, public opinion surveys should be conducted so as to keep abreast of shifts in attitudes, values, and lifestyles, and to ensure that the General Plan remains relevant to changing public needs.

There are many issues that the on-going monitoring system cannot address. Specially designed, in-depth studies will be needed to provide answers to questions that are important for public policy guidance. The following questions have surfaced during the General Plan discussions and are recommended for specific study as part of Plan implementation:

1. Does development in outlying areas of Los Angeles County discourage infill and revitalization? (This question could be approached by using past development approved in an outlying area and formulating what alternative private investment choices would have been present if that development had been prohibited.)

2. How do various levels of development in outlying areas, particularly hillside areas, affect public service costs and revenues for the County taxpayer?

3. How would reinvestment in older areas affect auto and public transit usage? (Impact analysis could include costs of travel, average travel time, energy and air quality.)

4. What would be the impact of zoning incentives (e.g., reduced parking requirements, increased densities) on reinvestment in older urban areas?

5. What are the economic impacts (jobs, regional product, etc.) of public land investment decisions?

6. Given that Proposition 13 is in effect, what impact would regional property and sales tax sharing have on reinvestment in older urban areas?

7. How many undocumented aliens are in the County, where are they located and what are the specific demographic characteristics of this population that may uniquely impact the planning for land use, housing, and human resources (including health, education and welfare)?

PLAN ELEMENT ACTION PROGRAMS

Action programs evolved from the objectives and policies of each Plan element. They are organized in the same manner as the elements are in the Plan. The notations after each program listing indicate the lead County agency or agencies responsible for implementation and the policy or policies from which the program evolved.

The action programs are intended to provide direction and a course of future action for the various County departments and/or other agencies. They are not intended to mandate the commencement of new programs, or the expansion of existing ones, which may require the expenditure of man-hours or funds. Any such action programs identified in this Chapter (including those involving proposed studies, committee formations, new staff positions and/or transfer of staff to other agencies), requiring additional funding by any County department or other agency, must have such funds approved through the appropriate budgetary process, as fiscal resources permit.

Because of the limited availability of public resources, the hundreds of Plan element action programs proposed by the staff were sorted on the basis of the Plan strategies. Those which follow were selected on the basis of the following supplemental criteria: urgent need expressed by the public; threat to the public health and safety; significant threat of damage to natural or other public resources; and, critical deficiencies in urban areas, especially those in need of revitalization.

Among the element action programs, key recommendations include:

- County ordinance amendments to provide development standards in areas requiring special management;
- An accelerated program of community and neighborhood plans within the unincorporated area;

- Comprehensive revitalization plans and programs for unincorporated areas in South Central Los Angeles, and the Compton area;
- Major increases in public resources directed at lower income housing needs and residential rehabilitation efforts;
- A countywide industrial and commercial revitalization program to strengthen the economy and provide jobs;
- An intensified effort to reduce unemployment by improving job skills, attracting new employers and improving access to job centers;
- A coordinated public capital improvement effort to stimulate private reinvestment in older urban areas;
- Balanced improvements in public transportation, highway and other transportation facilities to increase efficiency and safety;
- Major public open space acquisitions, including the Santa Monica Mountains National Recreation Area; and
- High quality water and waste management based on public health, safety and resource considerations.

CONSERVATION AND OPEN SPACE ELEMENT
RECOMMENDED ACTION PROGRAM*

II-1. Amend the County Zoning and Subdivision Ordinances and Building and Grading Codes as necessary to carry out the intent of the open space and special management area policies for agricultural protection, significant ecological areas, mineral resources and mines reclamation, scenic highway corridors, flood prone areas, and hillside management. (Regional Planning, County Engineer-Facilities, Flood Control District, Forester and Fire Warden, Road Department) (Policies 6 - 8, 12, 14, 15, and 22 - 25)

II-2. Implement the California Land Conservation Act (Williamson Act) and initiate contracts with farmers in order to continue the viability of commercial agriculture. Encourage and seek funding for demonstration projects related to: a) crop production for energy fuel substitutes, b) development of new water-conserving irrigation methods, and c) use of reclaimed water. (Agricultural Commissioner, Assessor, Board of Supervisors) (Policies 4 and 6)

II-3. Periodically review and make recommendations to the Regional Planning Commission on the areas depicted as Potential Agricultural Preserves, in response to changing conditions on water supply and pricing, market demand, current farming practices and requests initiated by farmers for inclusion into, or deletion from Potential Agricultural Preserves. (Agricultural Commissioner, Regional Planning) (Policy 6)

II-4. Actively seek funding at all governmental levels to acquire Significant Ecological Areas. Give priority

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* No priorities are implied in the numbering of recommended actions.

to areas of regional importance and areas containing habitats of rare and endangered species. (Parks and Recreation, Regional Planning, Chief Administrative Officer, Small Craft Harbors Beaches) (Policies 7 and 13)

II-5. Actively pursue alternative methods to full fee public acquisition for preserving natural resources and open space (such as purchase-leaseback agreements, open space conservation, scenic or access easements, and dedications for acquiring land). Publicize available tax incentives whereby individuals or corporate entities convey land gifts to public agencies, cooperating closely in this effort with non-profit groups such as the Trust for Public Land and the Nature Conservancy. (Parks and Recreation, Regional Planning, Chief Administrative Officer, Beaches) (Policy 13)

II-6. Actively pursue State Coastal Conservancy grants for the following priority coastal restoration and enhancement projects: (Beaches, Parks and Recreation) (Policies 8, 9 and 33)

Ballona Wetlands (W)*
Los Cerritos Area (W)
Malibu Lagoon (W/U)
Malibu Bluff Line (SC/SD)
Malibu Coastal Trail - various lateral easements (SBIS)
Point Dume (SC/RI)
Santa Catalina Island (W/U)

II-7. Incorporate new local parks into the design of neighborhood revitalization plans, wherever possible. (Parks and Recreation, Community Development) (Policy 28)

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*W - Wetland
W/U - Wetland/Upland areas
SC/SD - Sea Cliff/Sand Dunes
SC/RI - Sea Cliff/Rocky Intertidal
SBIS - Sandy Beach Interconnect System

II-8. Support State legislation which would enable counties to impose a new dwelling unit construction fee for local park purposes. (Parks and Recreation, Chief Administrative Officer, Board of Supervisors) (Policies 27 and 28)

II-9. Propose or support amendments to the Quimby Act (Park Dedication Enabling Act) which would provide more flexibility in use of fees in the acquisition and development of local parks and trail rights-of-way. (Parks and Recreation, Beaches, Chief Administrative Officer, Board of Supervisors) (Policies 27, 28, and 30)

II-10. Give priority to the public acquisition of the following regional recreation areas. Actively pursue federal and State financial assistance in this effort (see the Major Recreation Areas Map and legend for a general depiction and discussion of these sites*). (Parks and Recreation, Small Craft Harbors, Beaches, Regional Planning, Chief Administrative Officer) (Policies 26, 27 and 30 - 33)

New County Recreation Areas

Ramirez Canyon Park

Zuma Canyon Park

Expansion to Existing County Recreation Areas

Baldwin Hills Regional Park

Beach Accessways

Boating Facilities

Charmlee Connector

Regional Trail Systems

Urban River Corridors

*The Major Recreation Area Map, including a description of the legend, may be found in the pocket of the Plan.

Major Federal and State Acquisitions

Santa Monica Mountains National Recreation Area*

- Backbone Trail Right-of-way
- Caballero Canyon area
- Cahuenga Peak area
- Chesebro Canyon-Palo Comado area
- Franklin Canyon-Cross Mountain Park
- Leo Carrillo State Park-Nicholas Flats area
- Malibu Canyon area
- Malibu Creek State Park area
- North Benedict Canyon
- Old Paramount Ranch area
- Runyan Canyon
- Saddle Peak area
- Saddle Rock Ranch area
- Solstice Canyon area
- Tuna Canyon area
- Zuma Canyon area

Other Federal and State Acquisitions and Expansions

- Airport Dunes
- Antelope Valley California Poppy Reserve
- Antelope Valley Indian Museum
- Ballona Wetlands
- Beach Accessways (where appropriate)
- Bouquet Reservoir
- Chino Hills
- El Matador Beach
- El Pescador Beach

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*The subareas listed under the National Recreation Area are recommended by the Santa Monica Mountains Comprehensive Planning Commission (see the Santa Monica Mountains Comprehensive Plan, Final Report, August 1979). In addition, the County recommends the Old Paramount Ranch area for federal acquisition. See the Conservation and Open Space Policy Map for a general depiction of the National Recreation Area.

