# environmental development guide





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## GENERAL PLAN PROGRAM

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# TABLE OF CONTENTS

PAGE	SUBJECT	CHAPTER
2	introduction	1
3	summary of findings and recommendations	
7	setting and history	п
9	problems and issues	III
15	general goals and policies	IV
23	environmental quality	V
29	land use	VI
37	housing	VII
47	transportation	VIII
55	public services and facilities	IX
63	recreation and open space	X
71	implementation	XI
76	map listing	

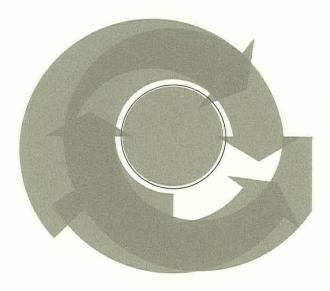
### **COUNTY IN CRISIS**

Los Angeles County is at a critical juncture in its history. For years, the county, with its many areas and communities, enjoyed a Mediterranean climate, mountains and beaches, ample job and business opportunities, and an informal way of life.

These and many other positive advantages have been offset more recently by staggering liabilities. A long-standing accumulation of mistakes in environmental planning and development has led to serious negative consequences—blight, congestion, pollution, economic decline and explosive social unrest.

We can't wait for the future to seek solutions to the environmental problems of today. Since ongoing events affect the physical, social and economic environment for years to come, the county must move quickly with positive plans and effective

# INTRODUCTION



# PROGRAM FOR ENVIRONMENTAL IMPROVEMENT

Los Angeles County and city governments have taken part in environmental planning for many years. But this involvement has been piecemeal and has lacked conviction. Most critically needed has been a bold, sustained effort to direct public and private resources toward environmental improvement.

In August 1968, the county took a firm step in this direction when the Regional Planning Commission initiated the County General Plan Program. Diverting staff from other vital programs, the Commission embarked on a five-year, three-phase program aimed at producing an effective comprehensive general plan to improve the total environment—physical, social, economic and governmental—throughout the county.

The new program provides an action-oriented approach within a long-range planning framework. It emphasizes accomplishment of long term environmental goals through a coordinated series of high impact, short term programs in such high priority categories as housing, transportation, open space retention and public services.

Phase One has concentrated on a factual and analytic review of physical, social and economic conditions in Los Angeles County and how these conditions affect public policy. This report brings these results together. It relates broad social, physical, economic and governmental goals for the county and focuses on urgently needed adjustments in physical development policies and programs.

During Phase Two, analytical substance and policy review will be broadened and intensified. Special effort will be made to obtain widespread discussion and meaningful input by citizens and public officials. Groundwork will be laid in advance for effective implementation of the comprehensive general plan which is scheduled for preparation and adoption in Phase Three.

The Environmental Development Guide is a starting point in a process leading to a unified set of plans and programs geared to achieve full and equitable development of human and environmental resources. Success for the County General Plan Program will be measured by the degree to which a broad, representative range of groups and interests are consulted and by how their concerns are reflected in an effective follow-through effort.

# SUMMARY OF FINDINGS AND RECOMMENDATIONS

The following is a summary of major findings and recommendations of the Environmental Development Guide and accompanying maps. These are the result of research conducted during Phase One of the County General Plan Program. They are discussed in more detail throughout this report.

## **FINDINGS**

people.

Since 1940 over four million people and two million jobs were added within the county and seven hundred square miles of land were put into urban use.

Most of the remaining developable

land in the south coastal Los Angeles

Ninety-eight percent of the county's seven million residents live south of the San Gabriel Mountains in a massize urbanized area of nearly 1,100 square miles.

Growth provides new opportunities for many, yet it also creates complex and interrelated social, eco-

County (approximately 260 square miles) is in hilly areas. nomic, physical and governmental problems. Urban expansion into the hills and Large-scale urban growth creates pressure on natural as well as manmountains is accompanied by a cormade physical environments. In turn, responding increase in fire, slide and

environments.

As much as 40 percent of the urban area needs rehabilitation or sub-

stantial conservation measures.

Open space or green belts are either inadequate in size or totally lacking in areas where they are most needed.

flood hazards. This-along with air,

water, noise and visual pollution-

contributes to the imbalance be-

tween the natural and man-made

Orderly, convenient, and esthetically pleasing land use is complicated and sometimes thwarted by competition among cities for highrevenue producing land uses, by pressures of special interests, and by the strong tendency toward inindustry. cremental decision-making.

Natural and man-made physical environments will continue to deteriorate unless checked by organized public opinion, well-conceived and firmly implemented public programs, and cooperation of business and











Sprawling growth seriously aggravates such social problems as isolation, hostility, poverty and personal disorientation. These problems, when coupled with the sheer size of county population, hamper the opportunities of large numbers of

growth spawns pollution, deterioration and blight, congestion, inadequate housing and transit, and insufficient space for future needs.



A preliminary analysis of countywide housing conditions suggests three critical problem areas: an overall housing shortage; unequal opportunities to obtain decent housing; and spreading blight. The current housing crisis (shortage and deterioration) primarily hits the elderly, the poor, and racial and ethnic minorities.



An estimated 541,000 units should be constructed by 1975 with a major emphasis on filling low and moderate income housing needs. This estimate is based on existing needs for additional sound housing, the expected population increase, continuing deterioration of housing, and the number of units likely to be demolished.

If present trends continue, by 1975 an estimated 250,000 housing units will have one or more major structural problems.

The present rate of housing construction meets only about one-half the present need. If this rate continues, the county will have a deficiency of over a quarter of a million housing units by 1990.



Dominance of the private automobile has created major transportation problems that will become more severe unless current trends are changed. These problems include congestion, parking deficiencies, air and noise pollution, land losses, human displacement and heavy accident tolls.

Absence of mass rapid transit and inadequate bus service have magnified transportation problems. Remaining unmet are the needs of persons who do not have access to automobiles or who would prefer to use other means.

Motor vehicles in Los Angeles County emit approximately 12,000 tons of pollutants into the air daily.



Private automobiles will continue to be the dominant means of transportation in Los Angeles County for the next decade, and trucks will continue to be the major freight carriers. This trend will necessitate an acceptable program for improving and expanding the existing freeway and highway system.

The explosive growth of air travel in the past decade and the acceptance of general aviation aircraft for business and recreational uses have subjected airports to greatly increased activities. They have created a need for far more comprehensive airport and airspace planning.

There has often been little or no relationship between water and waste management services and comprehensive urban planning. Premature extension of facilities is inefficient and costly to the public, and results in disorderly and disruptive extension of urban development.



# RECOMMENDED POLICIES

and economic factors and environmental quality considerations in planning processes, policies and development decisions.

Give greater recognition to social Achieve an equitable balance between further urban expansion on the one hand and revitalization of older areas on the other by limiting and controlling urban expansion, revitalizing older portions of existing urbanized areas, and maintaining and conserving existing urban areas which are in sound condition.

Phase development in accordance with an established system of priorities.

Give older areas first priority for revitalization.

Give recognition to an environmental design framework which incorporates systems of natural regions and open spaces and a set of multipurpose centers.

Implement land use policies that conserve sound single-family residential areas, protect open space, preserve and expand existing industrial areas, and lead to a system of multipurpose centers.

Adopt an initial housing element that designates general housing goals. problems and programs for improvement.

Designate in the initial housing element the future amount and distribution of low and moderate income housing needs to correct the current shortage.

Create an open space system and correct current recreation and open space deficiencies.

Provide a balanced, well-integrated, multimodal transportation network which incorporates countywide mass rapid transit and airport Policy. systems.

Phase improvements in arterial streets and highways in accordance with the Development Phasing

Phase improvements in a system of water and waste management facilities in accordance with the Development Phasing Policy.

### THE PHYSICAL SETTING



Los Angeles County is a region of global importance and is the heart of Southern California, the largest urban complex on the Pacific coast. The county is a link and a stepping stone between the billion persons who live in the North Atlantic Basin and another billion dwelling in East Asia.

Desert, sea, and high mountains create a complex and varied natural setting. Broad, rugged central mountains slant diagonally across the county from northwest to southeast. Between the mountains and the sea lie complex

coastal lowlands which include the Coastal Plain, the San Fernando and San Gabriel Valleys, and several rugged hill masses such as the Santa Monica-Repetto-Puente Hills chain, the Verdugo Mountains, and the San Rafael, San Jose and Palos Verdes Hills. North of the mountains is a broad high desert, the Antelope Valley. Separated from the mainland are San Clemente and Santa Catalina Islands, which are hilly and mountainous.

Resistant, consolidated rocks of varied ages and origins make up the mountain and hill masses. The valleys and plains, on the other hand, are floored with soft, unconsolidated materials carried down by stream from the adjacent mountains and hills. The bedrock foundations are broken by a complex array of faults, which pose a constant earthquake threat.

The coastal lowlands and islands are famed for their subtropical "Mediterranean" climate with warm, dry summers and mild, rainy winters. The central mountains have warm, dry summers and cool, wet winters with intermittent snow. The Antelope Valley has long hot summers, short chilly winters, and receives only small amounts of rain or snow.

Most rainfall occurs during winter and is concentrated in the central mountains. Peak stream flows thus occur in winter while in summer channels and stream beds are usually dry.

There are two major drainage systems. One flows to the sea from the mountains. The other flows to the desert, either sinking into the coarse, sandy stream beds, or evaporating.

Best soils are found in the plains and valleys of the coastal lowlands and the Antelope Valley. Hills and mountains have thin, infertile soils subject to erosion and subsidence.

The plains and valleys of the coastal lowlands have been largely cleared of natural vegetation. Sparse forests cover the higher mountainous elevations. Narrow woodlands also parallel many of the larger stream and river beds. Sparse stands of desert growth cover much of Antelope Valley. The remainder of the county is blanketed with dense, low thickets of highly flammable chaparral and sagebrush.

The sheer variety and beauty of environments and the mild sunny climate and nearness to the sea have attracted millions of people settling in the county since its early history.





1. MAJOR NATURAL REGIONS

Northern Desert

Central Mountains

Coastal Lowlands and Hills

Channel Islands

### THE HISTORY OF LOS ANGELES COUNTY

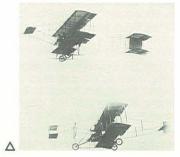
The modern history of the county spans two centuries and can be divided into three major periods. The first began with Spanish settlers and the destruction of the previous Indian culture. The settlers lived mainly by grazing livestock, an economic activity which could support only a sparse population and small, widely-spaced urban settlements.

The second period started around the end of the Civil War. Key innovations were the extension of the railroad to Los Angeles from the East and the introduction of commercial farming. The new transportation and farming economy supported a much denser population and permitted widespread development of towns and small cities.

With World War I, a third period began and has persisted to the present day. The war contributed to the industrialization of the coastal lowlands. The automobile emerged as the key technological innovation. Major growth-producing innovations included construction of a man-made harbor and the aqueduct systems from the Owens and Colorado Rivers.



The burgeoning urban-industrial technologies permitted vastly greater numbers of people to live in the coastal lowlands at far greater densities than previously contemplated. As a result, the 1920's witnessed a dramatic upsurge in urban growth dampened temporarily by the great depression of the 1930's. World War II stimulated renewed and unprecedented growth and change which was sustained until the mid 1960's.







# III PROBLEMS AND ISSUES

Los Angeles County is unique in many ways. But perhaps it is most unusual in the pace and scale of urban growth. In less than a century the county was transformed from remote ranchland into a world city. In the last three decades over four million people and two million jobs have been added and seven hundred square miles of land put into urban development.

As a result, one out of three Californians and seven out of ten residents of the greater Los Angeles urban region now live in the county. Ninety-eight percent of the county's seven million residents live south of the mountains in a massive urbanized area vast enough to hold the combined cities of Chicago, Denver, Detroit, New York, Philadelphia, Pittsburgh and St. Louis.

From a purely statistical perspective, the county's growth record and the consequent size of the urban area are matched by few regions in the world. Yet it is a serious mistake to measure progress merely by numbers. Growth has provided new opportunities for many, yet it also has created complex and interrelated social, economic, physical and governmental problems.

### SOCIAL PROBLEMS AND ISSUES

Sprawling growth has seriously aggravated such social problems as isolation, hostility, poverty and personal disorientation. The sheer size of county population has hampered the opportunities of large numbers of persons.

During the decades of high immigration, people of many different educational, occupational, economic, racial and age groups came to the county. Massive single-price subdividing coupled with housing discrimination created widespread segregation by economic class and racial background, Many separate homogeneous communities formed within the urban area, reducing communication across racial, income, geographic and jurisdictional lines. This poor communication has hampered understanding between disparate groups and has contributed to greater isolation and hostility.

Racial discrimination in jobs and education, as well as housing, has seriously restricted economic opportunities for minority group members, forcing many into a vicious cycle of poverty out of which it has been diffi-

cult to break. The vast expanses of suburban areas where many middleincome newcomers to the county sought "the good life" have made the nearby presence of large numbers of poor people less readily felt. Poor people by no means have been limited to minority groups, but have also included such other disadvantaged groups as the unemployed, underemployed, undereducated, unskilled, disabled, aged and members of broken families. Opportunities for improving their standard of living have been impeded by obsolete housing, inadequate educational and job training programs, high costs of medical care, poor public transportation, ineffective welfare programs, and poor relocation procedures (where lowincome people are displaced by physical development).

Deterioration of the social environment has taken its mental and physical toll of urban residents in Los Angeles County. Isolation and high population mobility have helped contribute to feelings of "rootlessness" and general apathy. In addition, people have come to feel helpless when trying to deal with large-scale public and private organizations. These factors, together with others described above, are in turn related to problems of individual and group disorientation. Crime, mental illness, drug abuse and problems of the elderly are an all too familiar part of the county's social fabric.

While efforts to correct social problems in Los Angeles County have increased considerably in recent years, significantly greater amounts of public and private effort and investment are needed. Alleviation of social problems is of central concern to the County General Plan Program since other improvements will have little meaning if social conditions worsen. Nevertheless, the intricate relationships between social, physical, economic and governmental problems require a multidimensional approach to solutions. This means that programs in all four areas must be coordinated in order to bring about mutually reinforcing solutions.



isolation . . . hampered opportunities . . . helpless feelings







### ECONOMIC PROBLEMS AND ISSUES

By any economic indicator, Los Angeles County compares favorably with other major urban regions of the nation. Initially a center of agriculture. it for years held a special attraction for tourists and recreation users. But the county has entered a stage of economic maturity; the economy has begun to consolidate and stabilize. The rapid industrial growth that marked the post-World War II years has given way recently to slower rates of growth and a period of leveling off. Two primary problems now face the regional economy: (1) the maintenance of economic stability; and (2) a continued shift away from heavy dependence on aerospace activities toward a real diversification of the economic base. These problems indicate that there are likely to be some changes in the structure of the economy.

One such change will be related to innovation in industrial processes. Automation in industry is replacing many employees, especially at those levels of production that do not require skilled labor. Many of those who lose jobs in this way, without marketable skills, will not be able to return to the employed labor force.

At the other end of the employment ladder, new industrial technology demands specialization and skill. These jobs are high-paying but require specialized education. Many in the labor force lack the necessary background for these jobs, nor will they be able to obtain it. Suffering most from such employment problems are those members of minority groups whose inadequate education and poor preparation for participation in an industrial labor market leave them most vulnerable to changes in occupational needs.

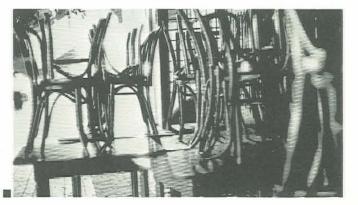
Compounding the human problem is the need for sustained capital investment. Augmentation of investments in new plant and industrial technologies are to be accommodated. But these investments are not being made in the older, already built-up urban areas. Among the reasons are land prices inflated by speculative practices, a shortage of adequate space for expansion, high taxes, and congestion. As a result, industry moves out to suburbia where these problems are less severe. For the older cities, revenues are lost, industrial areas become more depressed, and payrolls shrink. For labor, jobs become more scarce and more difficult to get to.

At the same time that manufacturing industries undergo structural changes brought on in large measure by automation, there has been growth in the importance of service industries, including public employment. This demand for public and private services is likely to continue with population growth and rising income.

automation is replacing many employees







### PHYSICAL PROBLEMS AND ISSUES

2. URBAN GROWTH

Pre-1940

1940-1970

Large-scale urban growth has created pressure on natural as well as manmade physical environments. In turn, growth has spawned pollution, deterioration and blight, congestion, inadequate housing and transit, and insufficient space for future needs.

In order to accommodate heavy growth and at the same time maintain a low-density character with singlefamily houses, the urban area was expanded horizontally in numerous suburban communities and tracts. Thus, much of the prime developable land in the coastal lowlands was used inefficiently. Development now is spreading into the hills and mountains. New inhabitants are exposed to the dangers of fire and flood, and to geological instability which incautious development aggravates. Urban development in marginal areas also consumes much of that open land which has recreational or esthetic

The rush to suburbia has accelerated the deterioration of older central areas. Investment is directed to the new growth areas, while central cities grow older and more obsolescent. Loss of businesses, revenues, and prestige has resulted. Aging central areas have been left to those who lack means to change the situation for the better.

Urban sprawl has brought problems of transportation as well as communication. With no facilities for mass transportation, an attempt has been made with limited success to tie the region together. But freeways have significant drawbacks. They do not help those without automobiles or who otherwise do not drive. And, they increase dependence on the automobile which in turn has become a primary source of air pollution, despite longstanding and reasonably successful efforts to control industrial sources.

Spread-out urban development has made public facilities and governmental services increasingly difficult and costly to maintain, for governments as well as for users. Sewer and water lines, schools, public service centers, and police and fire protection have been provided at great expense in scattered locations while local governments have become victims of limited revenues.

prime land developed inefficiently . . . homes spread into hills and mountains





### GOVERNMENTAL PROBLEMS AND ISSUES

Local government historically has been formed in response to some special or local need. Accordingly, the effectiveness of local government has traditionally been measured by the manner in which it addressed these special demands or needs. Thus local criteria have been used to determine government costs and benefits.

