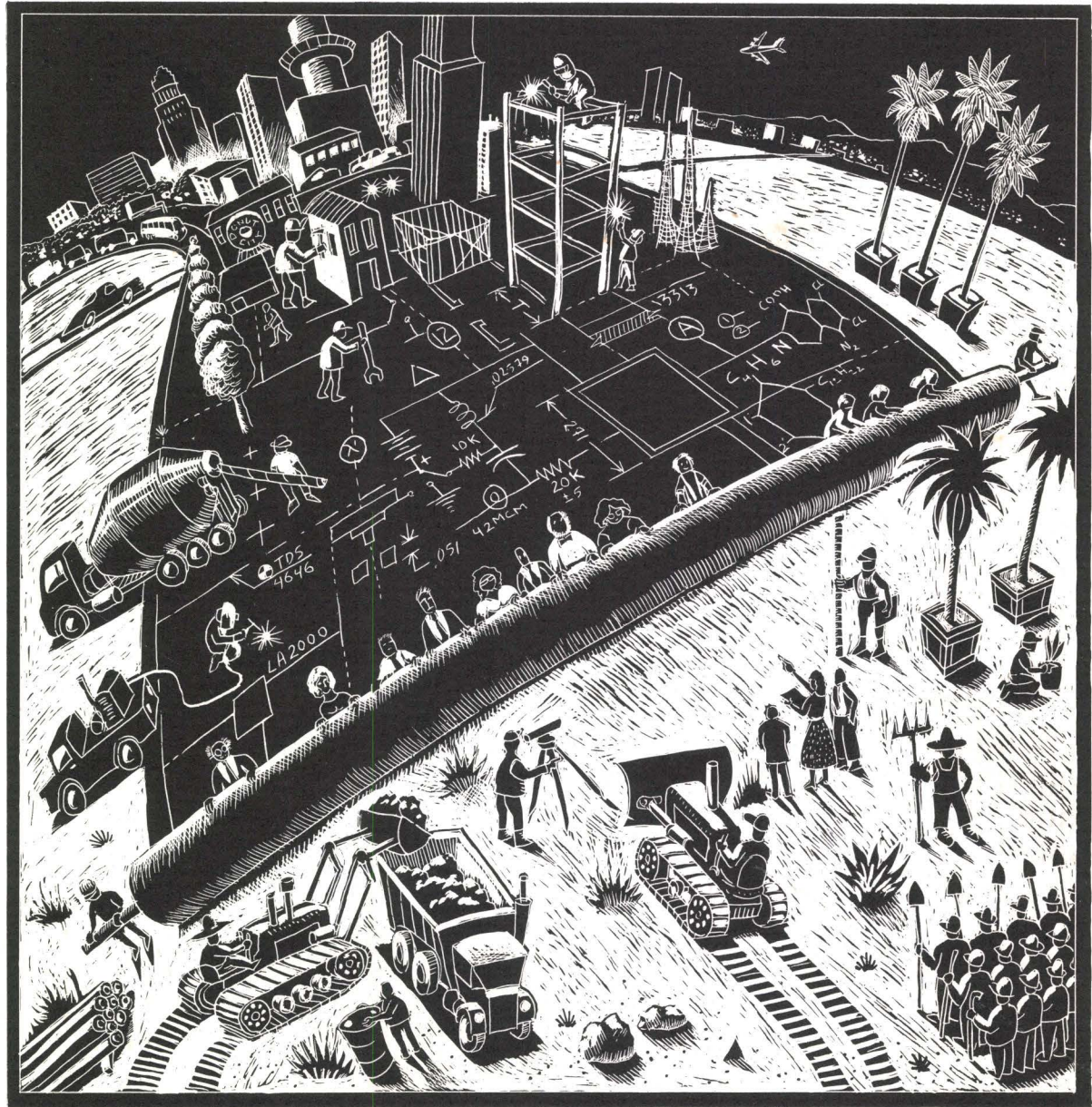