Encinal Beach/Lechuza Point
Escondido Beach
Fryman Canyon
Hungry Valley State Vehicular Recreation Area
La Costa Beach
La Piedra Beach
Lopez Basin
Malibu Lagoon State Beach
Malibu Pier and Beach
Morris Reservoir
National Forests (private inholdings)
Otterbein State Recreation Area
Pan Pacific State Recreation Area
Paradise Cove Beach
Point Dume State Beach
Ritter Ridge Aquatic Park
Rowher Flats off-road vehicle area
San Antonio Wash
San Gabriel Canyon off-road vehicle area
Santa Susana Mountain State Park
Trails System
Verdugo Mountains - San Rafael Hills
West Corral Beach

Landfill Site Conversions

Calabasas Regional Park
La Puente Regional Park
Mission Canyon Regional Park
Rustic Canyon Regional Park
Spadra Recreation Area
South Coast Regional Park and Golf Course

In addition to the Open Space Action Program, the following actions are necessary to carry out the intent of the Conservation and Open Space Element:

II-11. Ensure that General Plan policy is reflected in the implementation of, and future amendments to, the Areawide Waste Treatment Management Plan for the South Coast area and the Air Quality Management Plan for the South Coast and Southeast Desert Air Basin. (Regional Planning, Road Department, Flood Control District, County Engineer-Facilities, Chief Administrative Officer, Mechanical, Health Services, Sanitation Districts, Probation) (Policy 1)

II-12. Complete and adopt an Energy Element of the General Plan which emphasizes energy, conservation and local energy production. Evaluate and develop methods for protecting solar rights. (Regional Planning, County Counsel, Energy Commission) (Policies 2 and 3)

II-13. Adopt appropriate criteria to use in environmental assessments relative to solar energy. (Regional Planning) (Policies 2 and 3)

II-14. Undertake the following energy programs that emphasize conservation strategies:

a. Prepare a solar subdivision design manual to implement the California Solar Rights Act of 1978;
b. Prepare a transportation energy contingency plan;
c. Evaluate the local applicability of a variety of energy conservation and local energy production programs; and
d. Develop a set of passive solar design standards.

(Regional Planning, County Counsel, Energy Commission, County Engineer-Facilities) (Policies 2 and 3)

II-15. Support stronger tax and cost-saving incentives to encourage greater use of alternative energy sources such as solar energy and wind power. (Regional Planning, Board of Supervisors) (Policies 2 and 3)

II-16. Amend the Building and Grading Code to provide standards resulting in greater water and energy savings in new structures. (County Engineer-Facilities) (Policies 2 4)

II-17. Modify the Los Angeles County Building and Fire Codes to ban shake roofs and provide greater brush clearance protection in designated high fire hazard areas (Fire Zone 4). (Forester and Fire Warden, Regional Planning) (Policy 25)

II-18. Establish a Significant Ecological Areas Technical Advisory Committee to the Regional Planning Commission consisting of scientists knowledgeable of the County's biological resources to assist in protecting vegetation and wildlife within Significant Ecological Areas. (Regional Planning, Museum of Natural History, Parks and Recreation, Beaches) (Policy 7)

II-19. Continue to coordinate on land use issues with the U.S. Forest Service for areas within and adjacent to national forests. When completed, integrate the Forest Plan into the County General Plan. (Regional Planning) (Policy 11)

II-20. Continue to update and expand the land capability/suitability data system as an information source for Plan monitoring and for preparation and review of environmental impact reports. (Regional Planning) (Policies 4, 6, 7, 9, 11, 12, 15 - 17, 21, 22, 24 and 25)

II-21. Complete and adopt a Local Coastal Program consistent with and carrying out the intent of the Coastal Act of 1976. Coordinate this effort closely with other coastal jurisdic-

tions within the County. Upon adoption of the Local Coastal Program, include it as the Coastal Element of the County General Plan. (Regional Planning, Small Craft Harbors, Beaches) (Policies 8 - 10 and 33)

II-22. Support fish habitat improvement and protection programs which maintain and improve breeding and spawning grounds within marine environments and inland waters. (Museum of Natural History, Regional Planning, Board of Supervisors) (Policy 14)

II-23. Add the position of staff archeologist/paleontologist to the Department of Regional Planning. Responsibilities will include reviewing archeological/paleontological sections of environmental documents received by the County, evaluating archeological/paleontological surveys submitted by developers, and supervising the disposition of these resources in accordance with County policy. (Regional Planning, Chief Administrative Officer, Museum of Natural History, Board of Supervisors) (Policy 17)

II-24. Restructure the County Historical Landmarks Committee as a Cultural Heritage Committee and by ordinance delegate to it the following powers and duties:

a. Update the inventory of historic places and structures;
b. Nominate additional historic places and structures for inclusion on the National and State Registers of Historic Places;
c. Review building and/or demolition permits as they may affect historic places and structures;
d. Make recommendations to the Regional Planning Commission where zoning requests may impact historic places or structures; and

e. Recommend to the Board of Supervisors an ordinance to protect historic places or structures.

(Regional Planning, Museum of Natural History, Board of Supervisors) (Policies 17 - 20)

II-25. Conduct a recreation preference study to provide goals, objectives and up-to-date public input for the Recreation Element of the General Plan. (Parks and Recreation, Beaches, Small Craft Harbors Regional Planning) (Policies 26 - 33)

II-26. Completely revise and update the Recreation Element of the General Plan, to include a revised plan of riding and hiking trails, a cultural heritage resources plan, a recreational boating plan and a specific park acquisition and program development direction. In updating the Plan of Riding and Hiking Trails, consider:

a. The designation of environmentally non-sensitive areas that would be appropriate for off-road vehicle use; and,

b. The preparation of an ordinance to govern use of trails and trail easements. This ordinance should contain provisions such as: (1) mapping of trail alignments, (2) restrictions on trespassing beyond trail areas; (3) appropriate buffers to ensure separation of trails from existing or proposed structures and private open space; (4) trail maintenance agreements, and (5) guidelines by which parties may terminate easement agreements.

(Regional Planning, Parks and Recreation, Small Craft Harbors, Beaches) (Policies 26 - 33)

II-27. Continue to support existing joint use of public facilities, sanitary landfills and flood prone areas for recreation purposes, wherever feasible. (Regional Planning, Parks and Recreation, Sanitation District, Flood Control District) (Policies 23 and 31)

II-28. Prepare and adopt Scenic Corridor District Ordinances for Mulholland Highway and other first priority routes. (Regional Planning, Road Department) Policies 16 and 30)

II-29. Establish a County Task Force to advise State and federal agencies in the planning and development of the Santa Monica Mountains National Recreation Area (NRA). This task force will participate in preparing a general management plan for the NRA, and will perform the following roles:

a. Advise on the appropriate functions and uses of the NRA (such as identifying natural areas, recreation areas, and the types of facilities to be developed); and

b. Advise on site selection for acquisition.

(Beaches, Parks and Recreation, Forester and Fire Warden, Regional Planning, Small Craft Harbors, Museum of Natural History) (Policy 26)

LAND USE ELEMENT

RECOMMENDED ACTION PROGRAM

III-1. Complete and adopt community and/or areawide plans now being developed for the following unincorporated communities:

a. Antelope Valley

b. Malibu/Santa Monica Mountains

c. Rowland Heights

d. West Hollywood

e. Santa Clarita Valley update

(Regional Planning) (Policies 7 - 16)

III-2. Prepare Local Coastal Programs for Malibu, Marina del Rey, El Porto, Los Alamitos, and Santa Catalina Island, coordinating closely with the Coastal Commission, affected cities and County departments. (Regional Planning, Small Craft Harbors) (Policies 7 - 16)

III-3. Complete a community planning study in the Diamond Bar area with the assistance of the Diamond Bar Municipal Advisory Council and the Diamond Bar Homeowners Association. Coordinate this study with the City of Pomona and San Bernardino County. (Regional Planning) (Policies 7 - 16)

III-4. Prioritize, adopt, and effectuate detailed plans and programs for the following neighborhoods in East Los Angeles (Belvedere, Belvedere Gardens, City Terrace, Eastmont, Laguna, Marvilla, Montebello Park) as a major step in implementing the adopted community plan; (Regional Planning) (Policies 7 16)

III-5. Assist in the development and implementation of a specific plan for an East Los Angeles Cultural Theme Center with the assistance of community advisory groups and organizations. (Regional Planning) (Policies 7 - 16)

III-6. Develop a coordinated process for the preparation, adoption and implementation of local land use and revitalization plans for communities within the noise impact area of Los Angeles International Airport. Such plans will:

a. Encompass portions of the communities of Lennox, Del Aire and Watts/Willowbrook, as well as portions of the Cities of Inglewood, Hawthorne, El Segundo and Los Angeles;

b. Be prepared in close cooperation with local city representatives and the Los Angeles Department of Airports; and,

c. Constitute refinements of General Plan land use and development policy.