As the urban region grew and developed to previously uncontemplated proportions, service demands and needs shifted and became more complex. To provide necessary services, 77 cities and hundreds of special purpose districts were formed. The result was a tangle of overlapping boundaries and uncoordinated decisions. Lack of coordination resulted in wasteful duplication of effort on one hand and conflicting results on the other.

In order to perform its functions equitably, government at all levels must become sensitive and respond effectively to a great variety of needs. Local government, because of its small size, often can more readily assess and respond to local needs.

However, it is now evident that many needs cannot be met solely by local governments acting with complete autonomy. Cities and special districts clearly must find more effective means of coordination and collaborative effort if they are to avoid preemption of their power by state and federal government.

Finally, the perennial problem of financing governmental operations is compounded by declining revenues from traditional sources, rising costs, expanding operations, and duplication of services. The issues are manifold: What services will each level of government provide? How will these services be financed? Who will benefit from these services? And, how will the cost and benefits be distributed equitably?



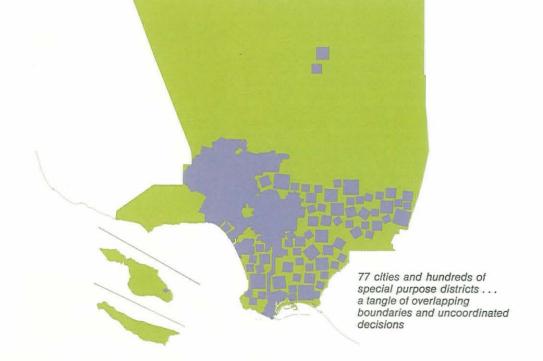
The abandonment of the older areas in favor of sprawling new development, the resultant inequities and explosive social problems, the deterioration of environmental quality, and the disjointed effects of fragmented, uncoordinated decisionmaking lead to several fundamental questions. What price have we paid for growth? If present trends continue, can the county and its many communities afford further growth?

Traditionally, urban and regional planning has accepted and accommodated growth without seriously questioning its value. Yet, the analysis completed in Phase One of the County General Plan clearly shows that county population growth has created innumerable problems apparently unaffected by any plans which may have been made to avert them. Unless a bold new commitment is made to correct existing social and environmental problems in the very near future, additional growth will be disastrous.

If we assume that it will be possible to make a truly positive response through the support of a broad cross-section of county residents and the cooperation of government at all levels, then these additional questions must be faced: How much additional growth can be successfully accommodated? And by when? Due to the existing problems described above, it may be that by 1990 county population should be limited to a figure much lower than the 9.2 million people presently expected. However, there is no agreement on the level at which growth should be curtailed, nor on the methods to be used.

Planning agencies and public officials must confront such considerations honestly. In Phase Two, the County General Plan Program will consider these questions thoroughly, while carrying an interim approach which emphasizes redirection of economic activities in such a way that it will stimulate revitalization of older parts of the city.

Toward this end, the next chapter outlines some basic interim goals and policies together with recommended program adjustments around which the remainder of this report is structured.



# IV GENERAL GOALS AND POLICIES

Any significant effort to avoid repeating past planning mistakes must involve an honest attempt to evaluate the strengths and weaknesses of previous programs. During Phase One, information has been gathered on planning programs at all levels of government affecting life opportunities and environmental quality in the county. Since the traditional emphasis in urban and regional planning has been on physical development, review was heavily oriented toward a physical planning framework. Up to this point, the County General Plan Program has focused on a countywide review of the effectiveness of past physical planning efforts and an analysis of needed adjustments to reconcile these programs with broader social, economic and governmental needs. While a great many questions regarding social and economic development have been deferred to Phase Two in order to include the necessary breadth of opinion and expertise required for such analysis, a sincere effort has been made in the first phase to identify key relationships among the several fields of emphasis.

#### NEED FOR UNIFIED DIRECTION

Phase One has revealed that in addition to ineffectiveness created by the awesome magnitude and pace of population growth and change, the planning process has been weakened by conflict and competition among many decision-making bodies. Decisions affecting the quality of life opportunities and environment in the county have been made by all levels of government and a variety of private groups. Taken together these represent a mosaic of conflicting objectives despite the ultimate responsibility of these organizations to serve the best interests of the same general public. It would be naive to assume that it is possible to bring about absolute

It would be naive to assume that it is possible to bring about absolute unanimity between these disparate bodies, for in our pluralistic society there are a wide range of overlapping organized and unorganized interests. Disagreement is a necessary and healthy part of the democratic process. Nonetheless, some adjustments from the past chaotic state of planning affairs are necessary to avoid further inefficiency, ineffectiveness, waste, duplication of effort and mutually cancelling results.

### **COUNTY GOVERNMENT'S ROLE**

Within such a context, county government can and must play a vital role of catalyst, stimulating the action necessary to accomplish a formidable objective-the complete reversal of negative environmental trends. This approach acknowledges the continuing responsibility for environmental improvement to the cities, special districts, state and federal agencies, and private economic and citizens groups. This and subsequent reports. however, depart from the past by setting a common direction and by articulating broad, generally agreed-upon goals. A series of interim policy and program recommendations can also be used as a new perspective within which more thoughtful formulation and effective coordination of physical development planning and programs can begin to take place.

### **GENERAL INTERIM GOALS**

During Phase One, a wide array of physical, social, economic and governmental goals were analyzed. The analysis reflects a variety of sources including the reports issued from the Los Angeles Goals Program conducted jointly by the City of Los Angeles and the Los Angeles Goals Council. From this review, it is clear that there are many legitimate community and regional goals which should be considered in a countywide planning framework. In this report, however, only the most basic goals are identified. Consideration of more specific goals will take place in the second phase of the County General Plan Program. With the help of a wide variety of public and private groups, environmental goals will be weighed and translated into clearcut action priorities. Building on progress made by the City of Los Angeles and others, county government will attempt to gain widespread participation of public groups, including each of the county's 77 cities, as well as a broad and representative variety of private groups and individuals. The ideas and recommendations of the participants will be carefully listened to, particularly those voiced by private citizens, whose vision is unhampered by the blinders a professional specialty can impose.

Within this framework, the Regional Planning Commission recommends the following as desirable interim goals for Los Angeles County:

- Provide full and equal opportunities for all residents so that they might satisfy basic needs and pursue personal goals.
- 2. Improve the quality of the social, economic, physical, and governmental environment within the county.
- 3. Equitably distribute the costs and benefits of environmental improvement.
- 4. Conserve and optimally develop all resources—human, economic, physical and governmental.

### **BASIC POLICIES**

Without action, these general goals are meaningless. It will take time, effort, people and money to meet them. Policies are formulated to commit people and agencies to action.

Comprehensive planning must recognize the interrelationships between urban communities and their social, economic, political, and physical dimensions. The scope of the policies and programs must match the scope of the problems they are trying to solve.

Basic policy stemming from the County General Plan program must address itself to major non-physical as well as physical problems of the environment. Pending further amplification and refinement in Phase Two, the following social, economic and governmental planning policies are recommended on an interim basis as a framework for physical programs:

- 1. Population and Economic Growth.

  Determine a level and rate of population and economic growth consistent with the desired level of improvements in human opportunities and environmental quality.
- Equal Opportunity. Eradicate discrimination and segregation 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.
- 3. Economic Opportunity. Expand economic and employment opportunities for all members of the labor force, but especially for those in low-income groups.
- 4. Education. Provide equal access

- to life-long educational programs and facilities of high quality and relevancy.
- 5. Economic Diversification. Achieve and maintain a diversified economy that will minimize the impacts of seasonal, cyclical, or other fluctuations created by excessive reliance on any one type of industry.
- 6. Personal Services. Improve the quality and availability of welfare, counseling, health, job training, law enforcement, and other services in order to alleviate poverty, disease, crime, drug abuse, mental illness, old age, alienation, and whatever else hampers the fulfillment of human potential.
- 7. Government. Improve communication between government and citizen by soliciting greater citizen involvement in public affairs and by increasing sensitivity and responsiveness of government to a wider variety of citizen needs.
- 8. Coordination. Maximize the coordination of public and private activities aimed at social, economic and governmental improvements in order to minimize wasteful duplication of effort and conflicting results.



county's role reversing negative trends







tapestry by le corbusier

### URBAN DEVELOPMENT POLICIES

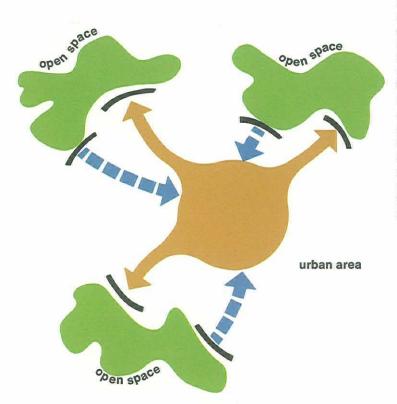
Consistent with these broad social, economic, and governmental policies are the following set of physical development policies which together serve as the foundation for the remainder of the physically oriented elements in this report. This set of policies aims to bring about an equitable balance between further urban expansion on the one hand and revitalization of older urban areas on the other.

The Urban Development Policy of the county is comprised of four courses of action:

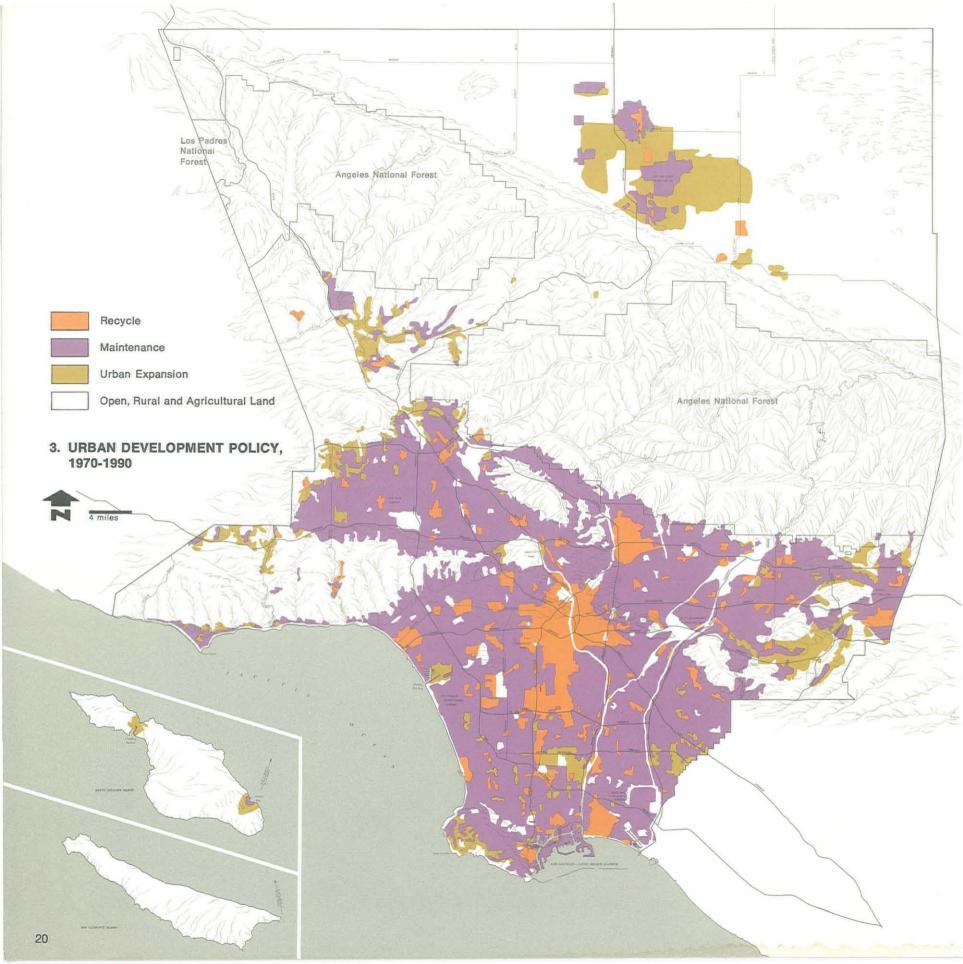
- 1. Revitalize older portions of existing urban development having most critical needs for renovation or having the best potential for development of multipurpose centers. Areas recommended for this policy emphasis are shown graphically on Map 3 as "recycle" areas.
- 2. Maintain and conserve sound existing development. Areas for application of this policy are shown graphically on Map 3 as "maintenance" areas.
- 3. Limit urban expansion to those areas most suitable for new development on the basis of proximity to existing development, accessibility, cost for extension of services, terrain, and other criteria. Areas for application of this policy are shown graphically on Map 3 as "urban expansion" areas.
- 4. Create an open space system for urban and nonurban areas. This system is shown on Map 3 as "open rural and agricultural land."

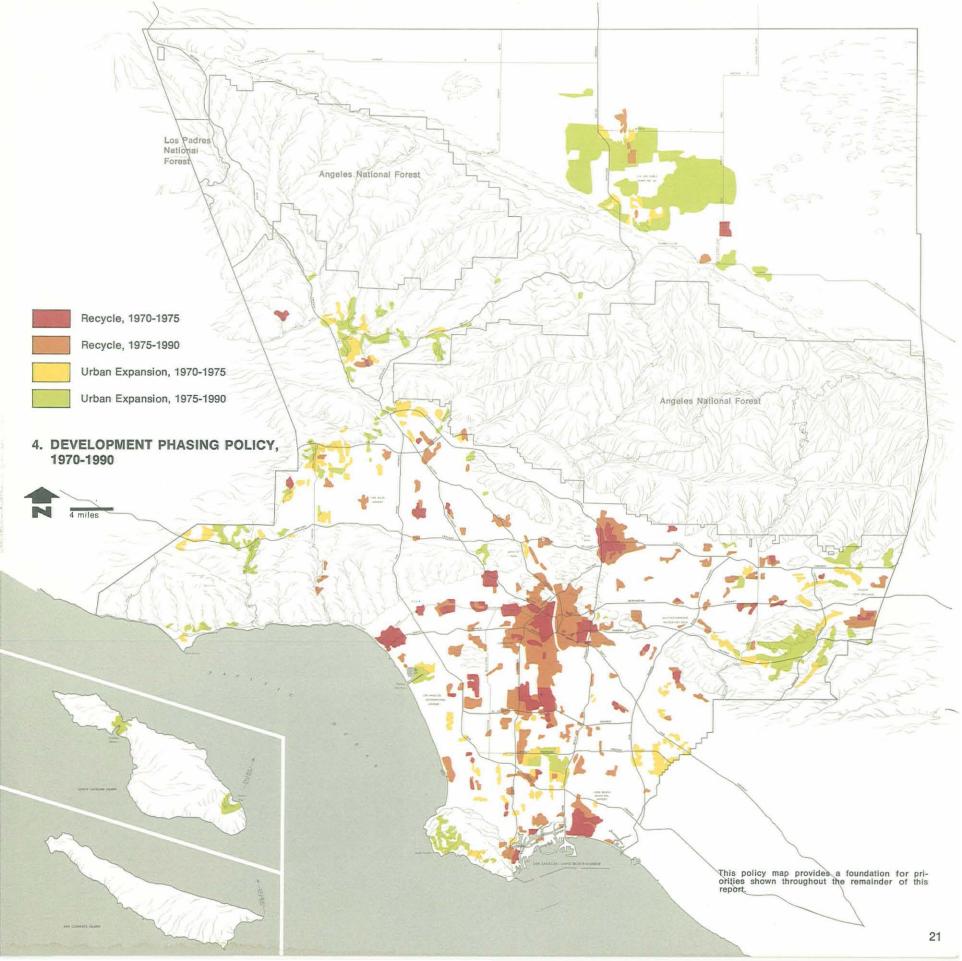
Map 3, titled "Urban Development Policy, 1970–1990" is accompanied by Map 4, "Development Phasing Policy, 1970–1990." The latter shows for the recycle areas of Map 3 a breakdown by five and subsequent fifteen year time phases reflecting relative need and/or priority. Map 4 also shows the breakdown of the "urban expansion" areas for similar time periods, based on criteria cited above.

Limiting urban expansion will preserve valuable open spaces and redirect human and financial resources back into the urban area.







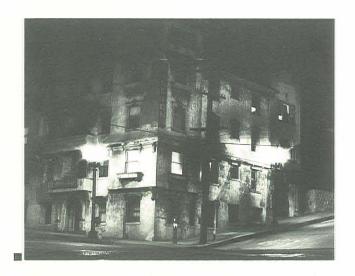


Recycle areas include two distinct processes: renovation and rebuilding. The human dislocation and high costs associated with rebuilding combine to make renovation the best approach for most of the recycle areas. Maintenance areas include neighborhoods which vary in age but are in essentially sound condition. Urban expansion is limited to relatively level areas which adjoin existing urban development and are reasonably economical to develop.

Phasing reflects three factors: suitability, need, or likelihood of action. Areas shown for recycle or urban expansion by 1975 are either those in which the need for action is great, those where short-term action would be suitable, or those where action is already underway.

Together, these policies and maps represent a departure from traditional approaches to long-range planning since they confront the basic issues of how much human, economic and physical investment is needed in the older built-up communities vis-a-vis outlying areas, and attempt to outline the relative priorities needed for action.

These maps and policies have been used as a reference point in the preparation of each of the physical development policy elements throughout the remainder of this report. It is hoped that they both will serve as a general illustration, a stimulus for a renewed effort to improve life opportunities in the older urban areas, provide space for new, logically controlled development, and dramatize the need for improved environmental quality throughout the county.











# V ENVIRONMENTAL QUALITY

The term "environment" in its broadest sense refers to all the external dimensions—social and economic as well as physical—which affect the life of an individual. The County General Plan aims to achieve a synthesis of these dimensions. This chapter focuses on that dimension of traditional concern to urban planning, and recently of increasing concern to the public—the quality of the physical environment, natural and man-made. This interest cuts across many of the subjects found in subsequent chapters and is a key item of concern when considering the physical aspects of planning.

