

COUNTY OF LOS ANGELES

GENERAL PLAN

GENERAL GOALS AND POLICIES CHAPTER

GENERAL GOALS AND POLICIES CHAPTER
TABLE OF CONTENTS

<u>Contents</u>	<u>Page</u>
INTRODUCTION.....	1
BACKGROUND.....	1
NEEDS.....	7
GENERAL GOALS.....	14
PLAN POLICIES.....	17
Policy Direction.....	17
General Policies.....	19
Area Development Priorities.....	26
PROJECTIONS FOR THE GENERAL PLAN.....	34
Introduction.....	34
Population Projections.....	35
Housing Projections.....	39
Employment Projections.....	41
Land Use Projections.....	45
THE POLICY MAPS.....	47
General Development Policy Map.....	47
Urban Form Policy Map.....	56
RELATION OF THE CHAPTER TO THE GENERAL PLAN ELEMENTS.....	62
FOOTNOTES.....	63
GLOSSARY.....	64

LIST OF TABLES

<u>Table</u>	<u>Page</u>
I.1 POPULATION PROJECTIONS BY PLANNING AREA, 1975 - 2000.....	36
I.2 HOUSING PROJECTIONS, 1975 - 2000.....	40
I.3 EMPLOYMENT PROJECTIONS, 1975 - 2000.....	42
I.4 EMPLOYMENT PROJECTIONS BY PLANNING AREA, 1975 - 2000.	44

LIST OF FIGURES

<u>Figure</u>	<u>Page</u>
I.1 MAJOR SUBREGIONAL POLICY FRAMEWORK.....	Following page 26

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 immigration 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.