(Regional Planning, Community Development) (Policies 7 - 19 and 30 - 31)

III-7. Prepare neighborhood development plans and programs for unincorporated areas in South Central Los Angeles and the Compton area. These programs will emphasize improving neighborhood design; increasing the supply of adequate housing; increasing job opportunities and accessibility to employment centers; and, improving the effectiveness of service delivery. Consideration should also be given to coordinating this program with the cities in the area. (Regional Planning, Community Development, Housing Authority) (Policies 7 - 16 and 30 - 31)

III-8. Prepare a detailed plan and program for the design and development of the Santa Monica Boulevard corridor in West Hollywood in close cooperation with the Cities of Beverly Hills and Los Angeles. (Regional Planning) (Policies 7 - 16 and 30 - 31)

III-9. Assist in the preparation of a program to encourage agricultural production within significant agricultural resource areas in cooperation with farming interests, resource conservation districts, the County Agricultural Commissioner and interested State and federal agencies. (Regional Planning, Agricultural Commissioner) (Policies 18 and 19)

III-10. Establish the land use component of the General Plan Monitoring System. The objectives of this component shall be: (1) to evaluate the cumulative effects of development proposals in unincorporated areas; and (2) to evaluate new development, infilling and revitalization activity in relation to Plan objectives and strategies. (Regional Planning, Data Processing) (Policies 23 - 25)

III-11. Initiate an inventory of existing lots of record within unincorporated areas designated as Non-Urban by the County of Los Angeles General Plan, and evaluate the potential cumulative impacts associated with future development of such existing parcels. (Regional Planning) (Policies 7 - 19)

III-12. Review alternative programs designed to mitigate potential adverse impacts associated with the development of existing substandard parcels. (Regional Planning) (Policies 7 - 19)

III-13. Adopt and implement appropriate regulatory mechanisms designed to ensure that development proposed for existing substandard parcels occurs in a manner consistent with General Plan policy. (Regional Planning) (Policies 7 - 19)

III-14. Ensure that potential cumulative impacts are considered and mitigated where feasible in the issuance of Conditional Certificates of Compliance. (Regional Planning) (Policies 7 - 19)

III-15. Investigate the feasibility of employing a Transfer of Development Rights concept as a means of implementing General Plan policies pertaining to the conservation of agricultural and open space lands, the preservation of environmentally sensitive areas, the protection of cultural and historical sites, and the mitigation of potential cumulative impacts associated with the development of existing substandard parcels. (Regional Planning) (Policies 7 - 19)

III-16. Investigate the exercise of the community redevelopment authority in addressing and resolving the substandard lot subdivision problem, which would include the identification of candidate redevelopment areas and preparation of specific redevelopment plans. (Regional Planning, Department of Community Development, County Engineer-Facilities) (Policies 7 - 19)

III-17. Amend the zoning ordinance to provide appropriate development standards for unincorporated areas with clusters of substandard lots. First priority should be given to Twin Lakes and Monte Nido. (Regional Planning) (Policies 7 - 16)

III-18. Initiate a comprehensive review and update of the County's development codes (zoning and subdivision ordinances) and make appropriate amendments to the building and grading codes. (Regional Planning, County Engineer-Facilities) (Policies 23 25)

III-19. Achieve and maintain consistency between zoning and the goals, objectives, policies, and programs of the General Plan. In order to accomplish this objective, the following measures are recommended:

a. Adopt enabling ordinances to implement the open space and special management provisions of the Plan;

b. If necessary, apply urgency zoning to properties falling within the open space and special management designations;

c. Undertake necessary amendments to the zoning map to bring it into consistency with adopted current community and areawide plans; and,

d. As new community and areawide plans are adopted, amend the zoning map to achieve consistency.

(Regional Planning) (Policies 23 - 25)

III-20. Amend the County regulations (including the zoning ordinance) to allow increased densities as a means of encouraging low and moderate income housing. (Regional Planning) (Policy 23)

III-21. Amend the zoning ordinance to provide for reduced parking requirements when employers provide for van and carpooling, private transit or other measures which reduce the need for employee parking. (Regional Planning) (Policy 21)

III-22. Amend the zoning and subdivision ordinances and building and grading codes to implement the intent of the special management areas policies (see Recommended Action II-1 of the Conservation and Open Space Element). (Regional Planning, County Engineer-Facilities, Road Department, Flood Control District) (Policies 7 - 16, 17 - 23)

III-23. Amend the zoning ordinance to allow for mixed residential, commercial and/or industrial uses in appropriate locations subject to design and environmental review by the Regional Planning Commission. (Regional Planning) (Policy 23)

III-24. Mount a major effort to enforce the zoning ordinance giving high priority to areas in need of revitalization and heavy maintenance. (Regional Planning) (Policies 1 - 6)

III-25. Review and revise as necessary the subdivision ordinance to assure that minor land division procedures provide for the identification of potential cumulative effects and establish the necessary conditions and safeguards to mitigate adverse environmental impacts. (Regional Planning) (Policy 16)

III-26. Support the review of State legislation and initiate revisions as necessary to modernize the regulations pertaining to land divisions. (Regional Planning) (Policy 16)

III-27. Expand the procedure for County review and evaluation of proposed city tax increment redevelopment projects. In addition to evaluating the fiscal impact on taxing jurisdictions, the procedure should include guidelines for determining whether the project furthers the goals and objectives of the County General Plan. (Regional Planning, Chief Administrative Officer) (Policies 30 - 31)

III-28. Establish a process within adopted city spheres of influence whereby affected cities would be able to input directly into the land use decision making process. This process could include:

a. Amending the Subdivision Ordinance to include a city representative as an ex officio member of County Subdivision Committee when a proposed land division falls within that city's adopted sphere of influence; and,

b. Amending the Zoning ordinance to require that a finding be made as to a city's plan policy and zoning for projects subject to rezoning, variance or permit within that city's adopted sphere of influence.

(Regional Planning) (Policies 30 - 31)

III-29. Develop in cooperation with League of California Cities, the Contract Cities Association, the Independent Cities Association, the area planning councils and adjacent counties, a program for improving interjurisdictional coordination of planning. This program should address such matters as:

a. Defining planning issues of countywide or regional significance;

b. Determining an appropriate process for resolving interjurisdictional land use conflicts.

c. Identifying planning projects where maximum benefit would be achieved by joint city/County participation; and,

d. Developing agreements whereby development proposals of countywide or regional significance would be voluntarily submitted to affected jurisdictions for review and comment.

(Regional Planning) (Policies 30 and 31)

HOUSING ELEMENT

RECOMMENDED ACTION PROGRAM

The Housing Element identifies problems and opportunities as a basis for establishing action recommendations that can make adequate and affordable housing available for all residents of Los Angeles County. The following actions emphasize incentives and inducements, rather than restrictive regulatory controls, as the means of stimulating increased private investment in both the development and maintenance of low- and moderate-income housing. Successful implementation of these actions will be highly dependent upon the availability of Federal and State housing assistance as well as the mutual cooperation of local governments and the private sector.

Housing Quantity

IV-1. Investigate the feasibility of issuing tax-exempt revenue bonds, such as the Marks-Foran Residential Rehabilitiation Act and Senate Bill 99, to provide low-interest rehabilitation and construction loans. This investigation should include an analysis of instititional mechanisms to administer and monitor the effectiveness of these bonds, such as a County Housing Finance Agency. (Chief Administrative Officer, Community Development, Housing, Authority, Treasurer and Tax Collector, Regional Planning) (Policies 1, 2, 4, 5, 7 and 8)

IV-2. Undertake a coordinated search for suitable sites for low- and moderate-income housing. This should include: (1) surplus and abandoned schools sites, (2) other surplus or abandoned public and institutional properties, and (3) tax-delinquent properties. (Community Development, Housing Authority, Regional Planning) (Policies 1, 6 and 15)

IV-3. Develop a procedure for selling or leasing land at less than market value for the purpose of developing low- and moderate-income housing. (Community Development, County Engineer-Facilities, Housing Authority, Small Craft Harbors, County Counsel, Regional Planning) (Policies 1,2,15, 19, 24 and 26)

IV-4. Encourage savings and loan associations to pursue joint venture housing developments with local non-profit and limited dividend housing sponsors. (Community Development, Regional Planning) (Policies 2, 8, 23 and 25)

IV-5. Work with HUD to establish a funded program to provide mortgage insurance for construction of affordable multi-family housing. (Community Development) (Policies 1, 17 and 24)

IV-6. Investigate the possibility of utilizing sites within older commercial strips for the location of new housing units. While imaginative design would be necessary to mitigate noise, these new units could break up the strip commercial pattern, provide convenient access to shops and stores, and strengthen the economic viability of the commercial areas. (Community Development, Housing Authority, Regional Planning) (Policies 1 and 6)

IV-7. Consider amendments to County ordinances and policies for the inclusion of significant amounts of both low- and moderate-income housing in some or all residential developments through inclusionary zoning and/or other comparable measures. (County Counsel, Regional Planning) (Policies 1, 2, 3, 21, 31 and 33)

IV-8. Support increased mortgage limits and extended loan terms for the Cal-Vet loan program. (Chief Administrative Officer, Community Development, Regional Planning) (Policies 1, 7 and 17)

IV-9. Support use of eminent domain to foster re-use of abandoned housing units. (Community Development, County Engineer-Facilities, County Counsel, Regional Planning) (Policies 5, 7 and 20)

IV-10. Modify necessary codes and ordinances to facilitate the conversion of obsolete non-residential structures to residential uses, wherever appropriate. (County Engineer-Facilities, Forester and Fire Warden, Health Services, County Counsel, Regional Planning) (Policy 6)

IV-11. Encourage the use of pension program funds as investments in construction and rehabilitation of affordable housing. (Chief Administrative Officer) (Policies 2, 8 and 32)