### IMPACTS OF URBAN GROWTH THE PROBLEM OF BALANCE

### VISUAL IMPACTS

Urban growth is at the heart of the problems and issues of environmental quality. If the quality of life opportunities in Los Angeles County is to be raised, a better man-made environment must be created, balanced with the natural-and both must be protected. Natural features that have attracted people here-climate, mountains, deserts, ocean, beaches-are threatened by often thoughtless urban development and by worsening environmental pollution. Deterioration of natural and man-made physical environments will continue unless checked by organized public opinion, well-conceived and firmly implemented public programs, and the cooperation of business and industry.

A number of interrelated environmental hazards highlight the problem of balance between the natural and manmade physical environments. As the coastal lowlands have filled, urban expansion has encroached into the hills, desert, and mountain areas. This encroachment has caused a corresponding increase in fire, slide, and flood hazards; and, it has disrupted the natural ecological balance.

Current popular concern over air. water, noise, and visual pollution reflects another aspect of the imbalance between the natural and man-made physical environments. Urban growth has destroyed a great proportion of the natural environment which formerly absorbed wastes and provided relief from urban discomforts. Air is fouled; streams, beaches, and the ocean are polluted by discharges of untreated wastes; urban life in general is disrupted by an onslaught of noise, loss of natural features and open spaces, and inadequate facilities of all kinds.

The Los Angeles urban region, amoeba-like in its growth, has scattered its identity, its assets, and its liabilities. The "sense of place" within the total environment has been lost in a maze of billboards, tract houses, hamburger stands, freeways, automobiles, smog, and an endless skyline of telephone poles. Man-made forms consume the coastal basin with an overwhelming sense of sameness. The urban area's low profile contains community after community, many indistinguishable from the rest. Clarity is needed-the chance for urban areas to communicate through physical form their activities, functions, particular meaning, and relationship to the urban area as a whole.





disrupted urban life . . . loss of natural features . . . an endless skyline of telephone poles









### GOALS, POLICY AND **PROGRAM** RECOMMENDATIONS

If present trends toward physical environmental deterioration are to be arrested in Los Angeles County, balance must be restored between natural and man-made environments, all forms of pollution must be brought under control and eventually eliminated, and the quality of the physical plant must be vastly enhanced. The primary goal in this area of concern is the improvement, restoration, and protection of the quality of the physical environment, natural and man-

Achievement of this goal will require recognition of its importance by public and private decision-makers, followed by firm commitments to policies and programs aimed at restoring balance between the man-made and the natural environments and strengthening the effectiveness of the urban design process.

The high quality of the natural environment can be protected by policies and programs which encourage the creation of harmony between natural features and urbanized areas and the conservation of open space. The effects of fire, floods, and geologic instability can be minimized by limiting and prohibiting urban development in hazard areas and encouraging the use of these areas as open space, while at the same time undertaking necessary preventive measures 1. Protect the high quality of the natto protect people and structures from natural hazards.

The quality of the man-made environment can be improved and protected by encouraging more thoughtful design of three-dimensional forms within the urban landscape and by preserving distinctive local and regional features that help define the urban area.

Heightened attention should be given to air, water and noise pollution, geological hazards, natural resource conservation, and new approaches to dealing with waste products. The quality of the air and water can be improved and protected by strengthening anti-pollution control measures and enforcing them firmly. Pollution can be further lessened by coordinating water and waste management programs on a countywide basis.

A detailed policy statement on environmental quality is included below.



### ESTHETICS, URBAN BEAUTIFICATION AND DESIGN

- ural environment by:
  - creating harmony between natural features and urbanized areas and activities:
  - utilizing natural elements as points of visual relief in the urbanized area;
  - establishing and maintaining an open space system to conserve natural resources, preserve scenic beauty, define urban form, and reserve land for orderly, well-planned urban expansion:
  - conserving natural recreation and open sites such as ocean, beach, mountain, lake, forest and desert areas:
  - protecting and preserving the ecological balance of wildlife and plant communities.
- 2. Improve the quality of the manmade environment by:
  - encouraging an orderly transition of height, density, scale and arrangement of buildings to preserve the identity of each element as well as the cohesion of the whole:
  - promoting the coordination of building groupings to foster neighborhood, community and regional identity and unity; encouraging an overall quality of design by using materials, scale, color and texture to give identity and focus to groups of structures within the urban landscape;

promoting standards for careful architectural treatment of all physical facilities-public and private-to identify their purpose and to make them compatible with their surroundings:

prolonging the life of desirable older areas through conservation, rehabilitation, selective replacement, together with programs for reduction of slums and blight;

preserving and protecting objects, structures, and places of historical and cultural significance:

encouraging the preservation of visually attractive patterns on the land created by agricultural uses;

regulating signs;

protecting distinct functional areas, communities, and districts from intrusion and encroachment of incompatible uses:

minimizing nuisance to adjacent uses through the control of noise, odor, pollution, vibration and glare.

> harmony . . . thoughtful threedimensional forms . . . visual relief . . . visually attractive patterns



#### **ENVIRONMENTAL POLLUTION**

 Improve and protect the quality of the air, especially in the Coastal Basin, by:

> strengthening anti-pollution control measures:

> supporting research into the causes and prevention of pollution:

coordinating the efforts of all agencies within the region—governmental and private—for the prevention of pollution;

developing financial and legal means by which pollutors will be liable for the pollution which they cause.

Achieve and maintain high quality of water by:

> establishing water quality standards to prevent pollution of inland and coastal waters;

eliminating the discharge of untreated wastes into coastal waters:

reclaiming waste water for beneficial secondary uses; participating in water quality control programs on a regional scale with the appropriate operating agencies;

preventing deterioration of natural watershed areas:

improving flood control and storm sewer installations; stepping up enforcement of relevant county ordinances and supporting enactment of additional necessary laws.

Prevent or overcome visual pollution by:

developing points of visual relief in the urban landscape through the use of open spaces and landscaping, building setbacks, building materials, location of public facilities, and street and right-of-way design and maintenance:

zoning to eliminate excess strip commercial and over- or underuse of the land:

developing ordinances aimed at controlling the appearance and operation of open storage areas; encouraging land uses compatible with each other and the surrounding environment; placing overhead utilities underground:

untreated wastes . . . garbage and dumps



improving the appearance of public and private special-use properties such as flood-control channels, power line rights-ofway, mineral extraction operations, dumps, land reclamation sites, and water storage areas.

4. Eliminate noise pollution by: defining acceptable noise rating levels for the use of motorized equipment and aircraft, especially in the vicinity of highways and streets and around airports; creating "noise corridors" to restrict heavy truck traffic to certain areas, and to channel

> airborne traffic; creating and preserving open spaces in and around built-up areas to aid in lessening the effects of high noise;

> promoting research into the causes and prevention of noise pollution;

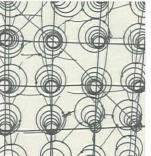
using trees and shrubbery along heavily-travelled rights-of-way to help lessen the effects of traffic noise:

supporting feasible soundproofing of residential, commercial and industrial structures.

 Develop new programs and practices for the disposal of garbage, refuse, and other solid wastes by: developing a waste management

system which will permit a comprehensive approach to the problem;

improving collection, transportation, and processing of wastes; utilizing new methods of solid waste disposal such as composting and improved methods of incineration and decomposition;



establishing more rigorous standards for solid waste disposal:

researching ways to reduce quantities of refuse being produced:

strengthening multi-jurisdictional plans for solid waste management.

levels for the use of motorized 6. Prevent or overcome the presence equipment and aircraft, especially in the vicinity of highways by:

developing methods to control the causes or sources of such odors:

establishing restrictions on odorproducing activities based on wind direction, atmospheric temperature, topography, proximity to built-up areas;

establishing open buffer zones around odor-producing activities such as slaughter houses, feed yards, rendering plants, oil refineries, chemical plants, and animal shelters:

supporting research into the causes and prevention of noxious odors.





### **ENVIRONMENTAL HAZARDS**

 Minimize environmental hazards by:

> supporting or undertaking geological research, and studying and cataloging countywide geologic conditions;

> limiting intense development of hazard areas and encouraging their use as open space;

> protecting the homeowner in geologically hazardous areas from liabilities due to failures of geologic origin (Map 5);

accelerating programs and practices for dealing with land subsidence and erosion;

expanding flood control facilities where needed.

Phase Two of the County General Plan Program will seek effective ways to implement policy by paying close attention to environmental quality and conservation measures. Research will identify the linkages between urban design at the regional and community level and attend to such factors as pollution and hazard control and resource conservation.



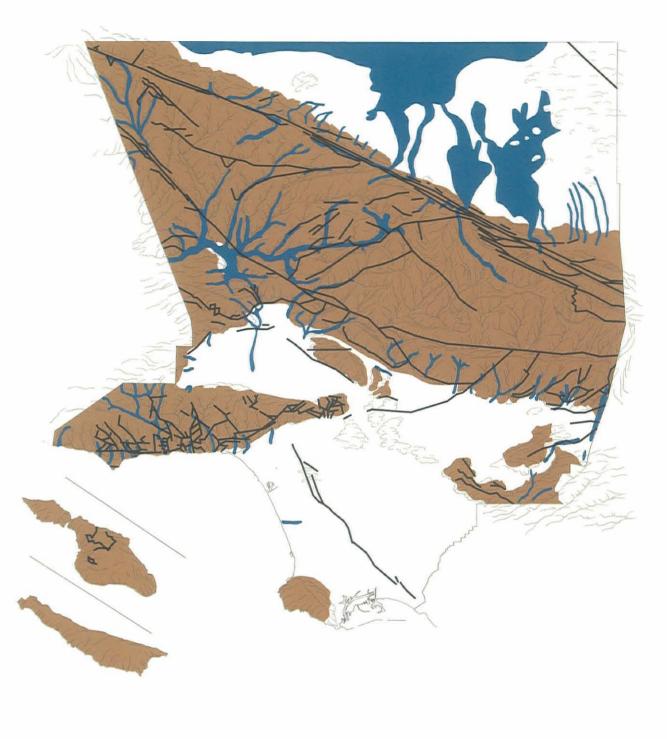
Flood Hazard Areas

Brush Fire Hazard Areas

Geologic Fault Lines







# VI LAND USE

The use of land involves the structuring in time and space of a wide variety and intensity of human activities. The location and size of buildings and other physical structures are important because of their relative permanence once established, and more particularly, because of their impact on human well-being.

#### PROBLEMS AND ISSUES

Rapid urbanization has been largely confined to the coastal lowlands. Pressure on the supply of available prime land has reached a critical point there. There are now over 1,100 square miles of developed land in south coastal Los Angeles County and about 260 square miles of remaining developable land. Most of this is in hilly areas. New urban growth is moving into hilly land or into neighboring counties.

Nearly two-thirds of the urbanized parts of Los Angeles County are in residential use. Large portions of these residential areas were built early in the county's growth, prior to World War II. Age has taken its toll of them gradually and many have reached or are nearing obsolescence. An estimated 40% of the urban area needs rehabilitation or substantial conservation measures. As suburban growth has slowed in recent years, there has been some intensification of development in portions of the older areas, vet most of these areas have seen little investment for many years.

Another problem—excess amounts of land zoned for multi-family residences often have fostered poor maintenance by landowners waiting for hoped-for development. This has contributed to a condition of premature obsolescence, as described more fully in Chapter 7, "Housing."



land use—an impact on human well-being

### NEED FOR COMMON GOALS

There is a need to continue to reserve certain land for industrial use. The land is in locations which would bring jobs closer to large numbers of people and reduce the burden of work trips on the transportation system. This need has been documented in a Regional Planning Commission report titled, *Industrial Land Requirements*, published in 1969.

Open spaces also need to be preserved. Open spaces or green belts are either inadequate in size or totally lacking where they are most needed, that is in the densely settled, older urban areas. In the open and vacant lands remaining outside the urban area, haphazard and scattered development has frequently occurred. Such patterns of construction have resulted in facilities which are expensive to serve and difficult to reach and have excited inflationary land speculation.

California law states that the responsibility for land use planning and control is held individually by cities within their respective corporate limits and by the counties in their unincorporated areas. The multiplicity of local authorities can result in differing and sometimes conflicting land use plans and objectives. Since the impacts of land uses often cut across boundaries, there is a strong need for decision makers to cooperate on land use planning. But the achievement of orderly, convenient, and esthetically pleasing land uses has been complicated and sometimes thwarted by competition among cities for high revenue-producing land uses as well as by pressures of special interests and the strong tendency towards incremental decision-making.

- During Phase One, efforts have been made to identify long-range land use goals to which a majority of cities might be inclined to agree. These general goals include the following:
- 1. Arrange land uses so that they are orderly, functionally efficient, healthful, convenient to the public, and esthetically pleasing.
- 2. Properly interrelate the land use pattern into the total transportation network.
- 3. Offer safe, healthful, attractive residential areas in a variety of housing styles and cost levels.
- 4. Expand and diversify industrial development.
- 5. Build safe, convenient, attractive commercial facilities.
- 6. Create an adequate open space system for urban and non-urban areas.
- 7. Develop an adequate system of public facilities.
- 8. Retain or protect agriculture where appropriate.



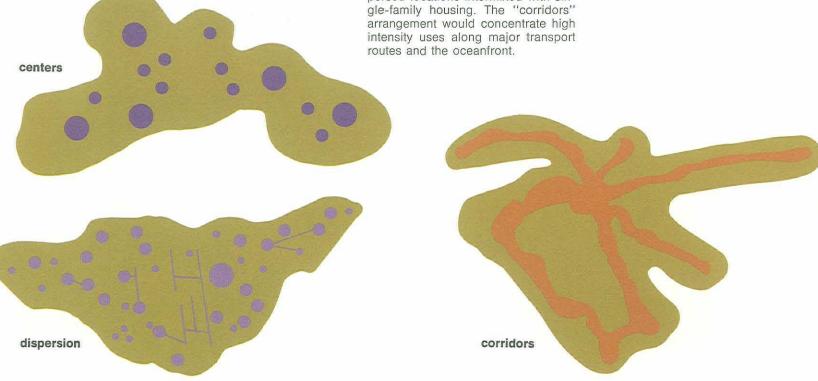




### ALTERNATE LAND USE DESIGNS

Most plans for the uses of land are conceived on a neighborhood and community scale. The many decisions made separately by each community will not necessarily lead to a functional and efficient regional pattern. Some kind of regional design is needed to help guide and coordinate the separate land use decisions into an orderly pattern.

In Phase One, considerable thought has been given to the possible longterm effects of many alternate approaches to an overall design of land uses on a countywide scale. Among these approaches, special attention was given to three forms or arrangements. The "centers" arrangement would concentrate offices, retail outlets, apartments, public facilities and compatible industrial uses into high intensity clusters. The "dispersion" arrangement would scatter commercial, industrial, apartments and public facility development into widely dispersed locations intermixed with sinThere are advantages and disadvantages with each form arrangement. For example, "centers" would make available to its residents and users a greater variety of transport modes. On the other hand, they may generate increased congestion. "Corridors" would concentrate most new development along transport lines where it is readily accessible; but, at the same time, community identity might suffer. "Dispersion" might increase neighborhood identity while decreasing the range of conveniently located goods and services.



## ENVIRONMENTAL DESIGN FRAMEWORK

The Environmental Design Framework includes features of all three form alternatives described above. It provides a basis for development policies and decisions.

Three elements comprise the Design Framework: an open space concept explained in the recreation-open space element, a regional concept described below, and a system of major natural regions. The major natural regions (Map 6) of the county include the northern desert, the central mountains, the coastal lowlands and hills, and the channel islands. These regions vary widely in terms of environmental character and development history, thus requiring differing approaches to problems of design and future development. A second element of the design framework is the open space concept (Map 7) which depicts a system of open space belts throughout the county. The system of multipurpose activity centers shown on the regional concept (Map 7) is the third element of the framework.

A fully developed Environmental Design Framework should:

- 1. Organize and guide urban and regional planning and development.
- 2: Recognize, create, and maintain open space and green belts within Los Angeles County.
- 3. Provide esthetic appeal and relief by shaping urban-regional form, thus preventing montonous sprawl.
- 4. Create community and area identity for people living within areas framed by open space.
- 5. Provide an opportunity for Los Angeles County residents to intermingle through the enjoyment of common recreational-open space areas.



#### REGIONAL CONCEPT

The regional concept is a key component of the Environmental Design Framework. It is a system of intensively used focal points and areas. The regional concept has three major features: a system of multipurpose centers, a corridor element, and an initial delineation of a regional core area.

The centers system outlines a possible pattern for clustering trade, offices, public facilities and high density residential uses into a series of 57 centers, in four levels of size and function. The centers are distributed among the four levels as follows: 1 first level, 10 second level, 12 third level, and 34 fourth level. Higher level centers are larger and encompass a wider range of functions than lower level centers.

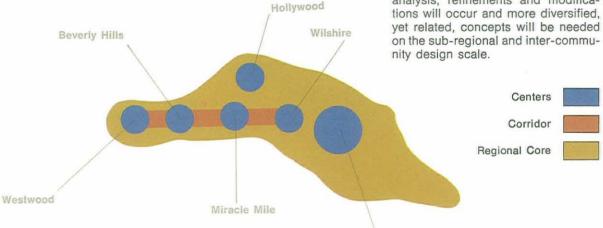
Centers will offer a wide range of employment opportunities, concentrate shopping, accelerate development of a rapid transit system, permit efficient use of land, stimulate renovation of blighted areas and permit more widespread preservation of open space by concentrating development.

The second feature is the Wilshire Corridor, comprised of four second level centers (Wilshire, Miracle Mile, Beverly Hills, and Westwood) and their connecting developments. The corridor is approximately eight miles in length and reflects an existing pattern of intensive hi-rise development and heavy travel. The corridor concept reflects the location and proximity of intense urban developments and their possible future connection with a rapid transit line.