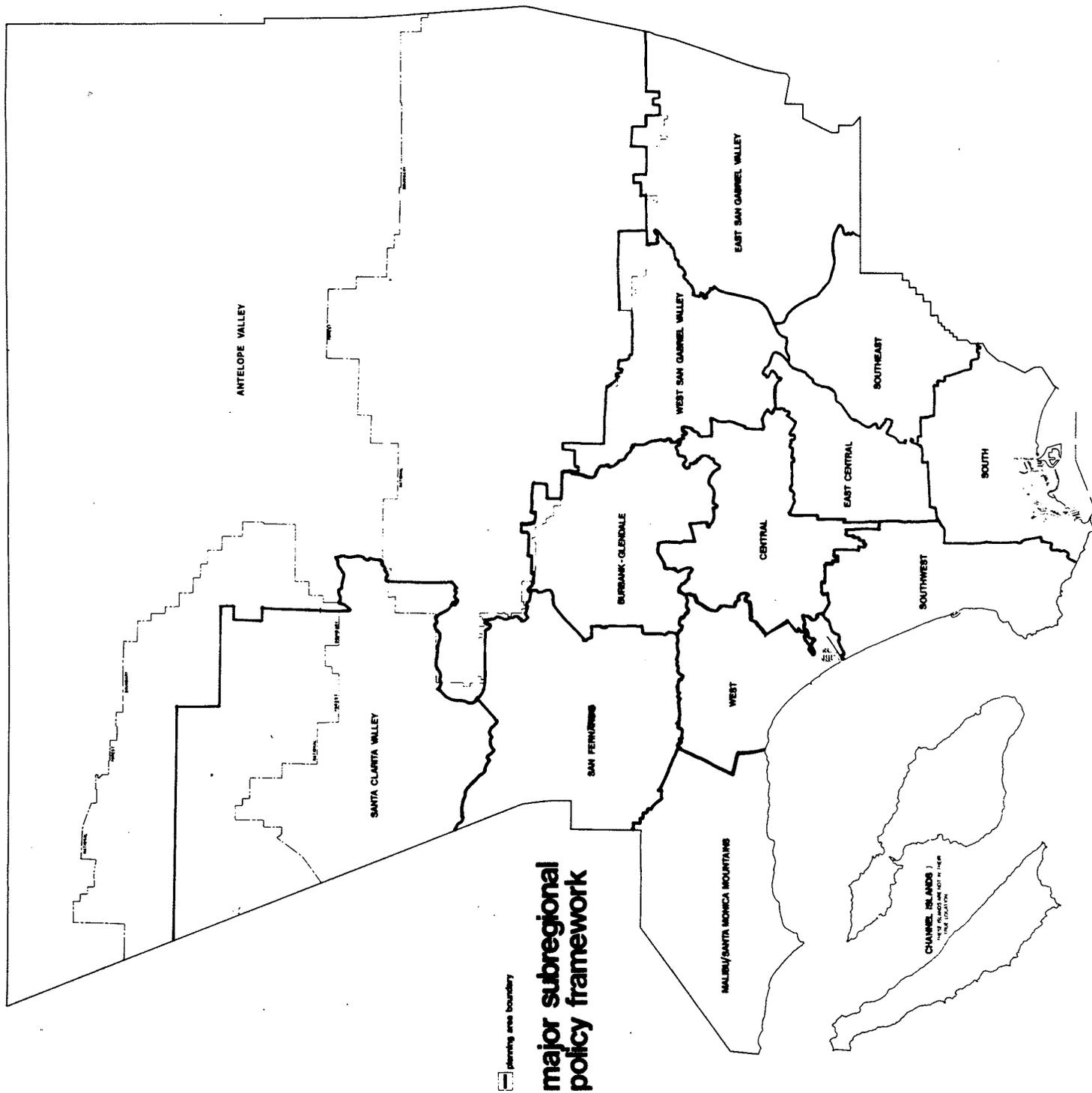
GOVERNMENTAL EFFECTIVENESS

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



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 accommodate 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

<u>Planning Area</u>	<u>1975</u>	<u>2000</u>	<u>Change 1975 - 2000</u>	<u>Percent Change</u>
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	<u>2,000</u>	<u>3,000*</u>	<u>1,000</u>	<u>50</u>
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 inter-related 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

	<u>Low Density Units*</u>	<u>Medium & High Density Units**</u>	<u>Total Units</u>	<u>Persons Per Housing Unit***</u>
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

	<u>1975</u>	<u>2000</u>	<u>CHANGE</u> <u>1975-2000</u>	<u>%</u> <u>CHANGE</u>
Population	6,992,000	7,851,000	859,000	12
<u>Resident Labor Force</u>	3,228,000	3,997,000	769,000	24
Unemployed	319,000	200,000	-119,000	-37
<hr/>				
<u>Jobs by Industry</u>				
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
<hr/>				
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 participation 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

	<u>1975</u>	<u>2000</u>	<u>Change 1975- 2000</u>	<u>Percent Change</u>
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:

*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 superficially 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.

GENERAL GOALS & POLICIES
FOOTNOTES

1. England and Nelson, Environmental Consultants, *Significant Ecological Areas Report* (Riverside, 1976) p. 2.
2. Ben Chieh Liu, *Quality of Life Indicators in the U.S. Metropolitan Areas, 1970* (Summary) (Kansas City, 1975) p. 53.
3. Joel Woodhull, "Urban Density and Mass Rapid Transit", (Los Angeles, No Date).
4. Los Angeles Area Chamber of Commerce, *How Los Angeles Ranks* (Los Angeles, December 31, 1976), pp. 6 - 8.
NOTE: Based on figures for employment and non-agricultural wages and salaries.
5. Ted K. Bradshaw, "New Issues for California, The World's Most Advanced Industrial Society", *Public Affairs Report* Volume 17, No. 4 (Berkeley, 1976) pp. 4 and 5.
6. Los Angeles County Department of Regional Planning, "Los Angeles County's Population Remains Relatively Unchanged," *Quarterly Bulletin* No. 129 (Los Angeles, 1975) p. 1.
7. Los Angeles County Department of Regional Planning, "Household Size Continues Decline, Part of National Trend," *Quarterly Bulletin* No. 130 (Los Angeles, 1975) p. 1.
8. Southern California Association of Governments, *Urban Reinvestment Study* (Los Angeles, 1976) pp. 42 - 44.
9. *Ibid.*, pp. 33 - 41.
NOTE: In 1973 Dollars.
10. Real Estate Research Council of Southern California, *Real Estate and Construction Report*, Third Quarter 1977 (Sherman Oaks, 1977) p. 26.
11. Residential Research Committee of Southern California, *Residential Research Report*, Third Quarter 1976 (Sherman Oaks, 1976) pp. 24 - 27.
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.
14. County of Los Angeles, Department of Regional Planning, "Alternative Directions for Los Angeles County", Tabloid. (Los Angeles, 1976).
15. McDonald & Grefe, Inc., Sedway/Cooke and Wallace, McHarg, Roberts and Todd, *Impact Analysis of General Plan Alternatives*, Volume 2 (San Francisco, 1977) page 4.
16. Michael Roof, *Angelenos on the Move 1970-1974 and 1960-1970* (Los Angeles, 1975) p.5.
17. California Department of Finance, *Population Estimates for California Counties* (Sacramento, 1976) pp. 2 - 3.
18. Southern California Association of Governments, *Draft SCAG - 78: Growth Forecast Policy* (Los Angeles, August 1978) p.4.

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:

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

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.