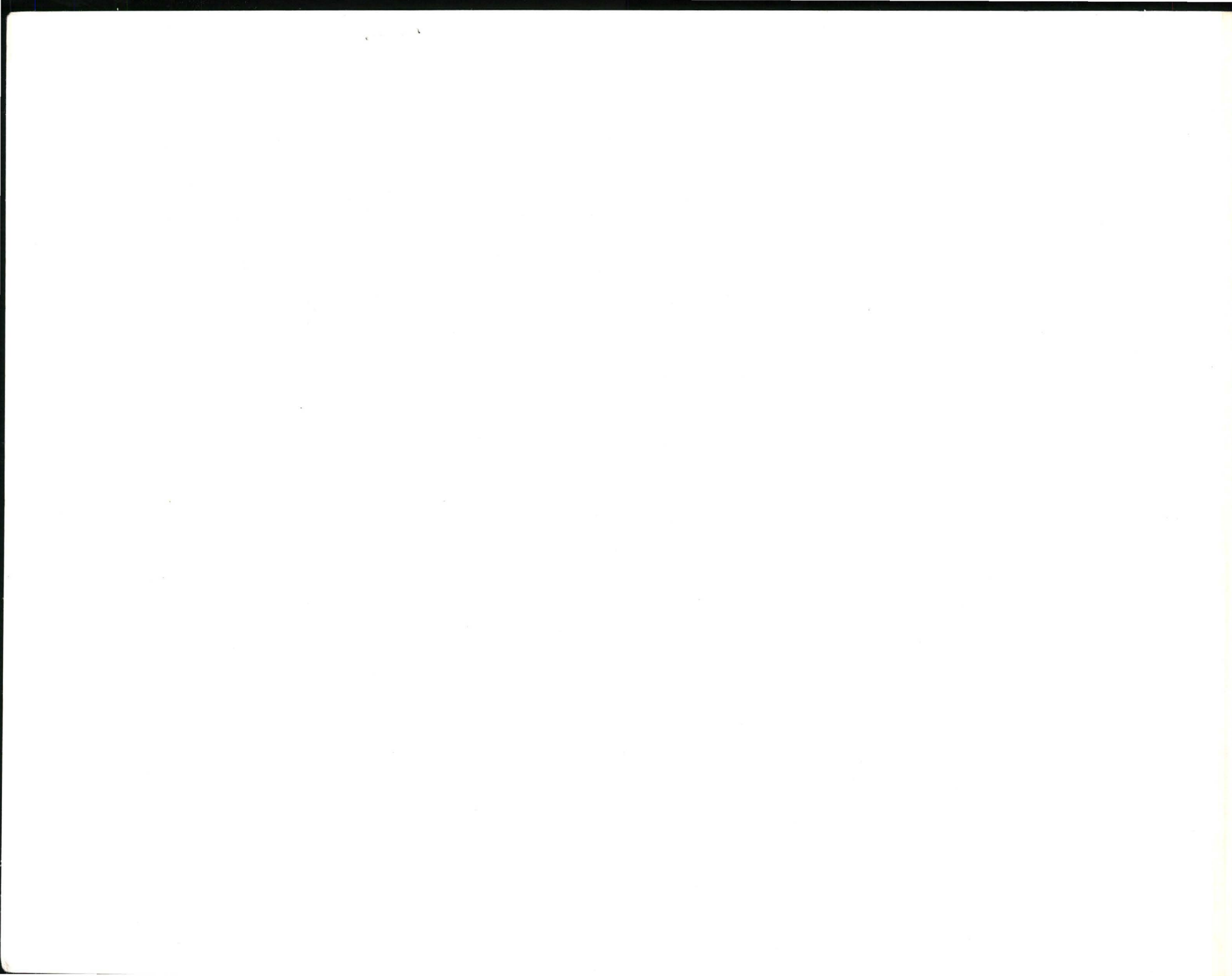