The third element of the regional concept is the regional core, comprised of Downtown Los Angeles, the Wilshire Corridor, Hollywood, and surrounding areas. Together these elements constitute a major employment and residential concentration in the metropolitan area. In addition, the core serves the Southwestern United States as a center for finance, business, communications and cultural activities. Identification of a regional core points out an opportunity to further develop and define a center which can serve a large fraction of the national territory and population.

The regional concept reflects an initial effort to define an organizing frame of reference for the development of a more refined land use design. As the County General Plan Program moves into extensive discussion and further analysis, refinements and modifications will occur and more diversified, yet related, concepts will be needed on the sub-regional and inter-community design scale.

Downtown Los Angeles

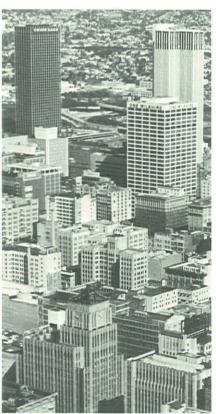


## POLICY AND PROGRAM RECOMMENDATIONS

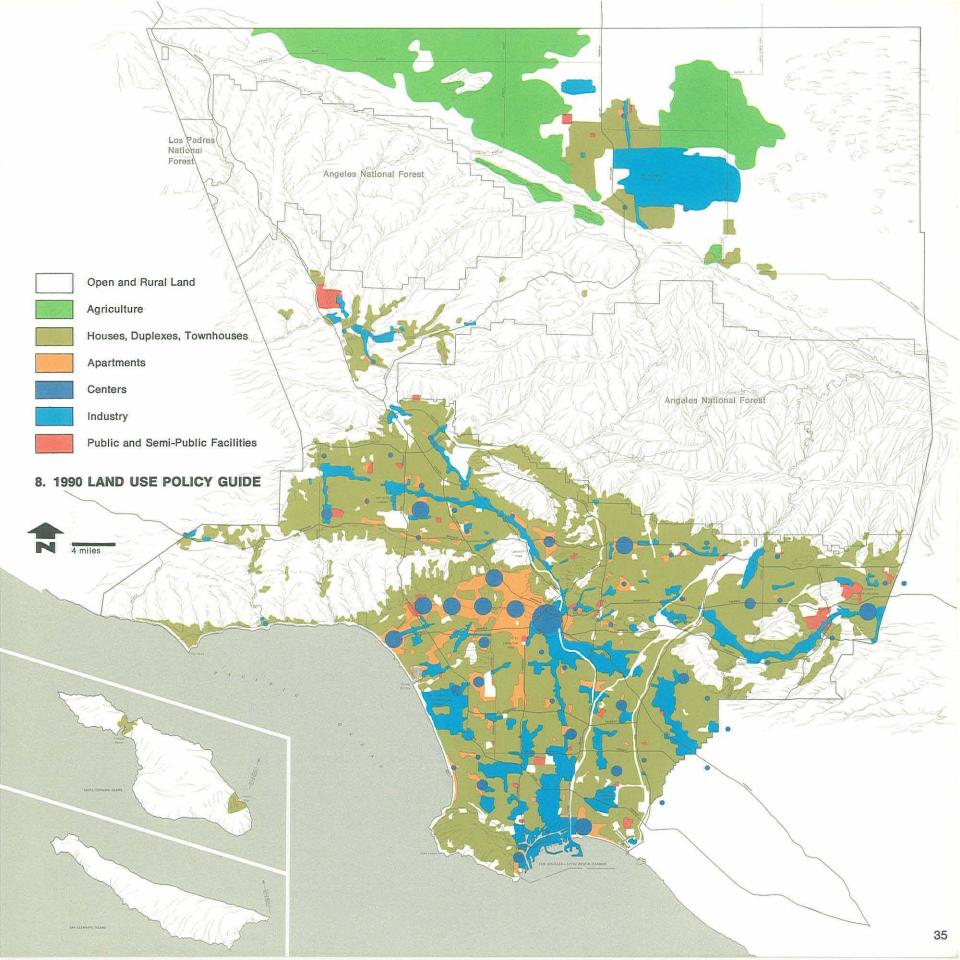
This concept, together with a set of general land use policies described below, is reflected in Map 8, titled the "1990 Land Use Policy Guide." This is a highly generalized map. Because of its extremely small scale, it cannot show many commercial features because of their complexity and their relatively small land area (6% of urbanized land area). Commercial land use will be examined more closely in Phase Two.

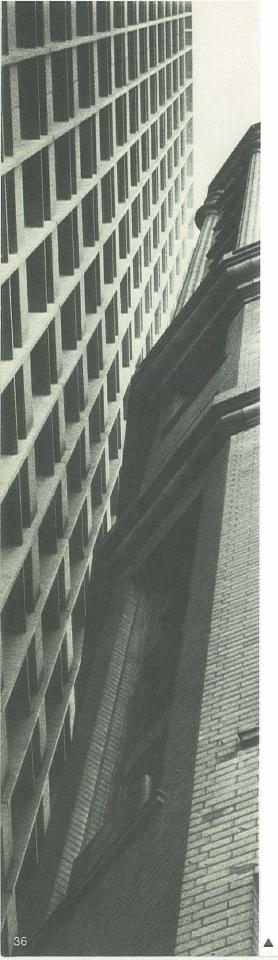
In addition to the regional concept, the "1990 Land Use Policy Guide" map reflects the following land use policies:

- Develop a system of dispersed multipurpose centers.
- 2. Restrict the highest residential densities to areas in or near centers.



downtown los angeles—part of the regional core





- 3. Channel large-scale development of apartments into areas which are most appropriate from the standpoint of convenience, access, and replacement.
- 4. Provide a wide range of housing types and costs in a variety of locations, including centers.
- 5. Encourage the proper timing of density increases so that these can be related to the expansion of other needed service facilities such as transportation, water, and sewerage.
- 6. Accord high priority to the development and retention of open space in older urban areas, especially recycle areas shown on the "Urban Development Policy" map.
- 7. Protect the existing reserve of potential industrial land.
- 8. Eliminate excess zoning for apartments and commercial development.

The preceding policies suggest the need to accelerate some of the following programs. Initial form concepts for land use on a countywide scale should be refined, and the linkage to community land use patterns identified. Planning for open space should be integrated with land use planning in order to identify and create permanent open spaces such as green belts and small parks, particularly where these will be readily accessible to disadvantaged people in older, heavily urbanized portions of the county. Land use regulations should be adjusted, if necessary, to bring about a greater conservation and improvement of environmental quality. A phased program of zoning and adjustments should be jointly initiated by the cities and county in order to reduce overzoning. To alleviate the overburdening of transportation and service facilities, the intensity of development should be controlled. Attention should be given to tax reform which would foster more orderly development, Revitalization programs should be expanded where necessary, with greater emphasis given to rehabilitation and conservation. Alternative means of financing the rehabilitation of older areas should also be identified. Finally, measures to implement open space systems should be refined, with special attention given to open space needs in recycle areas shown on Map 3.

# VII HOUSING

Shelter is a primary human need. Yet in this affluent state and county, there are substantial numbers of people whose shelter needs are not being adequately met. For this and other reasons, the 1967 Session of the California Legislature added a housing element to the list of mandatory general plan elements required by state law. The law was amended so that all cities and counties are now required to have "a housing element consisting of standards and plans for the improvement of housing and for provision of adequate sites for housing. This element of the plan shall endeavor to make adequate provision for the housing needs of all economic segments of the community."

In addition to the state mandate, the Federal Housing and Urban Development Act of 1968 requires that planning agencies receiving assistance for planning activities include a housing element as part of their comprehensive planning process. The initial housing element must include an identification of housing and housing related problems, obstacles to their solution, a statement of housing objectives for up to five years, and a statement of planning activities related to housing over the next three to five years.

#### PROBLEMS AND OBSTACLES

Since 1949 when Congress articulated the first housing goal for the nation, that there should be "a decent home and suitable living environment for every American family," many actions have been taken at the federal level to correct housing deficiencies. These actions have been ineffective for the most part.

The past failures have been due to a lack of understanding of the dynamics of the urban housing market. Programs designed to upgrade the physical environment, primarily slum clearance, took social and economic effects into little account. Other programs have been working at crosspurposes with the national goal. For example, the FHA programs have increased home-ownership and the suburban way-of-life, but at the same time they have diverted private investment away from the older deteriorating areas.

Additionally, prior to recent reorganization efforts based on a new recognition of some of these problems, federal housing programs were disorganized. Inordinate delays were encountered in processing applications, coordination was lacking within and between federal agencies, and information about the status of specific projects was often inaccurate or unavailable. But the problem which overrides all the others is the totally inadequate funding of federal housing programs. Although the 1968 Housing Act was a milestone in housing legislation and provided clear-cut objectives, thus far Congress has seen fit to reduce appropriations so that the housing gap grows wider and wider.

Although the housing problem is nationwide in scope, policy and program recommendations must be developed and acted upon at the local level. It is, therefore, necessary to understand housing problems and obstacles to their solutions, from a countywide perspective. These problems encompass three categories: (1) inadequate supply of housing, (2) unequal economic and social opportunities, and (3) spreading blight.

#### inadequate supply of housing

In Los Angeles County today, the supply of sound housing is inadequate, and if present trends continue the gap will grow wider. For example, an estimated 60,000 housing units per year need to be constructed within the county just to take care of new household formation and normal removals from the housing stock. This means that the present rate of construction will have to be increased by 50%. If this is not done, then by 1990 Los Angeles County will have a deficiency of over a quarter of a million housing units.

Obstacles to increasing production of housing have been well documented. They include increasing costs of land, construction, labor, and financing; property taxes, building codes and fiscal policies; and the changing tastes and preferences of homebuyers.

Failure to overcome these obstacles and to provide an adequate supply of housing will produce negative impacts in the environment and affect living standards of many citizens. If these trends continue, housing costs will increase sharply, and this will exclude a great many people from the new housing market, produce overcrowding and generate more deterioration and blight.



many are excluded from the new housing market





# Units Home Ownership -Rental Units - 4,217 Public Housing Projects - 10,227 Leased Housing (not shown) - 4,850 Housing for the Elderly - 4,526 9. FEDERALLY ASSISTED LOW AND MODERATE **INCOME HOUSING LOCATIONS, January 1970** Total Assisted Units 23,952

#### unequal economic and social opportunity

The housing needs of all economic and social groups are not being met equally. The private housing market for the most part has filled the housing needs of the middle and upper income economic groups, leaving the low and moderate income groups with either housing subsidy programs or substandard housing. In 1968, for example, the median price of new tract homes in Los Angeles County was over \$33,500, geared to the top thirty percent income bracket. In 1970 half of the new single-family homes available for sale cost \$35,000 or more. The current shortage in housing supply and production, coupled with the high cost of housing, is having an impact throughout the economic ladder. with the people hurt most being those who can least afford to be-the poor, the elderly, and the racial minorities. The shortage restricts opportunities to move into better quarters, causing many residents who might afford better housing to remain in substandard units.

Providing suitable housing for the elderly is a special problem. In Los Angeles County, the proportion of the population 65 years of age and over is increasing at a higher rate than the rest of the population. This indicates that special consideration must be given to the specific housing needs of this group. Attention must center on the elderly's economic ability to obtain housing; their lack of mobility, alienation, and sense of usefulness; and the social and structural features needed to provide them with a healthful living environment.

As a partial solution to these problems, a few city and county governments have utilized a series of federal and local programs designed to provide housing for low and moderate income persons and the elderly. These programs, in part indicated on Map 9, have not been numerous or intense enough to meet the county's needs and are generally concentrated within low-income areas. While there is a current deficiency of 394,000 units of sound low and moderate income housing in the county, only 24,000 such units have been made available with federal assistance.

#### spreading blight

Although "newness" is often quoted as a pervasive feature of the Los Angeles County environment, the very concept of urban spread and low-density living indicates an abandonment of the older residential neighborhoods in favor of construction on virgin soil. Los Angeles County contains close to one million dwelling units predating World War II. Many of these units are old enough to be threatened or directly affected by obsolescence and disrepair.

The future of older residential development revolves around the economics of housing rehabilitation. Too often in the past local governments believed that potential market demand for higher intensity use would prevent deterioration and that the old neighborhoods would be rebuilt. This belief led to substantial overzoning of land for apartments. Such overzoning invited speculation and further decay because property owners decreased maintenance in the hope that they would soon be bought out by apartment builders. This cycle has contributed to the emerging slum conditions in many neighborhoods which were previously in reasonably good condition. Through proper zoning, conservation and rehabilitation could have been encouraged, and decline avoided.

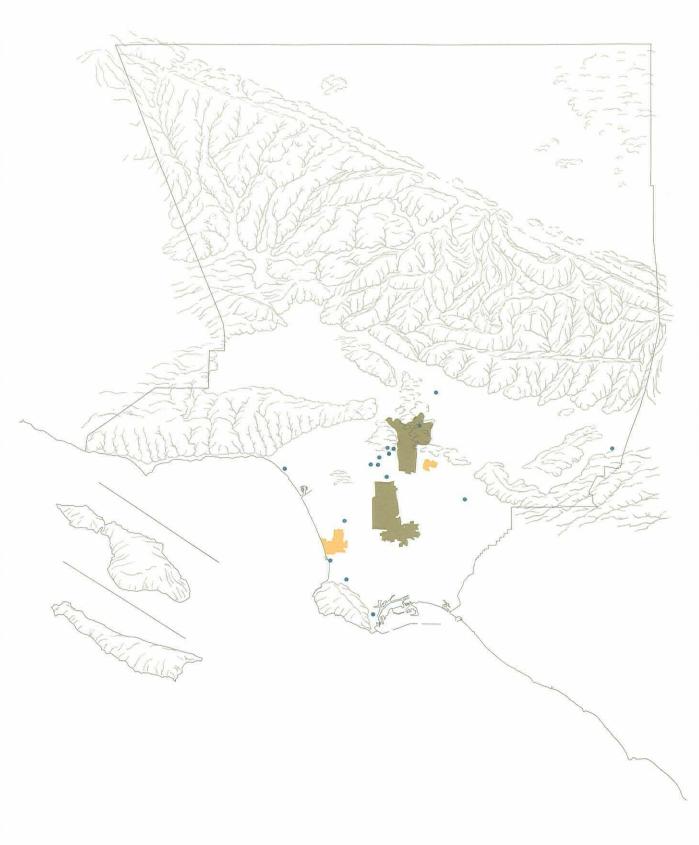
A preliminary analysis of countywide housing conditions suggests that unless rehabilitation and replacement are stepped up sharply, substandard units will increase rapidly, creating an area of blight unprecedented in geographic scale. Map 10 shows areas of the county currently covered by intensive replacement and rehabilitation projects. To be effective, such projects should be significantly expanded in funding and area.

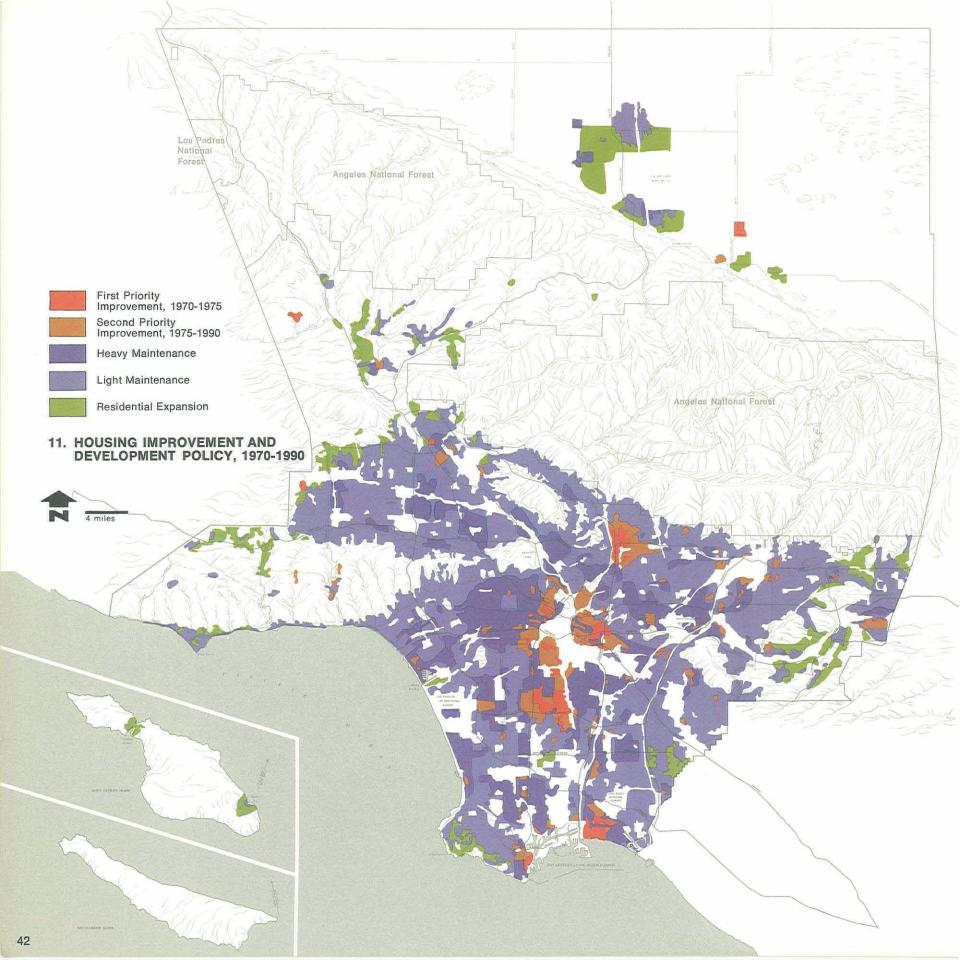
Urban Renewal

Concentrated Code Enforcement

Model Cities

10. SELECTED IMPROVEMENT PROGRAMS, January 1970





#### GOALS AND POLICY RECOMMENDATIONS

To overcome the county's complex housing problems, it is recommended that the county, as its major housing goal, seek ways and means to provide every citizen, no matter what his race, ethnic background, income level, or social status, with a decent home and suitable living environment.