IV-12. Continue to support a Los Angeles County interdepartmental technical advisory group (Housing Task Force) which develops and expedites County housing programs and provides technical information to non-profit, limited dividend or individual sponsors of low- and moderate-income housing (new construction or rehabilitation). (Community Development, Housing Authority, Regional Planning) (Policies 2, 14, 15, 16, 19, 21, 26, 30 and 33)

Housing Quality

IV-13. Modify or add provisions to existing County codes and standards, that would facilitate rehabilitation and revitalization activities, thereby encouraging reinvestment in older urban areas. (County Engineer-Facilities, Health) (Policies 8, 9, 20 and 33)

IV-14. Develop a flexible code enforcement program based on the needs of individual communities. Such enforcement should be accompanied by financial assistance programs for low-

and moderate-income persons. (County Engineer-Facilities, Health Services, Forester and Fire Warden, Regional Planning) (Policies 5, 8, 10 and 33)

IV-15. Increase the share of Community Development funds to Los Angeles County for low- and moderate-income housing and residential rehabilitation and provide bonus funds to local communities (particularly smaller cities) that actively commit themselves to the provision of low- and moderate-income housing. (Community Development, Housing Authority, Chief Administrative Officer, Regional Planning) (Policies 7, 17 and 22)

IV-16. Use Community Development Block Grants funds to provide direct cash rebates to low- and moderate-income households for major repairs of owner-occupied structures. (Community Development) (Policies 5, 8, 17, 20 and 33)

IV-17. Determine and implement the most productive method of utilizing deposits of Community Development Block Grant funds, in addition to other local, State and federal funds, as leverage to increase private funds available for housing development and rehabilitation loans. (Chief Administrative Office, Community Development) (Policies 2, 8, 17, 24 and 26)

IV-18. Coordinate capital improvement plans, placing a priority on providing improvements in older, deteriorating areas as a means of stimulating private reinvestment. (Chief Administrative Officer, County Engineer-Facilities, Community Development, Regional Planning) (Policies 8, 11, 13 and 14)

IV-19. Support establishment of local housing improvement programs that would employ neighborhood youth, retired and unemployed persons to provide maintenance, repair, and landscaping services to low- and moderate-income owner-occupants at minimal cost. The program could be financed by CETA, Community Develop-

ment Block Grant and/or general operating funds. (Community Development) (Policies 8, 12, 18 and 27)

IV-20. Promote programs to provide rehabilitation loans for rental apartment buildings with interest rate and repayment schedule based on owner's income. These loans should be contingent upon the owner making a specified number of units available to low- and moderate-income persons. (Community Development) (Policies 7 and 33)

IV-21. Seek implementation of the Urban Homesteading Program in Los Angeles County as a means of encouraging reinvestment in older urban areas. (Community Development) (Policies 5, 7, 8 and 17)

Housing Opportunity

IV-22. Aggressively pursue all available housing assistance funds from both Federal and State agencies in order to maximize the potential of those programs (In 1980, the major programs active and successful in addressing housing needs are Section 8 new construction and rental assistance, Section 312 rehabilitation loans, and Section 202 elderly or handicapped housing financing, as well as CDBG and CHFA funding. Housing Authority, Community Development) (Policies 7 and 17)

IV-23. Establish an information and counseling program that will advise and assist low- and moderate-income homeowners and renters in the areas of money management, housing selection, affirmative marketing and lending requirements, purchase procedures, property care and maintenance, home management, buying/renting, lease provisions, energy conservation and availability of housing subsidy programs. (Consumer Affairs, County Counsel, Community Development, Housing Authority) (Policies 12 and 27)

IV-24. Establish a central point within the County for the collection, maintenance and evaluation of data on housing development patterns to aid in the distribution of low- and moderate-income housing throughout the County. (Regional Planning) (Policies 1, 15, 16, 19, 21, 24, 26, 31 and 33)

IV-25. Urge the financial sector to develop and test new mortgage instruments, such as graduated monthly payments and mortgages or rehabilitation/purchase combination loans, that can increase the opportunity for homeownership. (Chief Administrative Officer, Community Development, Regional Planning) (Policiy 23)

IV-26. Include in the "General Plan Monitoring System" measures both to evaluate the effectiveness of housing policies and programs and to provide background for updating the Housing Element. Incorporate the following measures: demolitions, construction, rehabilitation, densities, assisted units, loans, costs, abandonment, incomes, housing and community conditions and vacancy rates. (Community Development, Housing Authority, Human Relations, County Engineer-Facilities, Assessor, Treasurer and Tax Collector, Regional Planning) (Policies 16 and 19)

IV-27. Support legislation placing a constitutional amendment on the General Election ballot to repeal Article 34 (requiring referendum approval for government-owned low-income housing). Until Article 34 is repealed, initiate referenda sufficient to authorize public ownership of additional low-income, elderly and family housing. (Chief Administrative Officer) (Policies 1, 17, 24 and 26)

IV-28. Encourage the cities of Los Angeles County to establish and maintain Housing Authorities or to contract with the County's Housing Authority for services. (Housing Authority) (Policy 22)

IV-29. Monitor the effectiveness of the County policy ("Resolution Concerning Fair Housing in the County of Los Angeles," adopted November 9, 1976) to eliminate discrimination in sales, rental, and financing of housing; amend if necessary. (Human Relations, County Counsel) (Policies 19 and 25)

IV-30. Continue to enforce the current rent control measure that provides emergency relief from the combined effects of a highly speculative housing market and abnormally low vacancy rate, until the supply and price of housing returns to normal market conditions. (Community Development, Small Craft Harbors, County Counsel, Regional Planning) (Policy 24)

IV-31. Modify the County Subdivision Ordinance No. 4478 and Zoning Ordinance No. 1494 as necessary to establish specific standards for condominiums and stock cooperatives, and to include special criteria for review of conversion applications and provisions for tenant relocation assistance, during periods when there is a severe shortage of rental apartments. In the process of preparing ordinance modifications, the Department of Regional Planning will consider other possible methods for addressing this problem, such as:

a. Prohibiting conversion or structures currently rented to a significant proportion of lower income households;
b. Prohibiting all conversions during the time periods when the estimated vacancy rate is below a specified percentage of all housing; and,
c. Limiting the number of converted units to the number of assisted housing units produced during a specified time period.

(County Counsel, Regional Planning) (Policy 29)

Housing Cost

IV-32. Amend County regulations to permit increased housing density bonuses as a means of encouraging development of deconcentrated low- and moderate-income housing that is compatible with adjacent development. Establish provisions to maintain this housing for low- and moderate-income persons. (County Counsel, Regional Planning) (Policies 21 and 33)

IV-33. "Pre-package" project approvals and provide separate and expedited processing for projects containing low- and moderate-income housing. (County Engineer-Facilities, Community Development, Housing Authority, Road Department, Parks and Recreation, Flood Control, Regional Planning) (Policy 30)

IV-34. Review County zoning, subdivision and building ordinances for possible modification to remove provisions that add to the cost of construction without making a significant contribution to health, safety and welfare; consider relating requirements to the environmental characteristics of coast, inland, mountain, desert and hazard areas. Imaginative design should be encouraged with built-in incentives. (County Engineer-Facilities, Health Services, Road Department, Forester and Fire Warden, Regional Planning) (Policies 30 and 31)

IV-35. Establish a "Los Angeles County Committee on Affordable Housing" drawn form both the public and private sectors, including public agencies, builders, citizen groups, financial institutions and non-profit housing groups. Such a group could be advisory to the Regional Planning Commission and facilitate effectuation of the Housing Element by coordinating all affected parties and serving as a "clearing-house" for information on funding and available sites. (Regional Planning) (Policies 2, 8, 15, 16, 19, 23, 28, 32 and 34)

IV 36. Support the establishment of a State level building materials and methods testing laboratory to encourage innovative construction techniques. (Chief Administrative Officer, County Engineer-Facilities) (Policy 34)

IV-37. Support legislation to eliminate the limits on loans insured under federal mortgage insurance programs. (Chief Administrative Officer, Community Development, Housing Authority, Regional Planning) (Policy 17)

IV-38. Support efforts to amend the California Environmental Quality Act to exempt residential development in built-up urban areas that is consistent with an adopted plan for which an Environmental Impact Report has been prepared. (Chief Administrative Officer) (Policies 30 and 31)

IV-39. The County will consider the feasibility of increasing the tax on profits from the sale of real property held by an owner for only a short period of time and simply for speculative purposes. (County Counsel, Treasurer-Tax Collector, Regional Planning) (Policies 8 and 28)

IV-40. Study means of establishing energy conservation standards (heat gain/loss and energy budget) for residential construction. (County Engineer-Facilities, Road Department, Regional Planning) (Policy 34)

IV-41. Adopt design guidelines to be used in encouraging passive solar use in new subdivisions. (County Engineer-Facilities, Regional Planning) (Policy 34)

TRANSPORTATION ELEMENT

RECOMMENDED ACTION PROGRAM

V-1. Review transportation-related capital improvement programs for consistency with General Plan policies. (Regional Planning) (Policies 1 and 5)

V-2. Continue to plan, design and construct bikeway facilities for recreational and transportation needs. (Regional Planning, Road) (Policy 3)