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a city for the future

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final report of the los angeles 2000 committee



Submitted to:

The Honorable Tom Bradley

Mayor, City of Los Angeles

15 November 1988

a city for the future

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When Mayor Tom Bradley established the Los Angeles 2000 Committee in December 1985, he asked 85 diverse citizens to prepare a strategic plan for Los Angeles. This book is the result. It should be viewed not as an end but as the beginning of a dialogue about the future of Los Angeles.

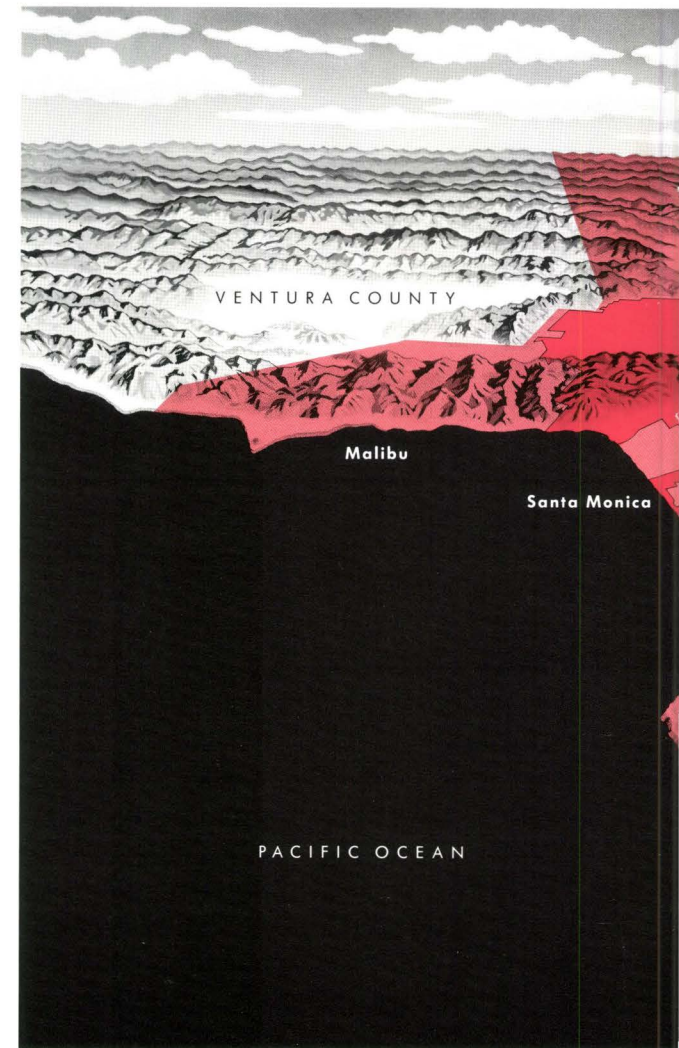
Ultimately more than 150 civic and business leaders representing many constituencies and perspectives developed (a) a shared sense of what Los Angeles has already become and (b) mutual trust that enabled a consensus about goals and policy recommendations to emerge. Reflecting that consensus, this report was unanimously approved by the Los Angeles 2000 Committee Board of Directors.