To achieve this goal, the county should consider adoption of interim policies and programs which will:

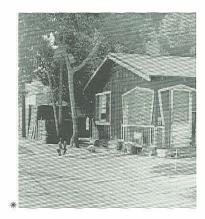
- 1. Increase the supply of new housing through programs such as Operation Breakthrough.
- 2. Reduce the proportion of income spent on housing, especially for the low and moderate income groups and the elderly.
- 3. Significantly widen opportunities for low and moderate income persons and minority group members to find suitable housing in dispersed locations throughout the county.
- 4. Encourage maintenance in established residential neighborhoods and increased rehabilitation of blighted and declining neighborhoods.
- 5. Assure the fairness and adequacy of compensation and relocation assistance to persons and families displaced by public improvements.
- 6. Improve the delivery of necessary public services to all residents and especially to those whose needs are greatest.

#### TARGETS AND OBJECTIVES

This chapter includes two maps which graphically illustrate the interim county housing policies for (1) housing improvement and development, and (2) low and moderate income housing distribution. These maps incorporate most of the policy recommendations as stated above.

## (1) housing improvement and development policy

Map 11 identifies general areas of the county where improvement programs are needed, where houses should be maintained, and where new housing developments should be encouraged. Where improvement programs are needed, the map shows those areas where rehabilitation and replacement programs must begin, or be substantially increased, within the next five years. Throughout the county, if present trends continue, an estimated 250,000 housing units will have one or more major structural problems by 1975. The map also shows areas recommended for these programs to begin during the subsequent fifteen years. The largest area is maintenance. This includes, for the most part, neighborhoods in fairly good condition; and either light or heavy maintenance should preserve these areas for the next twenty years. New housing developments should be located generally adjacent to already built-up areas.





192 units at st andrews gardens
—specially designed for low
and moderate incomes

#### (2) low and moderate income housing distribution policy

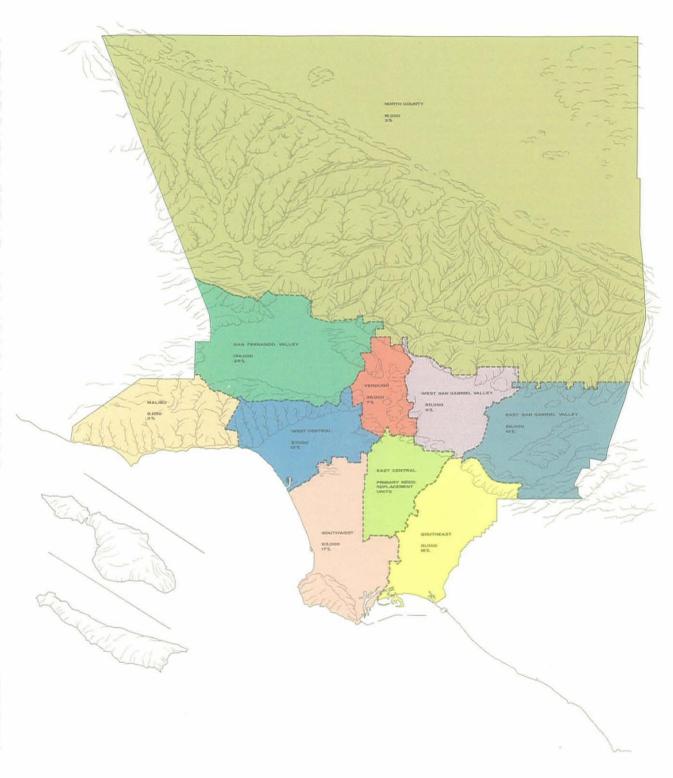
Map 12 identifies the need for additional housing for low and moderate income families between 1970 and 1975. The map also shows how many low and moderate income households should be accommodated in each of the ten sub-regions of the county in order to widen housing choices. Considering the need for additional sound housing, the continuing deterioration of housing, and the number of housing units likely to be demolished in this five year period, an estimated 541,000 units should be constructed by 1975 with a major emphasis on filling low and moderate income housing needs.

Existing market and institutional constraints make total correction of these deficiencies on this scale immediately unattainable in any event. Therefore, realistic targets for the filling of the most critical of these needs are currently being developed, along with identification of jurisdictional responsibilities. Under consideration are criteria for locating low and moderate income housing. Some of the factors being evaluated are income and social status of the community, availability of public transportation, nearness to major job centers, and characteristics of existing housing.

100% = 541,000 Additional Units Needed by 1975

# 12. LOW AND MODERATE INCOME HOUSING DISTRIBUTION POLICY

The figures identified on this map were developed without the benefit of 1970 Census data. Since the time that these were adopted as part of this Guide, adjustments have been made on the basis of new figures from the Census and a modified population projection. The adjusted figures are published in Shelter and the Preliminary Housing Element. Further adjustments will be made during the second phase of the County General Plan program as more refined data become available from the 1970 Census and other sources.



## THREE-YEAR WORK PROGRAM FOR HOUSING

The initial housing element provides a countywide perspective of problems and public policy requirements. Within this framework, a substantial effort harnessing a variety of resources must be made if improvements are to be brought about in the county's housing environment. County government can stimulate such improvements. It already has committed substantial resources of its own to planning and housing programs and is in a strategic position to coordinate the planning and action programs of many local jurisdictions. In addition, county government has traditionally provided information about social, economic, and physical characteristics and trends. Clearly, the county can effectively implement housing action programs by organizing these capabilities into three major areas: housing research, policy and program analysis, and implementation and coordination of action programs.

Activities under housing research include analyzing constraints preventing lower housing costs, analyzing changes in housing technology, estimating and projecting housing supply and demand, and monitoring housing activity.

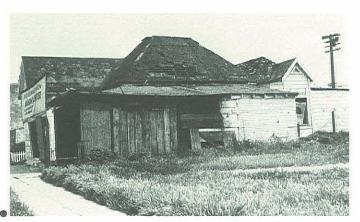
Policy and program analysis includes developing a method for matching housing programs to need, refining Phase One improvement and distribution policies, and refining production targets for low and moderate income housing.

Implementation and coordination includes cooperative effort with a wide array of federal, state, regional and local public agencies, private firms, citizen organizations and individuals involved in housing supply and improvement. Necessary organizational adjustments will be made. Housing programs will be assessed for their practical usefulness by using unincorporated areas as prototypes for other jurisdictions to follow. Priorities for housing improvement will be established.

#### CONCLUSION

To solve the complex array of housing problems in Los Angeles County, a substantially accelerated program is urgently needed. Phase One has brought a clearer understanding of the degree of the county's housing problems. It can now be used as the steppingstone to a concerted effort on the part of many actors playing diverse roles. Phase Two will go far beyond what has been proposed here, and the cumulative results will play a key role in accelerating the achievement of a decent home and suitable environment for every citizen.

For more detailed information on housing, see the *Preliminary Housing Element* or its summary titled *Shelter*, to be published by the Regional Planning Commission.







goal—a decent home . . . a suitable living environment



# VIII TRANSPORTATION

Transportation has played a major role in influencing the physical environment of the county. Availability of transportation, or lack of it, helped determine the location and growth of urban communities and the patterns of development within these communities. The early railroad transportation routes influenced the location of the first settlements in the region. These became a focus for intensified concentration of residential and industrial growth through the early 1900's at which time railroads were the major means of transportation. The appearance of the motor vehicle introduced new factors to the growth and development of the region. Population, commerce, and industry grew and expanded into the surrounding areas. Expansion was accompanied by a continuous decline in rail passenger transport and a rapidly increasing dependence upon the various forms of motor vehicles. In recent years, buses have taken over the role of public carriers, and the automobile has become the major personal transportation means.

#### PROBLEMS AND ISSUES

Transportation is primarily concerned with two functions-the movement of people and the movement of goods.

#### movement of people

The major people carriers in Los Angeles County are the private automobile, and to a lesser extent the bus. In 1970, over 3.6 million automobiles were registered in Los Angeles County. Within the next 20 years, their number is expected to increase considerably, probably at a rate greater than that of the population growth. Automobile ownership is unevenly tions. distributed. A significant segment of the population-the young, the old, the handicapped, the underprivileged, the newly arrived, as well as many tourists-do not have access to an automobile; they require some other form of transportation. The current alternatives to the private automobile are the public bus service provided by the Southern California Rapid Transit District and other bus lines, both privately and publically owned, as well as limited taxi service.

The dominance of the private automobile and inadequacies of public transportation have resulted in major transportation problems that will become more severe unless current trends are changed. Some of these major problems include congestion, parking deficiencies, air and noise pollution, land losses and displacement, inadequate public transportation service. and heavy accident tolls.

#### congestion

congestion during peak hours. In simple terms, there are too many people commuting at the same time. This results in traffic demand exceeding transportation system capacity at tax loss to local government. peak hours and in time loss for those traveling.

In addition, congestion is particularly severe at Los Angeles International Airport, Downtown Los Angeles, Wilshire Boulevard, and occasionally at the Coliseum and other similar loca-

#### parking deficiencies and related congestion

This problem is particularly acute in Downtown Los Angeles (where 30% of the total area is used for parking in addition to the 30% used for streets), Los Angeles International Airport, and in some of the older industrial districts.

#### air pollution

mary source of air pollution in Los Angeles County. They contribute approximately 12,000 tons of pollutants

#### displacement and land losses

Commuter traffic is the major cause of Converting productive land into freeways and other transportation facilities causes human displacement and relocation problems as well as substantial economic loss and substantial

#### inadequate public transportation

The existing bus system fails to meet the transportation needs of persons who do not have access to an automobile or who would prefer to use other means. Taxi service is very limited and expensive.

#### accident tolls

Although death rates per mile travelled have gradually decreased, loss of life, health and property due to automobile accidents will increase as our dependency upon the automobile increases.

In addition to the automobile, aircrafts and railroads transport people into and out of the region. Air transporta-According to the Air Pollution Control tion activities have increased signifi-District, motor vehicles are the pri- cantly over the past decade, a trend which is expected to continue, Accelerated air transportation activity will increase airspace and air navigation difficulties, require more extensive ground facilities and ground access, and will increase the need to solve the critical problems of aircraft noise. Railroad passenger service has been decreasing, and this trend is also expected to continue.

#### the movement of goods

Within Los Angeles County, the major freight carriers are trucks, while trucks, railroads, airplanes, and ships carry freight into and out of the region. Pipelines are utilized mainly for transporting oil, gas, and chemicals.

The number of trucks and their freight hauling capacity has increased considerably over the past twenty years. This trend is expected to continue through the next twenty years.

The railroads, while increasing the actual amount of freight hauled, have declined in the overall proportion of freight carried. Some of the problems associated with the railroads are noise, dust, vibration, and conflict with motor vehicles.

The air transportation industry has experienced a significant increase in freight activities, both in volume and share. The increased activities, in general, have caused major problems including congestion in the skies and on the ground, air and noise pollution and other environmental hazards.

Los Angeles and Long Beach Harbors are the major commercial harbors in the county, and cargo passing through these ports has been on the increase. This increase will require more ground transportation facilities. The most critical problems affecting these facilities are water pollution and ground transportation access.



### GOALS AND MAJOR POLICIES

Solving the existing transportation problems and meeting future transportation needs should not be our only concern. We should be equally concerned with meeting the transportation needs and desires in a way that enhances our total environment and the vitality of our region.

The major transportation goal is to satisfy the travel needs and desires of all residents, and to stimulate the desired urban development pattern for Los Angeles County by providing a balanced, well integrated, multimodal transportation network responsive to the economic, environmental and social needs of the region and nation. The achievement of this goal is directly related to the following major objectives and policies:

- 1. Provide an effective mass transit system to serve major centers of activity in the county.
- 2. Provide effective support transit systems to supplement the mass transit system and increase mobility.
- 3. Provide an effective freeway and highway system capable of meeting existing and future demands.
- 4. Reduce current and future congestion.
- 5. Reduce air and noise pollution.

- 6. Provide adequate, efficient, and esthetically pleasing parking facilities to meet immediate and future demands.
- 7. Provide for the safety and dependability of all transportation modes.
- 8. Reduce travel inconvenience by making all transportation modes physically and psychologically comfortable.
- 9. Make all transportation modes and facilities esthetically pleasing and compatible with important features of the environment.
- Minimize disruptive effects of human life caused by the construction and expansion of transportation facilities.
- 11. Continue to provide fair and adequate compensation and relocation assistance for persons and businesses displaced by the expansion or construction of transportation facilities.
- 12. Coordinate transportation planning with region-wide and community goals and objectives.

To solve the existing transportation problems and meet future demands, new and improved transportation modes and facilities will be required. These systems should be integrated into a functional network with the following components:

Mass Transit System and Supplementary Systems,

Freeway and Highway System,

Aviation, and

Specialized Facilities.

As a general reflection of the stated transportation goals and objectives, a preliminary transportation network has been delineated on Map 13. This map includes a mass transit system, a free-way system, a system of facilities such as airports, rail lines, commercial harbors, and multipurpose terminals.

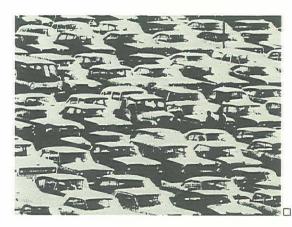
Map 14 identifies possible freeway needs beyond 1990 as recommended by the Metropolitan Transportation Engineering Board.

Map 15 delineates an arterial street and highway system which has been coordinated with Map 4, "Development Phasing Policy, 1970-1990" and Map 8, "1990 Land Use Policy Guide." The system includes those highways which should be considered as priority projects and does not eliminate other highways shown on the Circulation Element of the County General Plan (commonly known as the Los Angeles County Master Plan of Highways). The system shown could be altered to include other Master Plan highways if adjustments in land use patterns take place. As stated previously, Map 15 does not include all the routes in the currently adopted highway plan for the county, but this deletion for the purpose of making highway priorities consistent with development phasing does not affect the utilization of the Master Plan of Highways to administer right-of-way protection and setback implementation provisions as development occurs.