V-3. Establish ongoing liaisons with community groups to identify transportation needs and problems and assist in their resolution. (Regional Planning) (Policy 4)

V-4. Promote centers development that integrates residential, commercial and industrial land use; and encourages a reduction in the frequency and length of trips. (Regional Planning) (Policies 1, 5 and 25)

V-5. Initiate a study to evaluate the joint development potential around proposed transitway stations. (Regional Planning) (Policy 5)

V-6. Amend existing implementation ordinances to incorporate public transportation facility standards for new development including bus turn outs, shelters, etc. (Road Department, Regional Planning) (Policy 5)

V-7. Amend zoning and subdivision ordinances to make proximity to public transportation service one of the criteria in the evaluation of high density or transit dependent proposals. (Regional Planning) (Policies 2, 5 and 9)

V-8. Support efforts by transit operators to expand the existing bus fleet, replace aging buses and renovate and expand fixed facilities. (Regional Planning) (Policy 7)

V-9. Work toward the development, adoption and implementation of a consensus regional transit development program that is within the ability of the region to finance and operate. (Board of Supervisors, Regional Planning, Road) (Policies 6, 10 and 11)

V-10. Urge transit operators to maintain a minimal transit fare structure by maximizing federal and State operational subsidies and by encouraging financial support by local jurisdictions. (Board of Supervisors) (Policy 10)

V-11. Support efforts of the County Transportation Commission's Service Coordination Committee to improve interjurisdictional transfer service and coordination among transit districts. (Board of Supervisors, Regional Planning) (Policies 15 and 41)

V-12. Encourage transit operators to expand cost-effective park-and-ride programs in an attempt to persuade auto commuters to switch to public transportation. (Board of Supervisors, Regional Planning, Road) (Policies 7 and 25)

V-13. Encourage transit operators to improve and coordinate public transit passenger information systems and services. (Board of Supervisors, Regional Planning, Road) (Policy 7)

V-14. Support the Los Angeles County Transportation Commission's program to perform periodic performance audits of transit operators in an effort to maximize services at minimum costs. (Board of Supervisors) (Policy 10)

V-15. Improve bus movement on urban streets by such means as signal preemption devices, preferential lanes and restricted auto turning movements. (Road) (Policy 7)

V-16. Assist cities and communities in their planning and development of local circulation transit systems. (Regional Planning, Road) (Policy 8)

V-17. Support policies adopted by transit operators to provide specialized bus service for the handicapped and elderly, including procedures and programs to reduce or eliminate barriers and increase the number of fully accessible vehicles in the transit and paratransit fleets. (Board of Supervisors) (Policies 2 and 9)

V-18. Endorse bus programs to provide more efficient service and greater coverage by improved scheduling and routing. (Board of Supervisors) (Policies 2 and 7)

V-19. Encourage commercial enterprises to offer off-peak transit usage incentives, including subsidized fares, special merchandise discounts, etc. for transit riders. (Board of Supervisors) (Policies 7 and 10)

V-20. Encourage agencies to seek demonstration project funds to determine the feasibility of jitney, group taxi and paratransit service. (Board of Supervisors) (Policy 8)

V-21. Encourage employers to give free or discounted bus passes to their employees to promote greater use of public transit for home-to-work trips. (Board of Supervisors, Regional Planning) (Policies 10 and 25)

V-22. Support rail transit or exclusive bus/HOV lane facility improvements in high demand corridors. (Board of Supervisors) (Policies 6 and 11)

V-23. Promote a cooperative agreement with Caltrans and Amtrak to utilize existing railroad lines for commuter rail service. (Board of Supervisors) (Policies 13, 15 and 27)

V-24. Encourage the expansion of existing intercity rail passenger service, including new equipment, expanded schedules, weekend express service, station improvements, reduced travel times and special fares. (Board of Supervisors) (Policy 27)

V-25. Study the feasibility and organizational structure required to establish an appeal body for citizen inputs concerning bus service, etc. (Board of Supervisors) (Policy 4)

V-26. Support high occupancy vehicle (HOV) programs such as:

- Computerized carpool, vanpool, club buses and subscription bus match-ups. (Board of Supervisors) (Policies 13 and 25)

- Employer sponsored programs to encourage ridesharing, such as preferred carpool parking. (Board of Supervisors) (Policies 13 and 25)

- Preferential freeway ramp meter bypass lanes for high occupancy vehicles. (Board of Supervisors) (Policies 13 and 19)

V-27. Support implementation of programs to spread peak traffic hours, such as staggered work hours and flextime, particularly where it would impact heavily traveled corridors. (Board of Supervisors) (Policies 13 and 18)

V-28. Continue implementation of the Uniform Traffic Control program to increase highway uniformity, capacity and safety. (Road) (Policies 13 and 19)

V-29. Implement a traffic management program to obtain maximum efficiency of the existing system with such programs as areawide interconnected traffic signal systems and necessary street improvements to reduce traffic bottlenecks. (Road) (Policies 13 and 19)

V-30. Develop coordinated parking management plans, including provision for off-street parking in high activity centers such as central business districts, places of public assembly and congested beach areas, and restrictions on street parking on heavily traveled routes during peak periods. (Regional Planning, Road) (Policies 13, 17 and 19)

V-31. Support Caltrans' program to construct Route 105 (Century) (with provisions for a transitway facility) and Route 30 (Foothill Extension) freeways. (Board of Supervisors, Regional Planning, Road) (Policy 14)

V-32. Instruct Caltrans to construct Routes 138 (Metropolitan By pass), 48 (Lancaster), 126 (Santa Clara River) and Palmdale Airport access, in stages, utilizing expressway standards and existing facilities wherever appropriate. Full freeway conversion should follow as the need develops. (Board of Supervisors) (Policies 14 and 16)

V-33. Support Caltrans' program to complete the missing links of the Routes 91 (Artesia), 7 (Long Beach), 47 (Industrial) and 90 (Marina) freeways. (Board of Supervisors, Regional Planning, Road) (Policy 14)

V-34. Encourage employers to remove parking cost subsidies provided to their auto-commuting employees. (Board of Supervisors, Regional Planning) (Policies 17 and 25)

V-35. Restrict peak hour truck deliveries in heavily congested areas. (Regional Planning, Road) (Policy 19)

V-36. Investigate the implementation of parking surcharges in highly congested areas in an attempt to encourage increased ridesharing. (Regional Planning, Road) (Policies 17 and 25)

V-37. When implementing highways in Significant Ecological Areas and Hillside Management Areas, emphasize environmental and ecological sensitivity in the design and consult with all appropriate County departments and agencies. (Road) (Policies 21, 22 and 23)

V-38. Prior to the undertaking of any new construction on existing or proposed highways in Significant Ecological Areas: (a) review and substantiate the need for construction and (b) investigate alternative alignments or appropriate mitigation measures and implement if feasible. If no feasible alternative alignment or measure exists, and the highway is deemed essential, the project shall be performed in the most environmentally sensitive manner practical. (Regional Planning, Road) (Policies 21, 22, and 23)

V-39. Amend existing implementation ordinances to reflect the new Limited Secondary Highway classification. (Regional Planning) (Policies 1 and 22)

V-40. Develop public information and education programs on transportation-related actions which people can take to make air quality, noise and energy improvements through individual effort. (Regional Planning) (Policies 4, 21 and 26)

V-41. Support noise mitigation measures identified in the Noise Element including noise abatement adjacent to airports, freeways and rail lines. (Regional Planning, Road) (Policies 21 and 32)

V-42. Develop transportation facilities that are consistent with the Scenic Highway Element; give special emphasis to esthetics in the planning, design and construction of public facilities within scenic corridors. (Regional Planning, Road) (Policy 21)

V-43. Monitor and report on countywide vehicle miles traveled (VMT), vehicle speed, vehicle emissions, average auto occupancy,

vehicle accidents, carpool participation and transit ridership. (Regional Planning, Road) (Policies 21, 25 and 26)

V-44. Encourage the South Coast Air Quality Management District (SCAQMD), Air Resources Board (ARB) and Environmental Protection Agency (EPA) to establish emission controls for off-road vehicles, aircraft, railroads and marine vessels. (Board of Supervisors) (Policies 22 and 24)

V-45. Support mandatory vehicle inspection and maintenance programs for light-duty vehicles as one method of achieving the objectives for air quality improvements. (Board of Supervisors) (Policies 22 and 24)

V-46. Create a coordinating committee of beach cities, the County and other governmental agencies for the purpose of establishing effective planning, legislative, informational and other programs to deal with the increasing recreational activities along the coast. (Board of Supervisors, Beaches, Parks and Recreation, Regional Planning, Road, Sheriff, Small Craft Harbors) (Policies 20, 22 and 41).