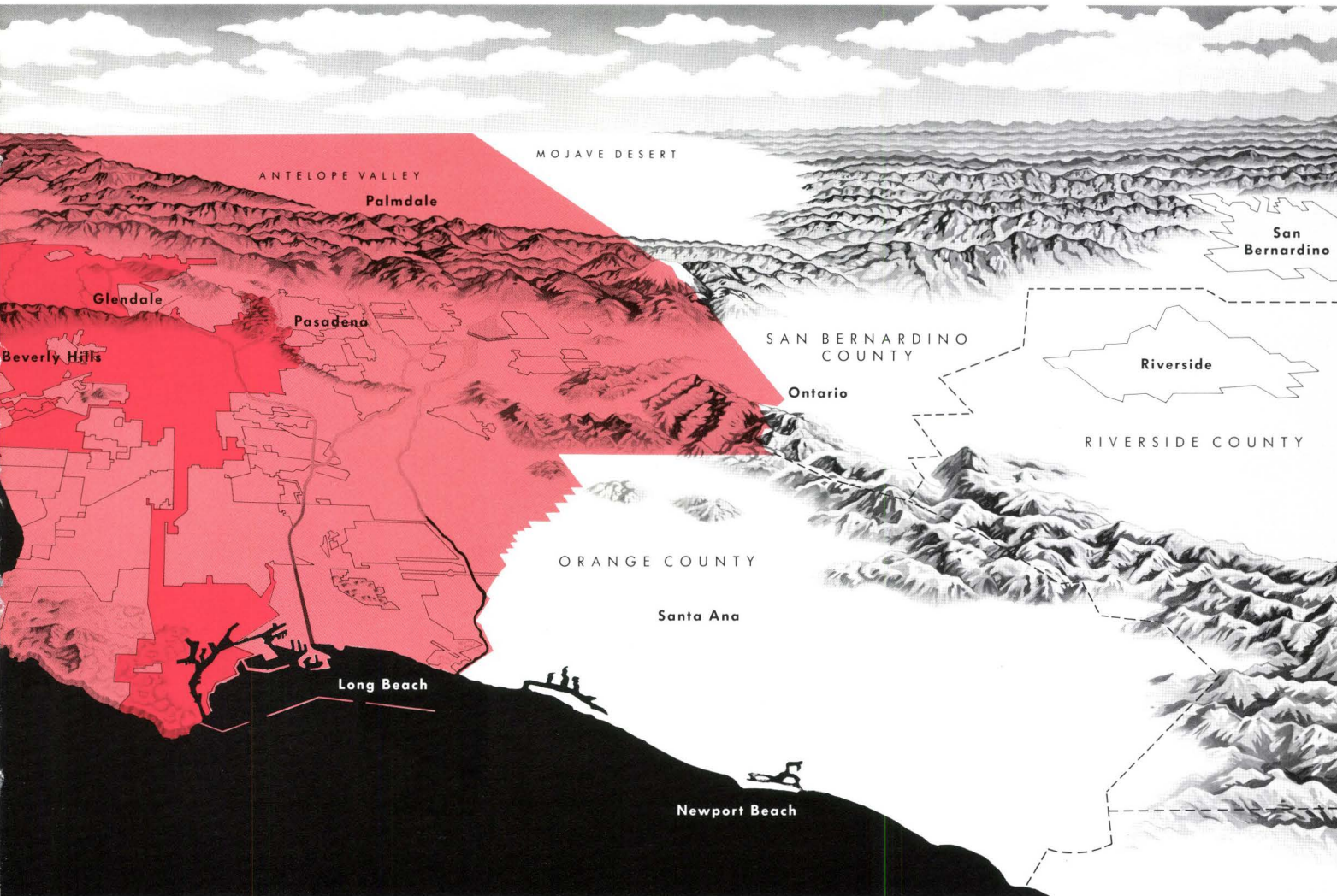
The Los Angeles 2000 planning process, which strategic planners at RAND helped to shape, began in March 1986. Committee members met monthly to discuss with experts such issues as demographics, jobs, education, arts, transportation, housing, environment, urban design, social services, law and justice, governance and finance. As we acquired information, we concluded that the city could not be considered in a vacuum because urban problems cross political boundaries. We have therefore looked at the City, present and future, in the context of the Southern California region. Further, we noted that the issues are interrelated making it difficult to address one problem in isolation from others. We therefore structured a planning process that required us to look at the interrelationships among issues.

Early in the process we agreed on five goals for Los Angeles, each of which contributes to our quality of life. The goals can only be achieved by addressing many issues simultaneously. Briefly put, by the year 2000 we want Los Angeles to be a city of livable communities with a healthful physical environment; a place where all individuals can grow, learn and be fulfilled; a great crossroads city where the diversity of our people enriches our urban fabric.

Five goal committees were subsequently established: Livable Communities, Environmental Quality, Individual Fulfillment, Enriching Diversity and Crossroads City. Goal committee members met during 1987 and 1988 to discuss goals, objectives and alternative strategies. In early 1988, five additional task forces were formed.