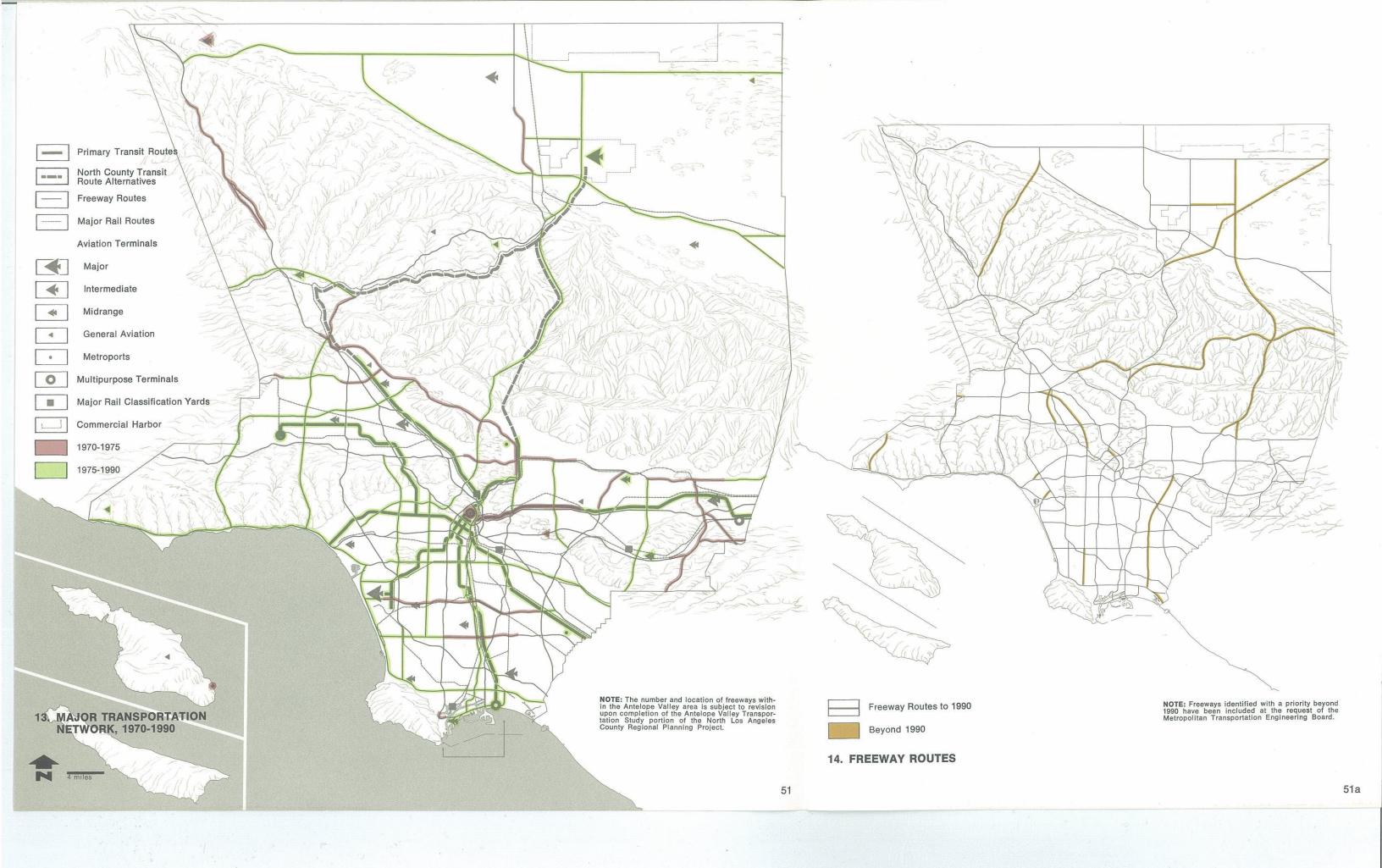


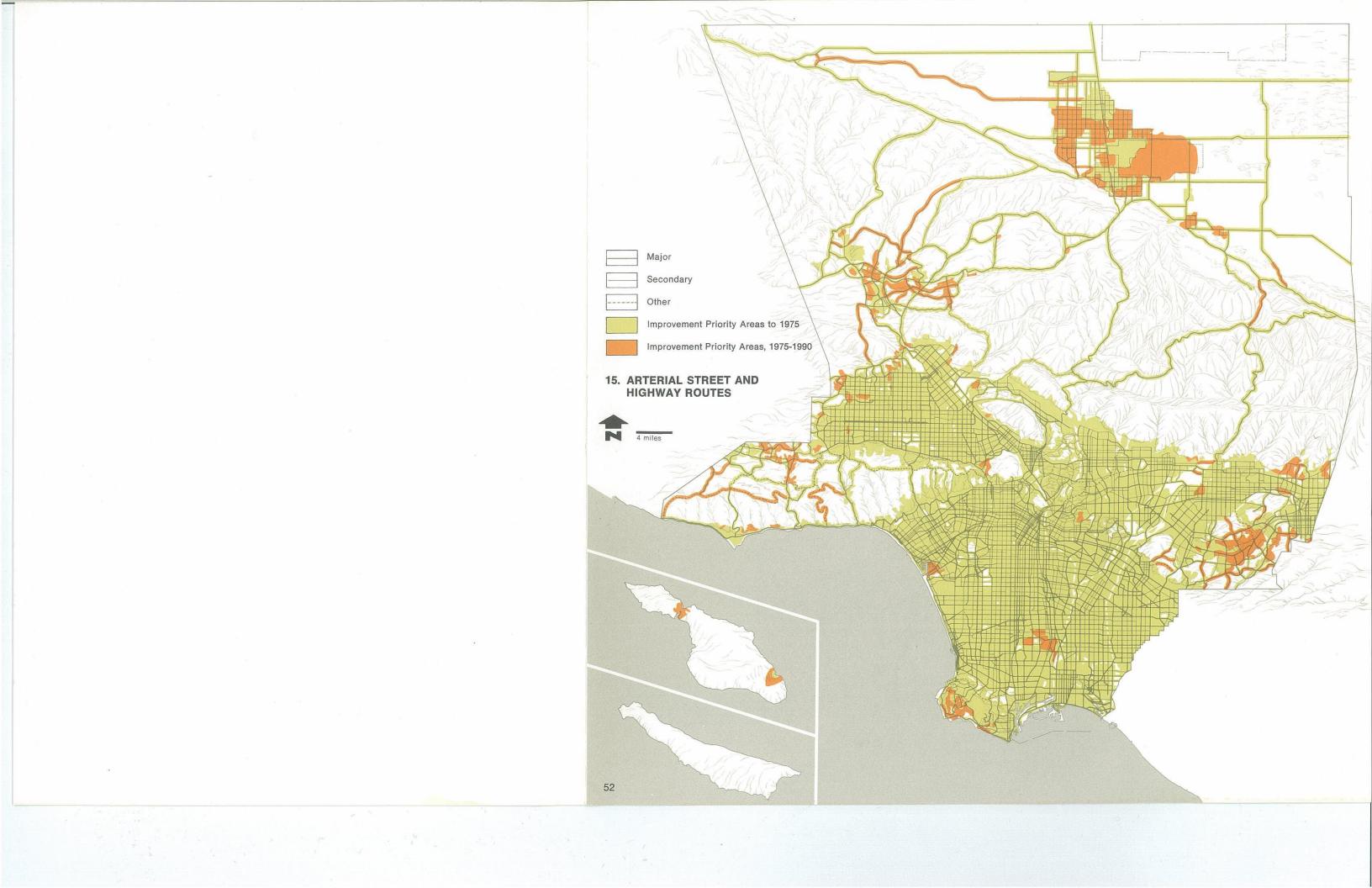






. . . more than 3.6 million . . . and more on the way





#### MASS TRANSIT SYSTEM AND SUPPLEMENTARY SYSTEMS

The major functions of the mass transit system are to provide a rapid means of transportation to the major centers of activity in the county, and to provide an acceptable alternative to existing systems. The mass transit system must be supplemented by secondary forms of people movers. These secondary systems will serve areas not served by the mass transit system, perform a feeder and distribution function for the mass transit system, provide an acceptable alternative to the private automobile, and serve that segment of the population that has no other means of transportation.

#### objectives and policies

The major objectives and policies of the mass transit system and the secondary systems are to:



goal-satisty the travel needs of all

SPECIAL PERMIT REQUIRED

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ONLY

PROHIBITED

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STOPPING

RIGH

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O STOPPING

ANY TIME

IO PARKING



- 1. Complement the freeway and highway system by reducing congestion especially at peak hours.
- 2. Stimulate the development of the regional centers concept by providing convenient means of transportation to and from the centers.
- 3. Reduce the demand for parking.
- 4. Channel the mass transit system into the regional core and other major centers.
- 5. Make the mass transit system easily accessible by foot, by automobile, or by a secondary transit system.
- 6. Build the mass transit system so that it is grade separated and has exclusive rights-of-way.
- 7. Locate the major transit stations to serve the multipurpose centers and other major activity areas such as educational institutions and hospitals. with additional stops provided in the suburban areas.
- 8. Limit the trip time and cost for public transit service so that they are equal to or less than that of driving and parking the automobile.
- 9. Develop public systems which are dependable and insure maximum safety as well as physical and psychological comfort to passengers at waiting points and during travel.
- 10. Make the systems flexible enough to meet the varying needs of all groups.
- 11. Meet the needs of the underprivileged, the young, the aged, and the handicapped.



#### FREEWAY AND **HIGHWAY SYSTEM**

Private automobiles will continue to be the dominant means of transportation in Los Angeles County for the next decade, and trucks will continue to be the major freight carriers. This trend will place a heavy demand on the freeway and highway system, necessitating a reasonable program of improving and expanding the existing system.

#### objectives and policies

The major objective of the freeway and highway system is to adequately serve present and future vehicular traffic demand, for both people and goods, with a minimum of congestion. Major policies:

- 1. Make operations of existing highways as efficient as possible by continuing to improve signalization and traffic channelization and by eliminating on-street parking where such parking contributes to congestion.
- 2. Emphasize safety, capacity, and contribution to the total community environment in the design of freeways and highways.
- 3. Maintain continuity of freeway and highway routes wherever possible.
- 4. Alleviate unsatisfactory conditions on existing freeways by improving methods of monitoring freeway operations to reduce delay, congestion, and accidents.
- 5. Provide relief for central area traffic congestion by rerouting through traffic to bypass routes.
- 6. Continue grade separation programs at railroad crossings, especially on major highways.

#### AVIATION

The explosive growth of air travel in the past decade and the acceptance of the general aviation aircraft for business and recreational uses have subjected airports to greatly increased activities. They have created a need for far more comprehensive airport and airspace planning.

Major objectives and policies:

- Develop an aviation system which is compatible with existing and desired land use patterns and contributes to region-wide and community needs and goals.
- 2. Decentralize the major air terminals.
- Introduce a system of conveniently located air terminals to meet the needs of short range and commuter aircraft.
- Introduce a system of conveniently located general aviation facilities to meet the aviation needs of business and recreation users.
- 5. Reduce aircraft noise and air pollution to an acceptable level.
- 6. Improve ground access to and from air terminals.



#### SPECIALIZED FACILITIES

Specialized facilities include truck routes and terminals, railroads and railroad terminals, commercial harbor facilities, and multipurpose terminals. Major policies:

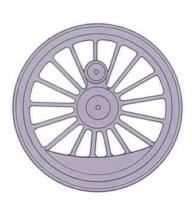
- Develop a comprehensive plan for truck routes to relieve traffic congestion caused by trucks, and reduce trucking noise.
- 2. Promote the use of major truck terminals for maximum efficiency and to reduce the impact on other traffic.
- Continue programs for the elimination of the major railroad crossings at grade or upgrading of grade protection devices.
- 4. Explore the possibility of using the major railroad terminals for other transportation uses such as heliports and transit stops.
- 5. Explore joint uses of railroad rights-of-way and flood control channels for green belts or landscape enhancement as well as other transportation purposes.
- 6. Improve ground transportation access to and from the harbor facilities.
- 7. Reduce pollution in harbors and ensure against future pollution.
- 8. Explore the possibilities for the development of existing and new facilities for multipurpose use. Such sites could be used as heliports or STOL (short takeoff/landing) ports, transit stops, and freight terminals.

## POLICY AND PROGRAM RECOMMENDATIONS

It is apparent, at this point in time, that the motor vehicle system alone cannot meet the total transportation needs in this region. We must look to other supplemental means, not only to solve our existing problems, but also to ensure the improvement of our total environment in which transportation plays a key role.

In order to effectively meet our transportation challenges, an accelerated improvement program is required to complete present and future commitments which may require a shift in emphasis and rearrangement of priorities. Our links with neighboring regions by high speed ground or water transport should be studied and considered.

Phase Two of the County General Plan program will intensify the analysis of the transportation problems and issues, emphasize the coordination with agencies involved in the development of various transportation systems, and explore alternatives for ultimate solutions. These activities will be carried out with those local, regional, state, and national agencies having an interest or responsibility in urban and regional planning. Citizen participation will also be solicited. Coordination and consolidation of efforts is most vital in the development of a transportation network responsive to the economic and social needs of our region.





# IX PUBLIC SERVICES AND FACILITIES

The public services and facilities network that extends throughout the Los Angeles urban region has influenced the direction and extent of urbanization on the one hand, while having to respond to growth and change on the other. "Public services and facilities" refers to those services and facilities, whether publicly or privately owned and administered, that are operated for the use and benefit of the general public. Included are those services with which most people are already familiar in their daily activities: water, power, telephones, sewers, schools, libraries, police and fire protection, health clinics and hospitals, parks, and arenas and stadiums.

PUBLIC SERVICE NEEDS Historically, public services have been provided in Los Angeles County at a reasonably high level. The goal has been to provide optimum public services and facilities for all the people, efficiently and with an equitable distribution of costs and benefits. Yet urbanization and population growth, coupled with demands for higher levels and wider ranges of services, have made this goal impossible to attain. Within a continuing shortage of funds, the problem of priorities has become acute and poses difficult questions. Who should be served first - people in new areas that have no service, or those in older inner areas that have outdated, overworked facilities? Within a given area what services should be provided first? In addition, substantial existing variations in the quality and distribution of services and facilities are major concerns. The situation also reflects the lack of coordinated service and facility planning.

quantity and quality vary from community to community

income areas, but the existing bus system does not meet this need. The quantity and quality of educational, health, recreation and other services vary substantially from community to community. Water and sewer lines are nearing capacity in many of the older areas of the county; this, coupled with a crisis in public financing, prevents revitalization of the very neighborhoods which need immediate attention. There is also the question whether the people most in need of services have them available at the right time. This is a matter of how the delivery of public services has been viewed by operating agencies and whether substantial changes in these practices are needed. In the final analysis, the fundamental issue is how to satisfy the number of people demanding service. Plans can be made in the short run to correct the most severe deficiencies and provide

Although public services have been

provided at a reasonably high level in

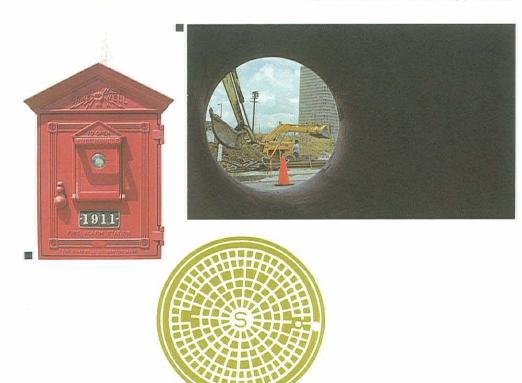
some areas, many residential neigh-

borhoods have been faced with a con-

tinuing shortage. Many examples can

be cited: bus transportation is needed by almost half the workers in low-

the most immediate additional needs. But in the long run, deficiencies will remain unless service and facility planning guides urban growth into the areas most convenient and least costly to serve and limits population capacity in areas not suitable for urbanization. In line with this emphasis, the remainder of this chapter focuses on the problem of planning for water and waste management services and facilities. More than any other service, these affect the timing and direction of urbanization and provide a key device in implementing the basic policies recommended in the Urban Development Policy and Development Phasing Policy of Chapter 4.



#### WATER AND WASTE MANAGEMENT RELATIONSHIPS

Water supply, flood control, and sewage and solid waste disposal are necessary conditions for urban settlement. In the history of the county, urban growth has been made possible only through the provision of these necessities, often at great expense, as in the case of the major aqueduct projects.

Two major water and waste management problems have evolved. The first is the development of numerous ad hoc organizations responsible for providing a single service in a limited area. Certain service functions, such as flood control and sewerage, have avoided this problem. Most water and waste management agencies are not

open space

legally required to coordinate their activities with other agencies. The inefficiencies and resultant costs of such arrangements increase with the mounting complexity of urban development and point to the urgent necessity for greatly enhanced coordination among service agencies. In circumstances where this cannot be attained. consolidation may be necessary to protect the public interest.

The other major problem is the lack of relationship between water and waste management service and comprehensive planning for urban development. Single systems have too often been built as a speculative incentive for urban growth without considering the excessive costs of providing other attendant services. Such premature extension of facilities is inefficient and costly to the public and results in disorderly and disruptive extension of urban development.

Thus there is an urgent need for a coherent water and waste management plan on a countywide scale, related to a comprehensive long-range plan. The Environmental Development Guide provides an initial step towards this objective with its statement of interim goals, policies and program recommendations on water and waste management. The statement is, of necessity, general and must be refined in the next several years to provide a plan and program of adequate dimensions.

urban area

#### TRENDS AND PROBLEMS IN WATER AND WASTE MANAGEMENT

Los Angeles County is a water deficient area which has had to supplement local water supplies with imported water since 1913, In addition to local ground water and runoff, it has been necessary to import from the Colorado River and from the Owens Valley. In 1971, a third source will become available from the State Water Project, Importation over long distances from remote sources has been a major engineering accomplishment in the history of Los Angeles County making large-scale expansion of human settlements possible. The greatest remaining problem in the area of water service and supply is the high costs and inefficiencies created by a multiplicity of local distributors of which there are now over 300.

Drainage and flood control has been a long-standing requirement for protection of life and property. This need was recognized early with the formation of the Los Angeles County Flood Control District for the southern half of the county. As a result, most of the major river and stream beds on the coastal lowlands have been channelized and controlled. The biggest flood control problem is presently found in the northern portion of the county,

especially in the Antelope Valley, most of which is not as yet covered by a flood control district.

With few exceptions, most urban development is served by sewers which terminate in several major treatment and reclamation plants. These sewers are divided into two basic systems operated separately by the City of Los Angeles and the County Sanitation Districts. Within older sections of urbanized areas near Central Los Angeles, portions of both systems are carrying quantities near the capacity of the pipes. These must either be replaced by larger pipes or relieved by parallel lines. Other serious problems include water pollution, deficient sewers in certain outlying areas, obsolete facilities and high costs for additional improvements. Of particular note is the recent emphasis on reclaiming waste waters for further use. in contrast to the historic practice of discharging treated sewage into the ocean.

Proper disposal of approximately 10 million tons per year of rubbish, trash and other solid waste is a necessity for protection of health and safety in Los Angeles County. Various disposal methods have been used through the years. The sanitary landfill has been found to be most desirable under existing technology and economic conditions. At present rates of fill, however, many existing sites will be filled to capacity in three years. According to the County Sanitation Districts, new large-capacity sites and additional transfer stations will be needed to service existing and projected disposal requirements. Of special interest are current investigations into the economic feasibility of recycling separated solid wastes.