V-47. Study the feasibility of auto control zones in high activity centers such as central business districts, places of public assembly and congested beach areas which are served by public transit. (Regional Planning, Road) (Policies 13, 20 and 25)

V-48. Provide fair and adequate compensation and relocation assistance for persons and businesses displaced by the expansion or construction of transportation facilities. (Road) (Policy 22)

V-49. Support continuation of the 55 miles per-hour speed limit in an effort to conserve energy and reduce traffic accidents and fatalities. (Board of Supervisors, Road) (Policies 13 and 26)

V-50. Develop a transportation contingency plan, outlining energy saving strategies to be implemented in the event of an energy crisis. (Regional Planning, Road) (Policies 26 and 29)

V-51. Direct the County purchasing agent to minimize energy consumption and air pollution characteristics of the vehicle fleet by obtaining high fuel economy and low polluting vehicles. (Mechanical, Purchasing and Stores) (Policies 24 and 26)

V-52. Monitor the progress of advanced technology propulsion systems and vehicles, such as the electric car, hydrogen car, steam, gas turbine, diesel and stratified charge engines, etc., and acquire selected vehicles for demonstration and evaluation. (Mechanical, Regional Planning) (Policies 12, 24 and 28)

V-53. Initiate a vanpooling program for County employees. (Personnel, Mechanical) (Policies 13, 25 and 26)

V-54. Initiate educational programs to make the general public aware of energy conserving driving habits. (County Energy Commmission) (Policies 4 and 26)

V-55. Encourage major railroads to explore means of improving intermodal transfers at railroad terminals, particularly with truck transport including containerized cargo handling. (Board of Supervisors) (Policies 15 and 27)

V-56. Locate future industrial land reserves adjacent to railroad spur lines so that direct service by rail becomes feasible. (Regional Planning) (Policies 5 and 27)

V-57. Encourage increased and safe use of pipelines for the efficient and economic shipment of appropriate goods and commodities. (Board of Supervisors) (Policy 26)

V-58. Urge transportation agencies to include safety and security as major considerations in the design of transit, highway, bicycle and pedestrian facilities. (Board of Supervisors, Regional Planning, Road) (Policies 15, 21 and 30)

V-59. Encourage the Metropolitan Transportation Engineering Board to maintain the Disaster Route Plan to provide for coordinated resumption of vehicular access throughout the County following disasters. (Board of Supervisors, Road) (Policy 30)

V-60. Continue to give emphasis to seismic safety considerations in the design and construction of transportation facilities. (Road) (Policy 30)

V-61. Implement appropriate actions identified in the report on transportation of hazardous materials developed by the Los Angeles County Road Department such as revising traffic ordinances to insure that hazardous cargos are not parked in residential areas. (Board of Supervisors, Road) (Policy 31)

V-62. Continue to support development of the Palmdale Airport by the Los Angeles City Department of Airports. (Board of Supervisors) (Policy 34)

V-63. Support the Los Angeles City Department of Airports' plans to improve internal circulation and access at Los Angeles International Airport. (Board of Supervisors) (Policy 33)

V-64. Encourage transit operators to provide adequate service to special purpose centers such as parks, sporting events, airports, beaches, etc. (Board of Supervisors) (Policies 20 and 33)

V-65. Encourage the air transport industry to eliminate unnecessary duplication of services in an effort to increase airline loading factors. (Board of Supervisors, County Aviation Commission, County Engineer-Facilities) (Policy 26)

V-66. Investigate the feasibility of acquiring Reeves Field as a general aviation airport. (County Aviation Commission, County Engineer-Facilities) (Policy 34)

V-67. Encourage the decentralization of aviation passenger terminals and baggage handling facilities in an effort to reduce congestion at existing air terminals. (County Aviation Commission, County Engineer-Facilities) (Policy 34)

V-68. Develop airport land use compatibility standards and administrative procedures and coordinate with the cities to assure conformance. (County Airport Land Use Commission, Regional Planning) (Policies 21 and 32)

V-69. Investigate the feasibility and desirability of providing additional small craft harbors and utilizing existing harbor areas for expansion of recreational boat berthing and public landings. (Small Craft Harbors, Regional Planning) (Policy 37)

V-70. Investigate the feasibility of developing a harbor of refuge on the Malibu coast for emergency mooring. (Regional Planning, Small Craft Harbors) (Policy 37)

V-71. Support the efforts of the Los Angeles City Harbor Department and the Long Beach City Harbor Department to secure federal funding to deepen their ports in order to accommodate deep draft vessels. (Board of Supervisors) (Policies 35 and 36)

V-72. Support the increased use of containerized cargo for the safe and efficient movement of goods. (Board of Supervisors) (Policies 26 and 36)

V-73. Promote and support the amendment or elimination of those funding distribution formulas and special purpose transportation programs that perpetuate the donor status of Los Angeles County. (Board of Supervisors, Road) (Policy 40)

V-74. Promote and support the establishment of direct federal aid program funding and post-audit review to eliminate unnecessary and costly delays in the development or operation of transportation facilities. (Board of Supervisors, Road) (Policies 38 and 40)

V-75. Promote and support adjustment of the gasoline tax and other transportation-related revenues to provide sufficient funds to counter the effect of inflation on construction and maintenance costs. (Board of Supervisors, Road) (Policy 39)

V-76. Investigate, in concert with the County Transportation Commission and other regional agencies, various funding mechanisms for financing a countywide transitway system, including bonding, value capture and benefit assessment. (Regional Planning) (Policy 39)

V-77. Encourage the County Transportation Commission to reduce the number of special purpose agencies providing transportation services, in order to curtail duplication of effort and inefficient use of limited funds. (Board of Supervisors) (Policies 38 and 41)

V-78. Encourage the federal government to delegate to the cities and County more authority for project selection, administration and implementation of federally-assisted transportation programs. (Board of Supervisors, Road) (Policy 41)

V-79. Support the County Transportation Commission (CTC) in its efforts to finance the countywide multimodal transportation corridor system, in cooperation with the County, cities, SCAG and the State. (Board of Supervisors) (Policies 6 and 41)

WATER AND WASTE MANAGEMENT ELEMENT

RECOMMENDED ACTION PROGRAM

VI-1. Initiate legislation which will permit the County to establish and enforce minimum levels of service and water quality applicable to all operating agencies within the County. (Board of Supervisors, Chief Administrative Office, County Counsel, County Engineer-Facilities, Flood Control District, Forester and Fire Warden, Health Services) (Policies 1 and 3)

VI-2. Develop consistency among the State and federal regulatory agencies' water and waste standards and criteria, and attempt to eliminate overlapping authority. (County Counsel, County Engineer-Facilities, Sanitation Districts) (Policies 1 and 2)

VI-3. Review for General Plan conformity all construction proposals for water and waste management facilities and reject those which are not consistent with the General Plan. (Chief Administrative Officer, Regional Planning) (Policies 13 and 14)

VI-4. Request federal and State agencies to deny water and waste management grants or projects that encourage urban development inconsistent with the General Plan. (Board of Supervisors) (Policies 13 and 14)

VI-5. Direct all County operating agencies to update and enforce criteria and standards for their services, facilities and products. (Board of Supervisors, County Engineer-Facilities, Sanitation Districts) (Policy 1)

VI-6. Require County special districts and agencies providing urban services to annually submit five-year capital improvement programs including schedules for maintenance of facilities, in order that their cumulative effect can be evaluated and coordinated. (Board of Supervisors, Chief Administrative Officer) (Policies 2 and 13)

VI-7. Encourage public agencies to obtain public input through such devices as community meetings, prior to Regional Planning Commission approval of site acquisition and/or final design of water and waste management sites and facilities. (Regional Planning) (Policy 22)

VI-8. Monitor Plan effectuation approvals within the unincorporated area of the County and evaluate their cumulative impact on water and waste management service and facilities. (County Engineer-Facilities, Regional Planning, Sanitation Districts) (Policies 5, 13 and 14)

VI-9. Require that all Environmental Impact Reports for proposed developments such as, but not limited to, requests for zone change and for approval of the division of land or structures, as defined by the Subdivision Ordinance, include projections for the consumption of potable and (where feasible) reclaimed water, and for the generation and disposal of liquid and solid wastes. (Regional Planning) (Policies 2, 13, 14, 15, 16, 19 and 25)

VI-10. Establish criteria and standards of water availability for fire suppression, which recognize structural differences between industrial, commercial, residential and multi-residential buildings as well as variations in topography and natural vegetation, or lack thereof. Consideration should also be given to the use, storage, and transmission of reclaimed water for fire suppression, and to the chemical effect of reclaimed water, if any, on fire suppression equipment. (Forester and Fire Warden, County Engineer-Facilities, Flood Control District) (Policies 1, 3 and 13)

VI-11. Seek funding for the acquisition of additional spreading grounds. (Flood Control District) (Policy 6)

VI-12. Promote acquisition of additional water for aquifer replenishment. (County Engineer-Facilities, Flood Control District, Sanitation Districts) (Policies 2, 6 and 25)

VI-13. Acquire for County ownership or operation only new vehicles that use unleaded petroleum fuels (to help protect water quality as well as air quality). (Board of Supervisors, Mechanical) (Policies 18 and 19)

VI-14. Require the installation of low flow or restricted flow plumbing in all new construction. (Board of Supervisors, County Engineer-Facilities) (Policy 21)

VI-15. Make available lists of native and domestic vegetation classified by the demand of plants for water. (Agricultural Commissioner, Arboretum) (Policy 25)

VI-16. Establish a flood control and water conservation district for the northern portion of the County not within the existing flood control district. (Board of Supervisors) (Policy 25)