While Committee members discussed issues and weighed policy choices, the Los Angeles 2000 Committee asked the RAND Corporation to conduct a community survey in order to find out how the people

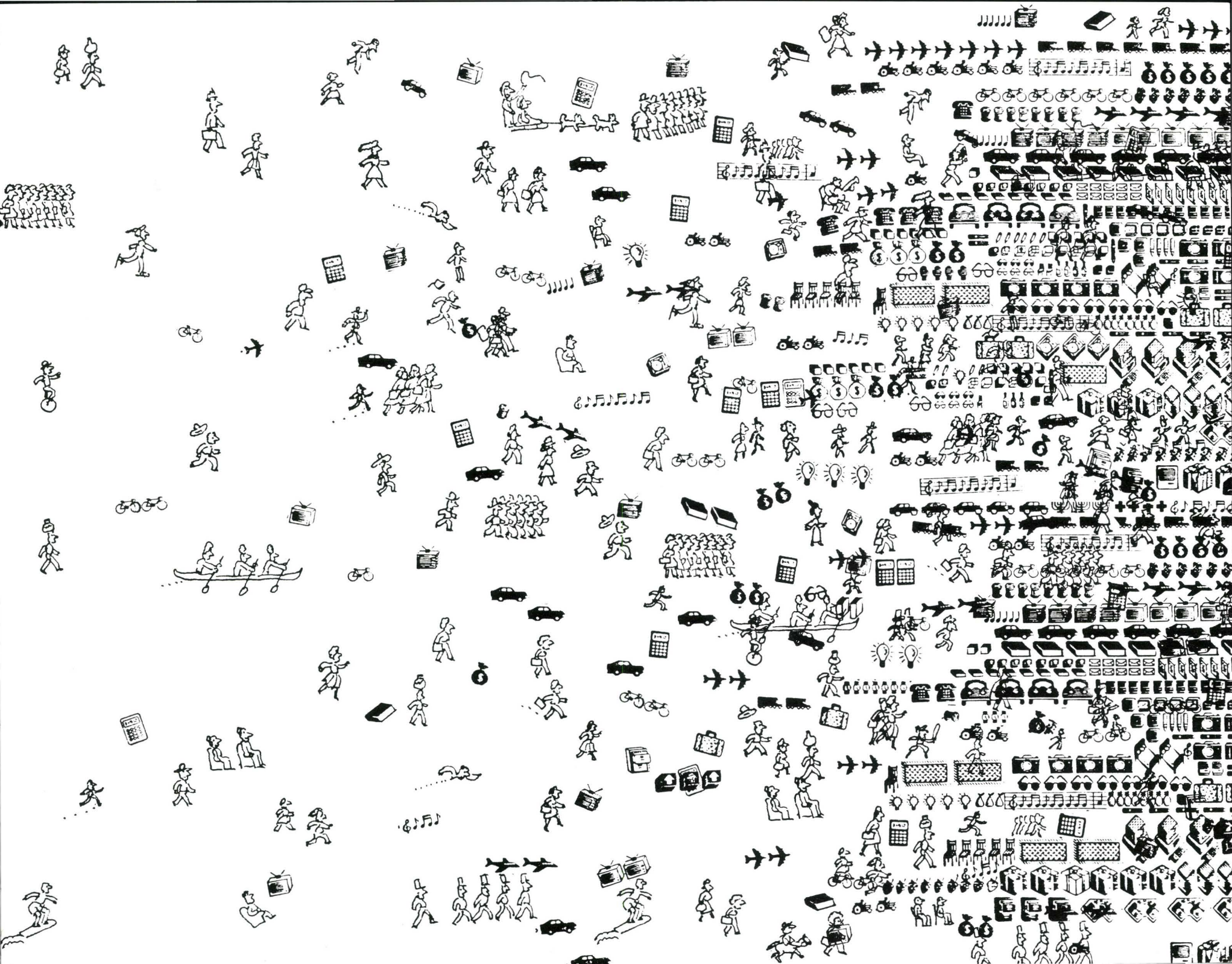




Think of the second largest consolidated metropolitan area in the United States with approximately 18 million residents by 2010.

- Los Angeles County
- Los Angeles City

Southern California



A City for the 21st Century

2000

Imagine Los Angeles in the first decade of the 21st century.

Think of the second largest consolidated metropolitan area in the United States with 18 million residents. More different races, religions, cultures, languages and people mingle here than in any other city in the world.

Consider this future city as the centerpiece of an enormous, and still growing, megalopolis, already the leading international marketplace for goods, services and new ideas. It is a city in motion—more ships, planes, trucks, trains, automobiles and people move in and out of the area daily than any other place on the face of the earth.