Curtailing extension of water and waste management systems is an important way to limit

#### WATER AND WASTE MANAGEMENT GOALS, POLICIES AND PROGRAM RECOMMENDATIONS

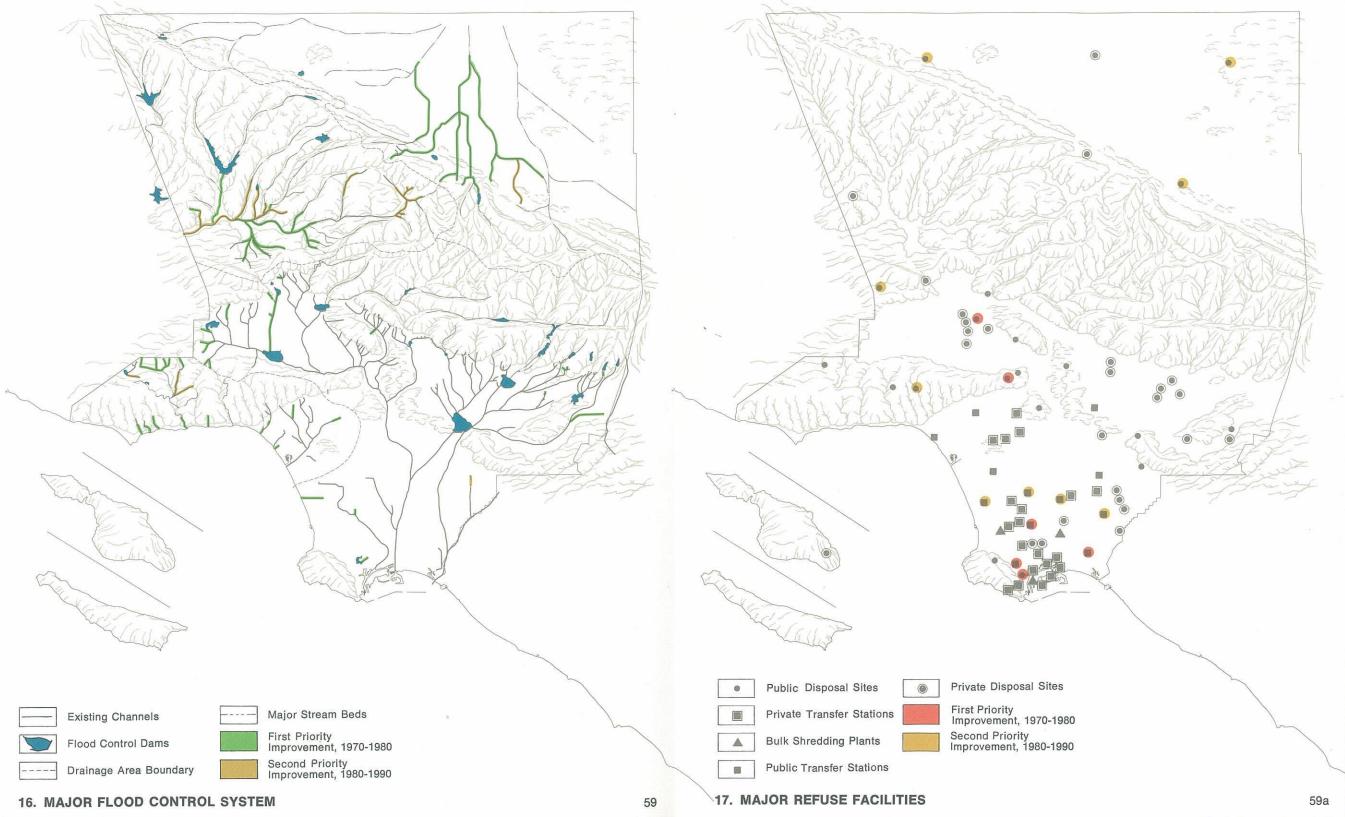
General goals:

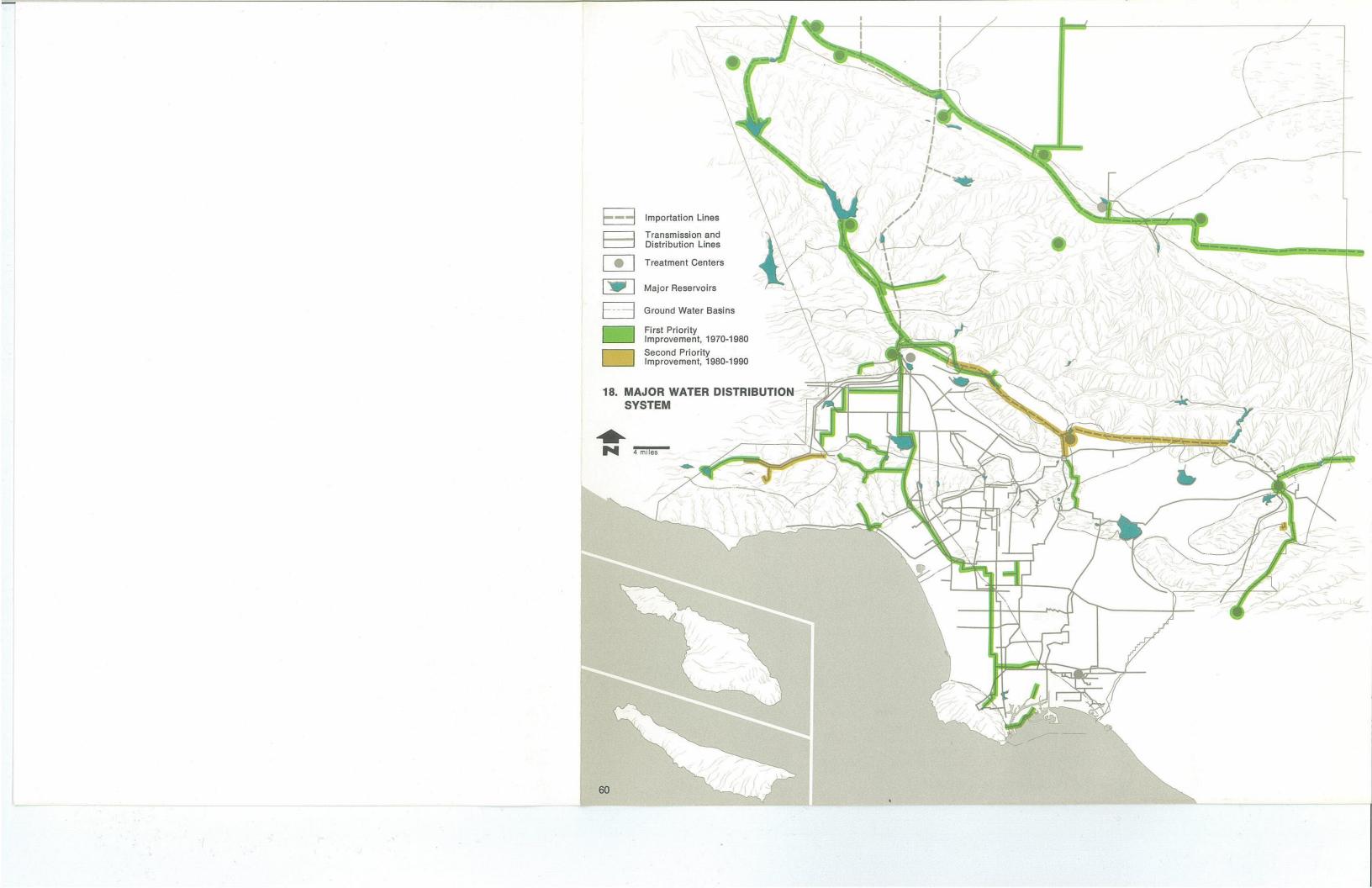
- 1. Provide adequate systems of water and waste management facilities to protect the health and safety of all residents and enhance the quality of the man-made and natural environment.
- 2. Provide facilities in an efficient manner with an equitable distribution of costs and benefits.

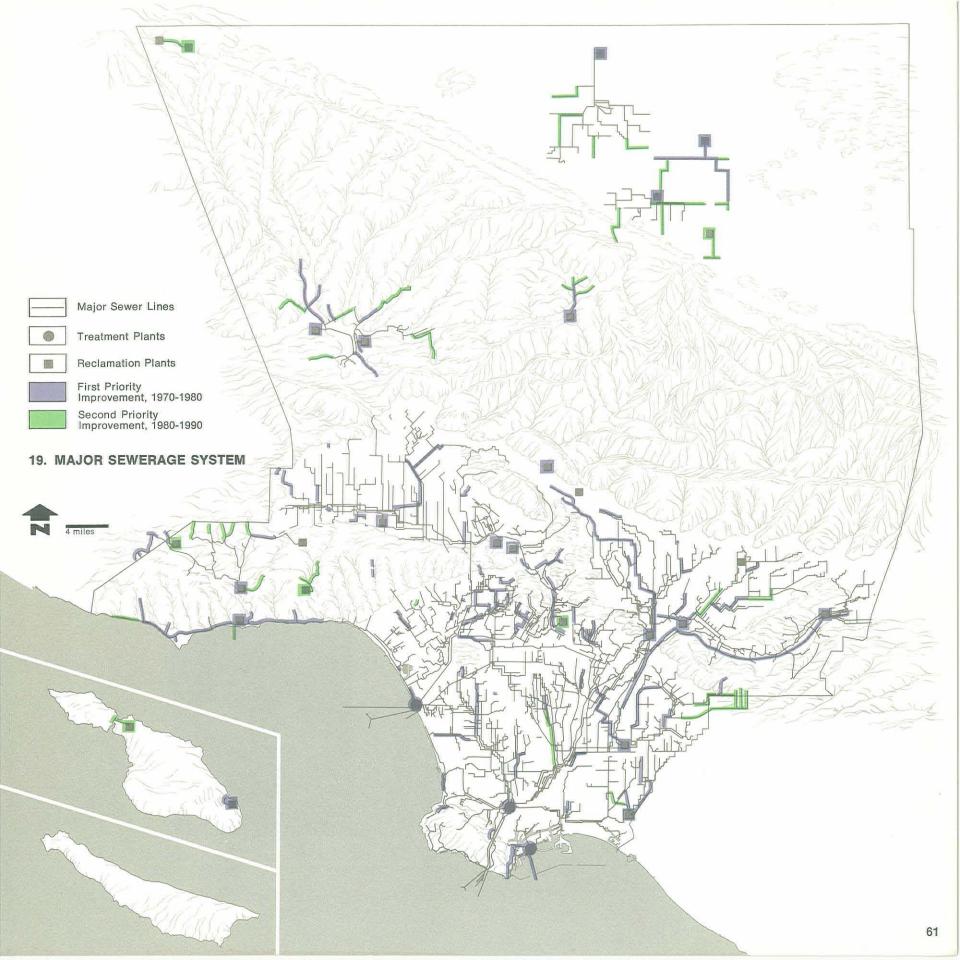
General policies are recommended as follows:

- 1. Phase the extension of primary facilities to promote orderly urban development.
- 2. Discourage extension of facilities into areas where urban development should not occur, especially in areas designed for open space and resource preservation in the "1990 Land Use Policy Guide" map.
- 3. Develop water, sewer, drainage and solid waste facilities in such a way as to minimize disruption of the ecological balance among mountains, hills, desert, rivers, lakes, coastline and ocean.
- 4. Eliminate duplication of effort and conflicting results among water and waste management agencies through better coordination and more effective communication.
- 5. Eliminate fragmentation in water and waste management by encouraging consolidation of existing agencies where called for in the interest of public health, safety and convenience.

The Environmental Development Guide provides Maps 16, 17, 18 and 19 which show existing major water and waste management facilities throughout the county, together with a graphic indication of the general location of needed relief and extension facilities to the year 1990. Additional facilities are shown in two phases based on phasing indicated in the "Urban Development Policy" map and the "Development Phasing Policy" map in Chapter 4 and the "1990 Land Use Policy Guide" map in Chapter 6. The major facilities systems maps included here represent a generalized version of more detailed maps being developed for a prliminary water and waste management element report.







#### CONCLUSION

The concepts reflected in this report and the upcoming water and waste management technical report are intended as a starting point toward the development of a set of service and facility plans which are well integrated between specific functions and comprehensive planning in general.

Phase Two of the County General Plan program will go well beyond the general beginnings reflected here, both in water and waste management questions and in other major service functions such as education, recreation, health, public protection and capital programming.

For more detailed information, see the preliminary *Water and Waste Management Element* report published by the Regional Planning Commission.

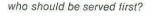
#### the problem of priorities

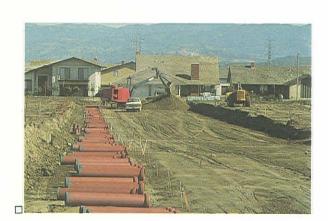
The money needed to correct current deficiencies and serve expected requirements far exceeds amounts available. Thus expenditures for water and waste management facilities must be scheduled systematically to provide the greatest benefit.

The water and waste management technical report will include lists of major projects, identified with priority ratings and approximate costs. The following are general criteria used in the assignment of priorities:

- 1. Areas subject to immediate threats to public health or safety or subject to serious pollution of the ocean, rivers, lakes or ground reserves.
- 2. Areas presently or expected to be occupied by low income households. Highest priority would be in areas where new low income housing is to be constructed.
- 3. Populated areas which at present are inadequately served by existing private or public systems.
- 4. Areas scheduled to be developed within the next five years in accord with county development and phasing objectives.
- 5. Remaining areas appropriate for development within the basic Urban Development Policy.

These criteria should also be used in the evaluation of local projects not reflected in the major systems policy maps.









# X RECREATION AND OPEN SPACE

In its broadest sense, the term "open space" refers to all land which is not used for buildings or structures. It may be either urban or nonurban. Open spaces affect the character of development, and vice versa. Among other things, open space offers esthetic variety and relief, shapes the environment, stabilizes other land uses, reduces noise and conserves natural resources. But the function most commonly associated with open space is recreation, which has become increasingly important in today's industrialized, urban society.

Observers of the contemporary social scene speak with increasing frequency of the coming age of leisure. Actually, the leisure age is a convergence of several social, cultural and economic trends in our society. One of these is population growth. Another is the population's high degree of mobility. A third trend is the rise in family incomes. Fourth is the increase in leisure time or time spent not working.

These trends have increased the demand for more leisure activities. Leisure is spent in continuing education, in cultural activities, in participant and spectator sports, and in travel and vacations. A great proportion of leisure time is spent in various activities carried on away from home. Outdoor recreation accounts for much of this. The desire for outdoor activity, beauty, and "elbow-room" is strong and creates a rising demand for open space and recreation facilities.

#### PROBLEMS AND ISSUES

#### GOALS

The following recreation and open space goals address the problems and issues outlined above:

- 1. Provide adequate and accessible recreation and open space for the needs of the population, with special attention to the needs of low income and disadvantaged groups.
- and open spaces and associated scenic and natural resources, plant and animal communities, and unique
- 4. Improve the quality of the environ-
- open space system.

1970.

- - 2. Distribute recreation and open space costs and benefits equitably.
  - 3. Conserve and protect recreation historical and scenic sites.

  - 5. Create and preserve a countywide

These goals and the following policies recognize those of the Department of Parks and Recreation adopted by the Board of Supervisors on April 21,



In order to meet these increasing demands, the County of Los Angeles and all of its citizens must confront certain fundamental problems and the issues that these problems raise. The problems include deficiencies in the quantity and quality of open space and recreation facilities, rising costs for their creation and protection, proper location and distribution, loss and underuse of existing open space and recreation facilities, and incompatibility between open space and other uses and activities.

#### The issues:

Who benefits from open space and how much?

Who should provide these benefits and pay for them?

When and where will they be provided?

What and how much is to be provided?

How will it be provided?



a strong desire for

"elbow-room"





The following policies address the goals specified above:

- 1. Create and protect parks, recreation areas, and open space through coordinated acquisition and regulatory programs.
- 2. Create new and enhance existing recreation and open spaces in recycle and first and second priority housing improvement areas (Maps 3 and 11) and in other areas occupied by low income and other disadvantaged groups.
- 3. Conserve and enhance recreation and open spaces in maintenance areas (Maps 3 and 11) not covered by the preceding policy.
- 4. Acquire in advance public recreation and open space lands in urban expansion areas (Maps 3 and 11).
- 5. Protect, maintain and enhance existing nonurban public open space lands such as the Angeles National Forest.
- 6. Encourage the retention of private lands as recreation and open space.
- 7. Enhance the development and expansion of private outdoor recreation facilities.
- 8. Enhance public and private recreation and open spaces through local beautification programs.
- 9. Prevent private groups and public bodies from removing existing open spaces and parks from open space and recreation uses.
- 10. Accord priority to the acquisition and development of recreation and open spaces within urban areas, particularly those in which low income and minority groups reside.
- 11. Create and maintain recreation and open space buffers surrounding airports and industrial areas.
- 12. Accord special attention to the development and preservation of shorelines, including beaches and lagoons.

#### **NEEDS AND DEFICIENCIES**

In 1970, Los Angeles County contained an estimated 832,000 acres of permanent public and private open space of which approximately 60,000 acres were within urban areas. Approximately 38,000 acres were devoted to regional and local recreation facilities. This existing inventory is the basis for projecting current and future recreation—open space needs and expected acreage deficiency.

The determination of 1990 need was made by applying established county standards for open space and recreation facilities to the existing inventory. These standards are 4 acres per 1,000 persons for local recreation, 6 acres per 1,000 persons for regional recreation, and 30% of the urban area for urban open space.

By 1990, open space needs of the county will total 1.3 million acres, in-

cluding 235,000 acres in urban areas and 94,000 in regional and local recreation facilities. From 1970 to 1990, a potential deficiency of 475,000 acres is projected. Of this, 175,000 acres will be needed for urban open space and 56,000 for regional and local recreation. The greatest deficiencies are expected to occur within recycle and urban expansion areas because they will encounter the greatest changes during this period.

Most noteworthy is a current major deficiency of 29,000 acres in local parks and playgrounds throughout the county. Of this, a 13,000 acre deficiency exists within older urban areas populated largely by low income households, minority group members and the elderly.

In view of such serious deficiencies, particularly in the older urban areas, the need for vigorous acquisition and development of open space and recreation areas is urgent.

#### **OPEN SPACE CONCEPT**

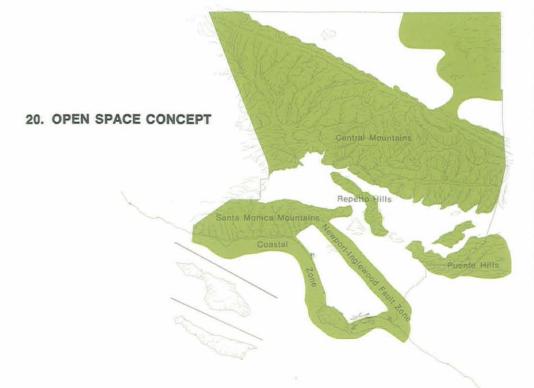
The Open Space Concept depicted on Map 20 should be the organizing principle for the county's open space programs. The concept entails a system of open space belts throughout the county, each serving the common needs of urban concentrations and affording recreational opportunities and esthetic relief. These open space belts include the central mountains, the Santa Monica-Repetto-Puente Hills chain, the Newport-Inglewood Fault Zone, and the coastal zone. Future open space acquisition and development programs should recognize and conserve these natural features while enhancing their visual and recreational potential.