VI-17. Identify storm water pollutants and their sources to improve water quality control. (Flood Control District) (Policies 18 and 19)

VI-18. Require riparian property owners to restrict run-off and sheet overflow in a manner adequate to prohibit such flow from transporting the manure of domestic animals into water courses. (County Engineer-Facilities, Health Services, Regional Planning) (Policies 18 and 19)

VI-19. Investigate alternate cost-effective means to: (a) remove debris from debris basins, and (b) diminish the quantity of debris. (Flood Control District) (Policy 19)

VI-20. Investigate the use of check dams, peak flow restrictions, and other techniques and facilities for the retention of storm waters for ground water replenishment, with principal efforts directed to the Los Angeles basin. (County Engineer-Facilities, Flood Control District) (Policies 6, 20, 21, 22 and 25)

VI-21. Evaluate and implement feasible programs to protect riparian habitats which may be affected by flood control or water conservation projects. (County Engineer-Facilities, Flood Control District, Regional Planning) (Policies 4, 13, 20 and 21)

VI-22. Initiate flood plain management techniques wherever feasible, such as linear parks in lieu of channelization. (County Engineer-Facilities, Flood Control District, Parks and Recreation, Regional Planning) (Policies 5, 19, 20 and 25)

VI-23. Identify mitigation measures for the protection or enhancement of riparian habitats in Environmental Impact Reports prepared for both public and private projects. (All County Departments) (Policies 20 and 21)

VI-24. Evaluate all County owned or managed properties containing natural stream beds for possible retention in a natural state. (County Engineer-Facilities, Flood Control District, Parks and Recreation, Regional Planning) (Policies 20, 21 and 22)

VI-25. Determine the feasibility of using flood plains as recreational areas. (Flood Control District, Parks and Recreation) (Policy 4)

VI-26. Seek funding sources to improve water impoundment areas for recreational uses. (Flood Control District, Parks and Recreation) (Policy 4)

VI-27. Utilize levees adjacent to water channels for hiking and bicycle trails where feasible. (Flood Control District, Road) (Policy 4)

VI-28. Where feasible, require that subdivision plans for hillside development provide for the limitation of storm water runoff to the peak flow anticipated in the absence of development. (County Engineer-Facilities, Flood Control District, Regional Planning) (Policies 21 and 22)

VI-29. Investigate the potential for greater use of reclaimed water by industry and residences as well as for ground water replenishment wherever such use will not endanger public health. (Agricultural Commissioner, Flood Control District, Health Services, Parks and Recreation, Sanitation Districts) (Policies 6 and 25)

VI-30. Require the installation of dual water systems when and wherever feasible to achieve the maximum use of reclaimed water. (County Engineer-Facilities, Health Services, Regional Planning) (Policy 25)

VI-31. Investigate the use of reclaimed water for hydroponic farming. (Agricultural Commissioner, Health Services) (Policy 25)

VI-32. Accelerate planning and construction of water reclamation facilities to serve existing sewerage systems. (County Engineer-Facilities, Flood Control District, Sanitation Disticts) (Policies 13, 17, 18, 19 and 25)

VI-33. Pursue applications for federal and State funding to accelerate the upgrading of water reclamation and sludge removal facilities in the County. (Sanitation Districts) (Policies 17, 18, 19 and 25)

VI-34. Restrict unsewered development, otherwise consistent with the General Plan, to densities related to the capacity of the soil to accept septic tank effluent. (County Engineer-Facilities, Regional Planning) (Policies 17, 18 and 19)

VI-35. Initiate septic tank maintenance educational programs in unsewered areas. (County Engineer-Facilities, Health Services) (Policies 17 and 19)

VI-36. Investigate, and if feasible implement, the formation and operation of septic tank maintenance districts as a viable cost-effective alternative to sewerage systems to prevent ground water degradation. (County Engineer-Facilities) (Policies 17 and 18)

VI-37. Develop funding alternatives for the planning, development and operation of community sewerage systems when a need for the facility has been demonstrated. (County Engineer-Facilities) (Policies 5, 13, 17, 18 and 19)

VI-38. Assist the State geologist in his research of the County to isolate the unique geological sites required for Class I Landfills. (County Engineer-Facilities) (Policy 12)

VI-39. Initiate legislation which will minimize or eliminate the use of one-way containers of glass or metal. (Board of Supervisors, County Counsel, Sanitation Districts) (Policy 23)

VI-40. Amend the zoning ordinance to require posting of property when acquired and/or approved as a potential landfill site. (Board of Supervisors, Regional Planning) (Policies 10, 12 and 22)

VI-41. Initiate a revision of the zoning ordinance to update the current provisions and establish criteria related to waste

disposal facilities including special review procedures for all Class I Landfills, and consider the possibility of creating a special zone for Class I Landfills. (Board of Supervisors, Regional Planning) (Policies 15, 16 and 22)

VI-42. Require recordation with the County Recorder on property acquired as a landfill site to designate such use. (Board of Supervisors, Regional Planning) (Policies 10, 12 and 22)

VI-43. Require dust control treatment of all areas traversed by vehicles within the parcel boundaries, and offsite access roads, of waste disposal facilities. (Regional Planning) (Policies 19 and 22)

VI-44. Condition ministerial and discretionary grants of use permits for Class I Landfills to restrict acceptance of materials other than hazardous wastes to the extent needed for absorption and dilution purposes. (Board of Supervisors, County Engineer-Facilities, Regional Planning) (Policy 7)

VI-45. Restrict the depth of quarries to allow their subsequent use as landfills without ground water pollution. (County Engineer-Facilities, Flood Control District, Regional Planning) (Policies 4, 18 and 19)

VI-46. Require, in the granting of Conditional Use Permits, that the design of landfill facilities include an on-site buffer zone for the protection of neighbors. (Board of Supervisors, Regional Planning) (Policy 22)

VI-47. Require reclamation or permanent sealing of mineral extraction sites prior to abandonment to protect against pollution of ground or surface waters. (Board of Supervisors, Regional Planning) (Policies 5, 10, 18 and 19)

VI-48. Continue to update the County's Solid Waste Management Plan. (County Engineer-Facilities, Sanitation Districts, Regional Planning) (Policies 5, 8, 9, 10, 11 and 12)

VI-49. Seek funding for pilot facilities for the disposal or reduction of solid waste and the recovery of materials for recycling or for use as fuel in the field of energy production. (Board of Supervisors, Sanitation Districts) (Policies 5, 8, 9 and 24)

VI-50. Continue to monitor, research, develop and investigate potential programs in the field of solid waste disposal which emphasize resource recovery (waste to energy). (County Engineer-Facilities, Regional Planning, Sanitation Districts) (Policies 5, 8, 9, 23 and 24)

VI-51. Seek funding, and develop non air-polluting facilities, for the conversion of waste to energy. (County Engineer-Facilities, Sanitation Districts) (Policies 2, 5, 8, 9, 10 and 24)

VI-52. Continue and expand the recovery of methane gas from completed landfills and sewage treatment plants. (County Engineer-Facilities, Sanitation Districts) (Policy 24)

VI-53. Initiate source control and waste segregation, where feasible, at appropriate County facilities. (Board of Supervisors, County Engineer-Facilities, Mechanical, Sanitation Districts) (Policy 23)

VI-54. Encourage County operating agencies to work with the private sector in the development of solid waste source control for industry, commerce and residential land uses. (Board of Supervisors, County Engineer-Facilities, Sanitation Districts) (Policies 1, 3, 5, 8, 9, 23 and 24)

VI-55. Monitor and evaluate the City of Downey recycling program as a basis for developing recycling programs throughout the County. (County Engineer-Facilities, Sanitation Districts) (Policies 8, 10, 23 and 24)

VI-56. Monitor and evaluate the Riverside and Orange Counties solid waste recovery/recycling licensee programs. (County Engineer-Facilities, Sanitation Districts) (Policies 8, 10, 23 and 24)

VI-57. Prohibit curbside salvaging in districts with functioning recycling programs. (Board of Supervisors, Road, Sheriff) (Policies 8 and 24)

VI-58. Develop hazardous materials spill prevention programs for all sites at which hazardous materials may be stored. (Board of Supervisors, County Engineer-Facilities, Flood Control District) (Policies 5 and 19)

VI-59. Identify locations at which hazardous materials may be stored or used, and require the development of spill contingency plans for these sites, including the containment of water used for the suppression of fires which may be contaminated by such hazardous materials. (Flood Control District, Forester and Fire Warden) (Policies 1, 2 and 19)

VI-60. Study the possibility of conflict within present State law which requires the County to prepare a General Plan including "...solid and liquid waste disposal facilities..." and also requires the County to prepare a solid waste management plan dealing with the same subject. Determine whether the Los Angeles County recommended State legislation program should include a modification in State law to eliminate any conflict or confusion within State law discovered in the course of the investigation. (County Engineer-Facilities, Sanitation Districts, County Counsel, Chief Administrative Officer, Regional Planning) (Policy 2)

VI-61. Request the appropriate agencies to consider the feasibility of conducting geological surveys through public or private funding (or a combination thereof) to identify suitable sites for Class I Landfills in unpopulated or sparsely populated areas. (County Engineer-Facilities, Sanitation Districts, Regional Planning) (Policies 11 and 12)

ECONOMIC DEVELOPMENT ELEMENT

RECOMMENDED ACTION PROGRAM

VII-1. Work with the Transportation Commission and Southern California Rapid Transit District to review existing community level transit service and determine how such service can be improved to better link job and housing opportunities, particularly in areas with high unemployment levels. Investigate the potential for using a variety of modes of public transportation to improve access to job centers. (Road Department, Southern California Rapid Transit District, Transportation Commission, Southern California Association of Governments, Department of Transportation) (Policy 3)

VII-2. Prepare monthly brochures on job opportunities for dissemination to those unemployed. Encourage business, when possible, to add unemployed individuals to their payroll, with the provision of appropriate incentives. (California Employment Development Department, Regional Planning, Community Development) (Policies 4, 5)

VII-3. Develop criteria for identifying and ranking potential new employers on the basis of such critical factors as labor intensity of the firm's activity, stability of employment, income generation potential, air quality impact, and a number of other environmental and economic factors, including safe and healthful working conditions. (Regional Planning) (Policy 7)

VII-4. Offer locational assistance to those firms found to conform with the above criteria (Program 4). Such assistance might include staff assistance in finding a suitable location, a package of financial arrangements, and other incentives developed through the revitalization strategy. (Regional Planning) (Policy 8)

VII-5. Prepare a countywide Industrial and Commercial Revitalization Program. Such a program should involve, among others, ethnic minorities and small businesses. The program should, with the assistance of the private sector, identify priority areas for revitalization, the nature of improvements that must be made and the mechanisms for encouraging private investment to implement the program. The following potential areas for public risk sharing, among others, should be included in this investigation:

a. Exploring the cost-effectiveness of lease revenue bond financing, a county-level revolving fund pooling public financial resources, and other financial mechanisms for encouraging revitalization.

b. The "pre-packaging" of development projects to expedite the granting of public approvals. Included might be the identification of minimum project requirements, conduct of prototypical engineering studies, and the amendment of ordinances or code that contain unnecessary requirements.

c. Establishing a task force with other local jurisdictions to investigate the feasibility of modifying existing parking requirements in revitalization areas or utilizing off-site parking facilities.

d. Improving the attractiveness of job-producing development projects to lenders through mortgage pools and cross-collateralization, loan guarantees and conversion of mortgage instruments to tax-exempt bonds.

e. Establishing County guidelines on the proper use of tax increment financing.

(Regional Planning, Los Angeles Economic Development Council)
(Policies 9,11 and 12)

VII-6. Prepare a Human Resources Element in cooperation with the Human Relations Commission, the Departments of Community Development, Public Social Services, Health Services, Senior Citizens, and other relevant agencies. The Element should include a list of priorities for public assistance to the unemployed, giving highest priority to those who need financial assistance or help in finding a job for individual or family survival. Include in the Element plans for utilizing maximum resources in the interest of quality, integrated education, and more closely related education and economic planning in order to maximize economic opportunities. (Regional Planning, Human Relations Commission, Public Social Services, Health Department) (Policies 5, 6)

VII-7. Investigate the feasibility of establishing an Economic Development Corporation (EDC) in the County with broad development powers, including lease revenue bond financing and full or partial tax exemption on property it owns or leases on a long term basis. The EDC would have a core staff of experts in all aspects of the revitalization process and a revolving fund of capital for project financing. It would be able to operate in both incorporated only (at the invitation of cities) and unincorporated areas on industrial and commercial revitalization. The EDC Board of Directors should be comprised of members representing a variety of views to ensure that a wide range of concerns are dealt with. (Regional Planning) (Policy 9)

VII-8. Investigate, develop and propose the establishment of zoning districts within which mixed residential, industrial, and commercial activities may be permitted. Such zones might be established through instituting zoning overlays coupled with a conditional use permit to insure that acceptable design and environmental standards are maintained. (Regional Planning) (Policy 10)

VII-9 . Review the parking and building coverage requirements for industrial areas and reduce those requirements to the minimum necessary to satisfy actual demand by on-site employees (parking) and design and environmental needs (building coverage). (Regional Planning) (Policy 10)

VII-10. Continue efforts to revise existing development permits, procedures and standards in order to reduce the time, uncertainty and costs associated with such development permit procedures and standards, where consistent with public safety and the protection of significant environmental resources. (Regional Planning, County Engineer-Facilities, Flood Control, Board of Supervisors) (Policy 12, 13, 14)

VII-11. In formulating new codes, ordinances, and standards applicable for new development prepare cost/benefit analyses (including fiscal and economic impacts) relationship between costs, risks, and benefits. (Regional Planning, County Engineer-Facilities) (Policy 15, 18)

VII-12. Prepare and annually update a comprehensive, 5-year capital improvement budget for all County agencies. The budget should include a section identifying and discussing those budget recommendations and expenditures which are designed to implement General Plan policies, including urban revitalization. (Regional Planning, Chief Administrative Officer) (Policy 17)

VII-13. Within Los Angeles County government, examine the following measures:

a. Enactment of "sunset laws" for the County and support their enactment by local city councils and the State Legislature.

b. Issuance of annual financial reports which will be prepared for external public reporting purposes and will contain a single concise set of statements conveying financial position, tax and grant support expenses, changes in equity, and sources and uses of funds.

c. Implementation of program budgeting in preparing the County's annual budget.

d. Establishment of project accounting procedures in all County agencies.

e. Minimization of force-account work and contracting out such work whenever possible.

(Board of Supervisors, Chief Administrative Officer) (Policy 17)

VII-14. Create a new County fund for Economic Development under which annual allocations for economic development (such as for tourist and visitor promotion) could be made. Conduct a study on the economic return the County and its citizens receive from public expenditures on tourist and visitor promotion, in order to determine whether it should reinstate its former level of financial support ($525,000) for tourist promotion. (Board of Supervisors, Chief Administrative Officer) (Policy 19)

VII-15. Work with cities, universities and economic development agencies to identify specific markets to which the County's promotional efforts should be directed. (Regional Planning) (Policy 19)

VII-16. Prepare, cause to be prepared, or actively support proposed economic development legislation to be submitted to the State Legislature designed to:

a. Modify the State Franchise Tax, eliminating its unitary application.

b. Require fiscal and job impact statements on legislation and regulations proposed by the Legislature, commissions, and executive agencies at the State, County and local levels of government.

c. Establish one or more foreign trade zones in the County.

d. Encourage the State of California -- through cooperation of agencies such as the Office of Planning and Research, Department of Finance, the Board of Equalization, and California Council of Governments -- to study the advisability, equity, and feasibility of establishing property tax sharing districts in California's metropolitan regions.

(Board of Supervisors, Chief Administrative Officer) (Policy 16)

VII-17. Continue the operation of the Office of Business Development. This new office is responsible for: short range economic development programs; attracting new businesses through location, promotion and marketing efforts; and assisting existing businesses to encourage them to remain in Los Angeles County. (Chief Administrative Officer, Board of Supervisors) (Policies 19, 21, 22 and 23)

VII-18. Further develop, expand, and refine an urban information system to include regularly updated information which will provide the capability to generate statistical reports that identify the following for Los Angeles County and its subregions:

1. Unemployment rate and number by age, sex, educational level, work experience and family size.

2. Jobs by type and employee requirements.

(Regional Planning) (Policy 5)

VII-19. Annually update, from the best available sources, unemployment rates by geographic locality, sex and by the following ethnic categories: Black, White, Hispanic, Asian, and American Indian. (Regional Planning) (Policy 5)

VII-20. Prepare statistical reports which identify on a regular basis the vacant industrial land, industrial land values and land absorbtion rates. (Regional Planning) (Policy 11)

VII-21. Prepare a statistical report which presents on a regular basis the firms which have moved into or out of Los Angeles County, those which have moved within Los Angeles County, and the critical locational factors associated with these moves. (Regional Planning) (Policy 9)

VII-22. Produce pamphlets for promoting Los Angeles County's foreign and domestic markets including materials relating to each city or community within the County. (Regional Planning) (Policy 19)

VII-23. Institute County programs for identifying firms having difficulty doing business in Los Angeles County, and assign staff to work with these and other prospective firms seeking locations in Los Angeles County. (Regional Planning) (Policy 21)

VII-24. Institute a County program and assign staff to work with small businesses, particularly in areas of high unemployment, to assist them in obtaining general and locational information. (Regional Planning) (Policies 21, 22)

VII-25. Develop programs and assign staff to work with the local office of the Federal Minority Business Enterprise Office in assisting Los Angeles County minority businesses. (Regional Planning) (Policy 2, 21, 22)

VII-26. Support the recently created Economic Development Council of the County which, among other functions, has strengthened and broadened the activities of the former Overall Economic Development Program Committee. (Board of Supervisors, Chief Administrative Officer) (Policy 21)

VII-27. Support the formation and operation of the Southern California Economic and Job Development Council as the principal entity for coordinating economic development activities in the Southern California region. (Board of Supervisors) (Policy 21)