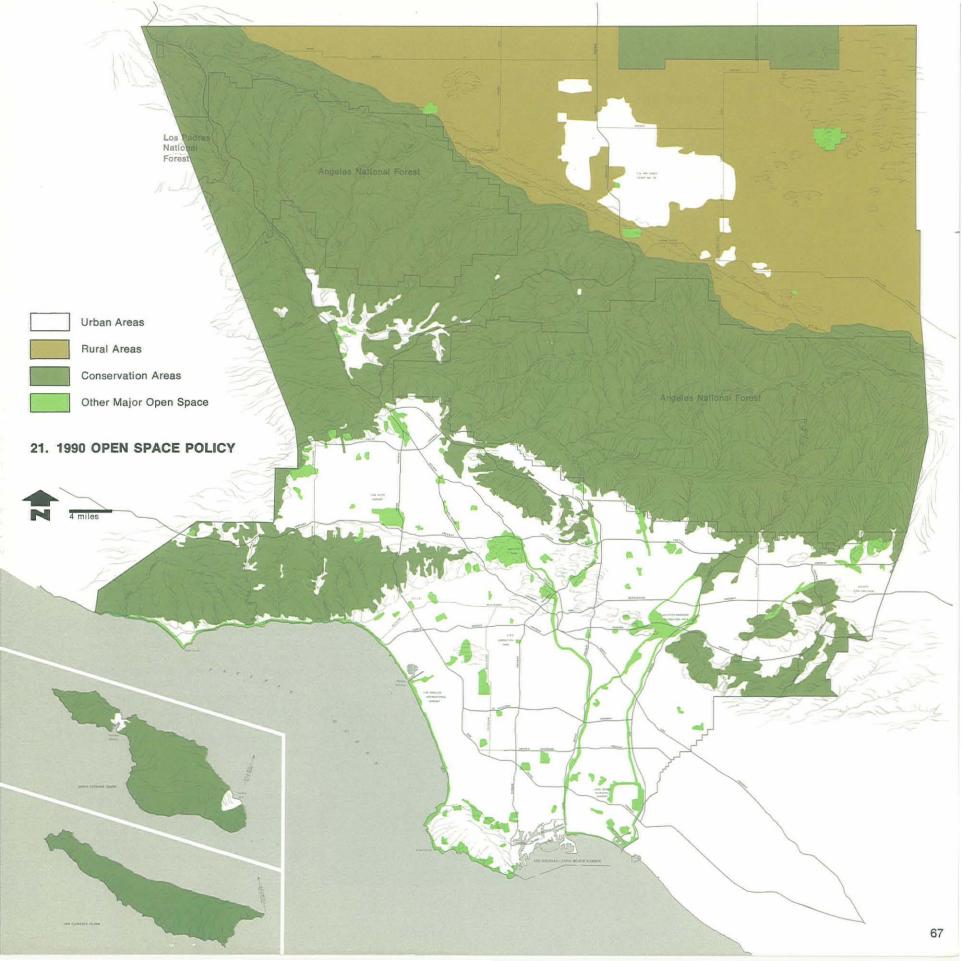
#### OPEN SPACE SKETCH PLAN

The preceding open space concept is intended as a long-range objective (more than twenty years). The sketch plan (Map 21) implies a shorter-range concept. It portrays open space policy to 1990.

On this sketch plan, *urban areas* comprise the most intensively developed portions of the county, while *rural areas* are those of scattered, less intensive activity in the Antelope Valley. *Other major open space* is permanent and is located primarily within urban areas. It can be public or private and includes parks, golf courses, cemeteries and regional recreation areas. *Conservation areas* consist of lands having inherent scenic or open space value, natural resource and watershed areas, and environmental hazard areas.

Small recreation and open space sites are not shown on the sketch plan due to its scale. This graphic omission, however, should not be construed as an elimination of local recreation facilities from the basic policy of the open space element.

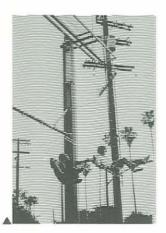




#### RELATIONSHIPS

The recreation and open space element is meant to be effectively coordinated with other components of the Environmental Development Guide. The open space goals stated in this chapter thus reflect the same ends as the interim goals in Chapter 4: improvement of environmental quality. equity in open space-recreation opportunities and their costs and benefits, and resource conservation. Likewise, the "creation of an open space system for urban and nonurban areas" is a main component of the Urban Development Policy outlined in Chapter 4. The Urban Development Policy reflected in Maps 3 and 4 suggests the retention of open space in and around urbanized areas. This is to be achieved by controlling and limiting suburban expansion while revitalizing inner cities.

Other elements support fundamental recreation and open space goals. Retention of open space bears a direct relationship to improvement of environmental quality (Chapter 5). The Regional (modified centers) Concept discussed in Chapter 6 forms the substance of the land use element and supports open space retention by concentrating development in centers of activity. The controlled extension of new housing development (Map 11) and of transportation (Maps 13 and 14) and water and waste facilities (Maps 16, 17, 18 and 19) also aid in the retention of open space.



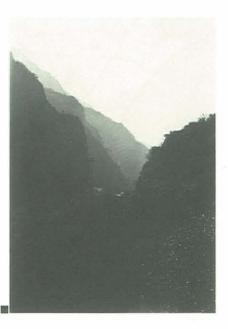


The open space and recreation element also recognizes and includes as part of its basic policy several previously adopted plans relating to this subject including the Regional Recreation Areas Plan, the 1948 Master Plan of Parks, the Master Plan of Riding and Hiking Trails, and the Master Plan of Shoreline Development.

#### **ROLES AND RESPONSIBILITIES**

Achieving an effective recreation and open space program demands the active participation of numerous governmental agencies. County government must provide regional recreation facilities for the entire county and local recreation space for all unincorporated areas. Cities have responsibility for incorporated areas. In addition, county school districts cooperate in providing neighborhood and community recreation facilities in conjunction with elementary and secondary schools.

policy-preserve open spaces before other activities take place



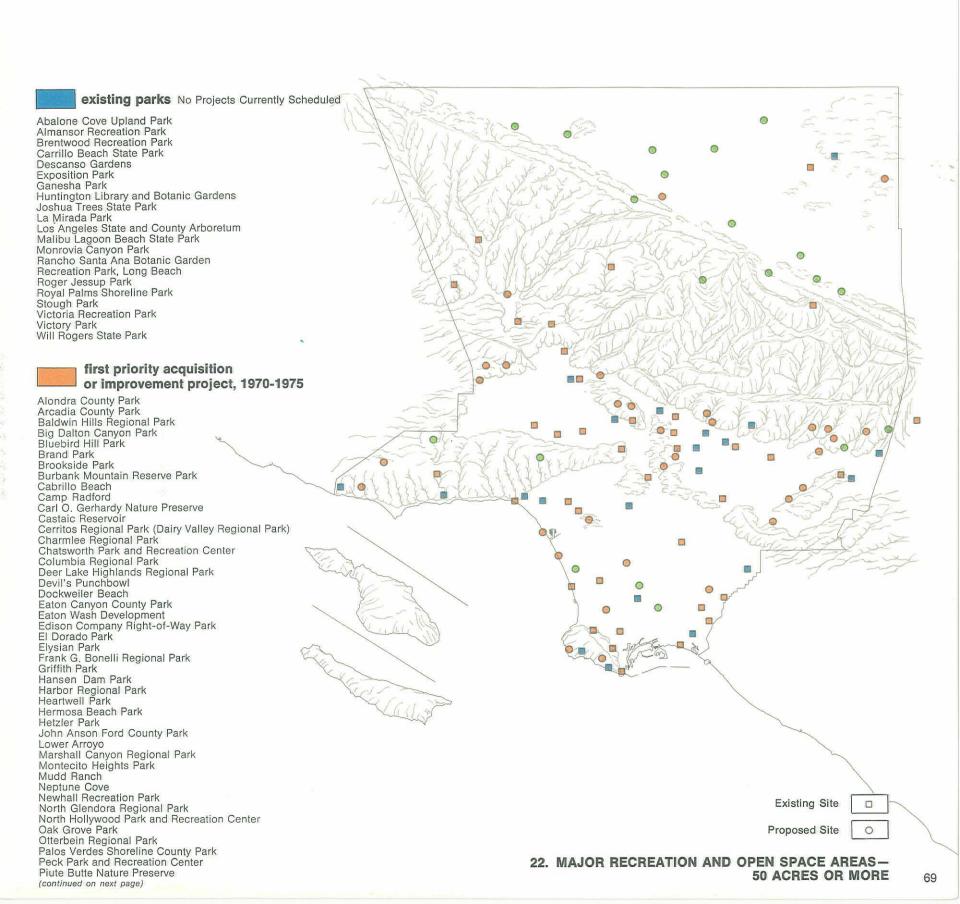
#### PROGRAM PRIORITIES

Programs are implementation measures pursued at various governmental levels in fulfilling open space and recreation needs. Major open space and recreation area programs carried on by Los Angeles County government are: acquisition; regulation; conservation and development; and local beautification and improvement. The latter includes the County Beautification Program and county policy for recreational use of flood control channels.

Because there is pressure for intense use of land located within the urban complex, open spaces need to be designated and preserved before other activities take place. In this way, it is possible for the best land available for recreation and open space to be preserved to provide a framework for subsequent development. The assignment of high priority to recreation-open space development requires immediate action if such preservation is to take place.

Shortage of funds makes it impossible to simultaneously pursue a number of recreation and open space retention programs for the entire county. Therefore, a priority listing of acquisition and development projects scheduled in the next ten years for existing and proposed large-scale parks has been developed for publication in an accompanying report titled Preliminary Open Space Element. Priority recommendations cited in that report are reflected generally in accompanying Map 22. First priority park acquisition and development projects are those scheduled wholly or partially within the next five years. Second priority projects are those scheduled between 1975 and 1980.

NOTE: First and Second Priority projects generally are on sites of 50 acres or more. First Priority includes a variety of local parks and trail acquisition and development projects. All major acquisition and development projects reflected in the Regional Recreation Areas Plan but not listed above as First or Second Priority are contemplated for scheduling some time after 1980.



Placerita Canyon State and County Park Porter Ranch Rancho Golf Course (Cheviot Hills Recreation Center) Ritter Ridge Nature Preserve Rolling Hills Regional Park Rose Hills Park Santa Fe Dam Recreation Area Scholl Canyon Recreation Park Sepulveda Dam Park Shoreline (Long Beach) South Hills Park Sylmar Regional Park Tapia County Park Tujunga Wash Val Verde County Park Valley County Recreation Park Van Nuys-Sherman Oaks Recreation Center Vasquez Rocks County Park Venice Beach Verdugo Mountains Conservation Park Walnut Creek Wilderness Park Whittier Narrows Dam Recreation Area Will Rogers Beach William S. Hart County Park Willowbrook Regional Park

## second priority acquisition or improvement project, 1975-1980

Bones Regional Park Calabasas Regional Park Compton Recreation Park Fairmont Recreation Park Kentucky Springs Regional Park Leona Valley Recreation Park Longview Regional Park Mira Loma Recreation Park Mission Canyon Regional Park Quartz Hill Recreation Park Redman Recreation Park San Antonio Dam Regional Park San Dimas Canyon Regional Park South Little Rock Regional Park Tierra Bonita Recreation Park Valyermo Regional Park West Centinela Valley Recreation Park West Grandview Regional Park West Little Rock Recreation Park West Long Beach Recreation Park

who benefits . . . and by how much?







Priorities reflected on Map 22 are based on need, with park and recreation development within urbanized and disadvantaged areas receiving major emphasis. Degree of need was determined by use of the following criteria: the apparent needs and desires of disadvantaged low income and minority groups; unique natural features; the correction of open space deficiencies; the shaping of urban development; the acquisition and development plans of major public bodies and private open space organizations; cost-benefit considerations; and the consequences of inaction.

Priorities reflected on Map 22 and the *Preliminary Open Space Element* report are tentative and subject to modification in the second phase of the County General Plan program.

#### COSTS AND FINANCING

In the application of priorities to program implementation, the most important factor is money. Programs of acquisition, regulation, improvement and preservation rely upon monetary transaction in one form or another. One fundamental problem is cost. Approximately \$186,000,000 will be needed to finance projects scheduled to 1976 (see previous listing).

Financing of site acquisition and development is a difficult problem. Precise costs must be estimated, sources of funding must be found, and ways to tap these sources identified. Various state and federal agencies maintain open space programs through which the county may apply for funding. County and local municipality funds may also be used for recreation and open space programs. It is anticipated that major sources of funds will be a combination of state and federal grants-in-aid, together with matching local funds from bond issues and taxes.

For more detailed information on recreation and open space, see the *Preliminary Open Space Element* report, also published by the Regional Planning Commission.

# XI IMPLEMENTATION

The Environmental Development Guide has presented in summary form the environmental problems and issues that confront Los Angeles County. It has pointed to the need for a truly comprehensive attack on a wide array of environmental conditions which threaten to tear the physical, social and economic fabric of the area. More importantly, it has established a policy framework within which action programs may be developed to deal with these problems and to take full advantage of future opportunities.

The success of the *Guide* as an interim general plan, however, will depend on its acceptance by individual citizens, public agencies and government officials. Their support is important to the success of the entire planning program. Furthermore, implementation of these recommendations will necessitate the commitment of substantial financial resources and a restructuring of public priorities.

The primary objectives of the implementation element are to establish programs and procedures for carrying out interim development policies and to identify the mechanisms necessary for implementation of the final comprehensive plan adopted in Phase Three of the County General Plan program.

#### **ROLES AND RESPONSIBILITIES**

The major roles in the implementation of this guide involve individual citizens, citizen groups, and public agencies and officials. Their involvement is essential in helping to develop and refine goals, policies and programs for comprehensive planning, and in carrying them out.

This effort also will include extensive contacts with other departments and agencies of government in order to secure cooperation on critical implementation measures. In this regard, communication with all incorporated cities within the county must be strengthened.

#### CITIZEN PARTICIPATION

A comprehensive program of citizen participation is necessary to ensure that the policies and programs of the general plan reflect the values and objectives of a variety of citizens, and to assure their support for the planning effort.

The public will be kept informed on the planning program as it progresses. Information, however, is only a part of citizen participation. Citizens must weigh the information, make their decisions as to what planning should accomplish, and register their viewpoints with their elected officials. This will become possible through a variety of processes. These will include establishment of a Citizens' Planning Council comprised of fifty members representing all parts of the county and its citizens, together with group presentations, traveling displays, media coverage, public information programs and formalized public hearings in various parts of the county.











#### **GENERAL PLAN REVIEW BOARD**

To implement the Guide, coordination between the Regional Planning Commission and the other operating departments of county government is of critical importance. A General Plan Review Board comprised of the heads of operating departments will guide inter-departmental policy development and program coordination and provide high-level review of policies, programs and priorities. Mechanisms for program monitoring must be established to facilitate periodic review. Perhaps the most crucial function of the General Plan Review Board will be its direct monitoring of the achievement of program and plan objectives.

#### PROGRAM PRIORITIES

A priority ranking of program recommendations is to be established as part of the implementation element. Priorities are to be based on the scope of any given problem, the immediacy of need for solutions, and the relationships among phasing of related programs. Throughout this process, a sustained effort will be made to ascertain and keep uppermost in mind the needs and desires of people.

The key programs for implementing the Environmental Development Guide will be in housing, environmental quality, transportation, public facilities and open space. Many are now being used in varying degree to deal with problems of the social, economic and physical environment. Yet, unless these programs can be accelerated, problems will continue to outstrip solutions. New programs, or new combinations of old ones, will have to be created. But the innovative use of current programs is also necessary to provide further impetus for effectively implementing the general plan.



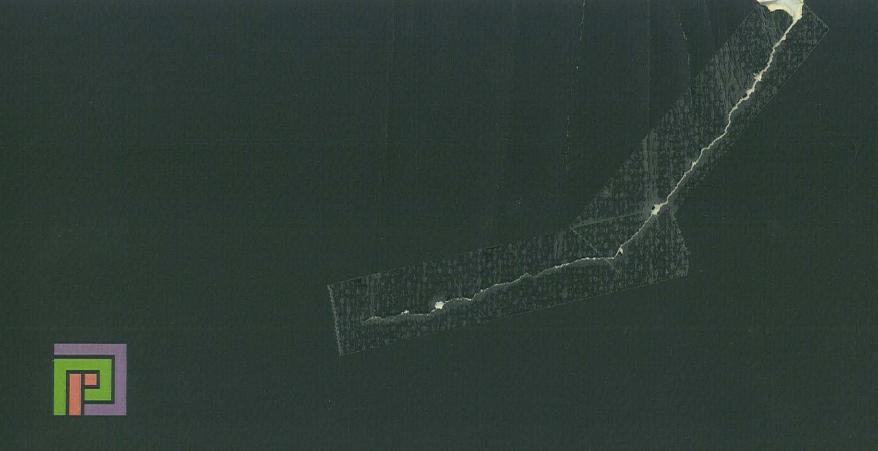
#### DESCRIPTION

PAGE

7	1. MAJOR NATURAL REGIONS
13	2. URBAN GROWTH
20	3. URBAN DEVELOPMENT POLICY, 1970-1990
21	4. DEVELOPMENT PHASING POLICY, 1970-1990
28	5. ENVIRONMENTAL HAZARDS
33	6. MAJOR NATURAL REGIONS
33	7. REGIONAL CONCEPT
35	8. 1990 LAND USE POLICY GUIDE
40	9. FEDERALLY ASSISTED LOW AND MODERATE INCOME HOUSING LOCATIONS, January 1970
41	10. SELECTED IMPROVEMENT PROGRAMS, January 1970
42	11. HOUSING IMPROVEMENT AND DEVELOPMENT POLICY, 1970-1990
44	12. LOW AND MODERATE INCOME HOUSING DISTRIBUTION POLICY
51	13. MAJOR TRANSPORTATION NETWORK, 1970-1990
51	14. FREEWAY ROUTES
52	15. ARTERIAL STREET AND HIGHWAY ROUTES
59	16. MAJOR FLOOD CONTROL SYSTEM
598	17. MAJOR REFUSE FACILITIES
60	18. MAJOR WATER DISTRIBUTION SYSTEM
61	19. MAJOR SEWERAGE SYSTEM
66	20. OPEN SPACE CONCEPT
67	21. 1990 OPEN SPACE POLICY
69	22. MAJOR RECREATION AND OPEN SPACE AREAS— 50 ACRES OR MORE

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