A flourishing educational, communications, cultural, recreational and business center, it is a creative forum for the arts and sciences and a friendly host to entrepreneurs and innovators.

Through inventive new forms of government, Los Angeles is joining with surrounding communities to make important decisions about managing the growth of the region while preserving the physical environment, providing clean air and water, fostering livable communities, promoting the enrichment of its unique blend of cultures, and contributing to the fulfillment of the lives of its citizens.

Shaping the future of Los Angeles is not just the responsibility of a few leaders and government institutions. Los Angeles is everyone who lives here. What kind of city it will be depends on all people—every ethnic or religious group, service club, corporation, business service organization, neighborhood improvement association, fraternal order, trade union, local government, recreational club, volunteer group, educational institution or cultural support group. |

Whether or not we agree on how to reach our goals, it is clear that a scenario for Los Angeles as a 21st century city envisions not just a bigger world center, but a kind of international city of cities that has never existed before. Some parts of this vision will certainly become reality, whether we will it or not. Forces such as economic tides, demographic movements, technological advances and financial currents already in motion and beyond our immediate control will determine the size and form of Los Angeles in the next century and draw the City into more intimate contact with other cities and nations.

At the same time, another part of this vision—that is, what kind of community we want to live in—can become reality if the citizens and their leaders have the will and the imagination to work together

and take control of the City's destiny. In either case, patterns for the future already exist in present-day Los Angeles.

Merely to describe Los Angeles taxes the imagination. Since the beginning of the motion picture industry, the City's image has grown amorphously as background for the action on big and small screen alike. Even today, it often seems to have no readily apparent boundaries. The name "Los Angeles" sometimes loosely denotes the Southern California five-county consolidated metropolitan area of urban territory, mountains, deserts and agriculture with a population of 13.4 million. Actually, the City of Los Angeles occupies about 465 square miles, or about 2 percent of the 34,000-square-mile area of this region, with 24 percent of its population.

Few cities have ever grown larger faster. In 1850 Los Angeles was a western frontier town of 1610 people. By 1900, the population had risen to 102,000. Between 1980 and 2000, the Los Angeles region is projected to grow at an average annual rate of approximately 2.1 percent, more than twice as fast as national growth.

This remarkable area, with the City of Los Angeles at the core, has reached a kind of critical mass. It has become self-energized by its bigness, drawing to itself more people, energy and wealth to become even bigger and more powerful. And it will keep on growing, even if we neglect to plan effectively for the future. By the year 2010, if present trends continue, the population of the Southern California will be 18.1 million.

Waves of newcomers have literally overflowed the borders of the city into surrounding spaces in parts of Los Angeles, Riverside, San Bernardino, Ventura, and Orange counties. This region includes approximately 150 different cities and municipalities, as well as more than 18 so-called "urban-village" cores, which are major business, retail, and entertainment focal points for the surrounding areas.

But just as the city's population overflows its boundaries, so do the problems, which have increasingly become regional in scope and magnitude, while local governments struggle to control the identities and destinies of their own communities. Pollution, crime and traffic jams are no respecters of city limits. Glendale sewage ends up in Santa Monica Bay; South Bay industrial emissions help throw a pall over the San Gabriel mountains; South Central drug gangs move into Rialto near the outskirts of

San Bernardino; and an accident on the San Diego Freeway can make a Westlake resident miss her plane at LAX.

To deal with these issues, an overlapping and sometimes inadequate patchwork of governing agencies, boards, commissions and districts has multiplied over the years. At the same time, the inevitable growth in population—projected to increase by at least 25 percent in the year 2000—threatens to burden environmental, transportation, educational and human services beyond what the present system can deliver.

Certain trends point to significant changes in Los Angeles by the end of the first decade of the 21st century. The proportion of persons over 65 in the region is expected to increase—from 10 percent today to as much as 13 percent by 2010. The elderly will be predominantly Anglo, while the workforce will be increasingly comprised of Hispanics, Blacks and Asians. Hispanics, who made up 14 percent of the region's population in 1970, will reach approximately 40 percent, while non-Hispanic whites will decline from just under 75 percent to 40 percent in the same time period. The Black population should remain at about 10 percent; Asians, including Japanese, Chinese, Koreans, Vietnamese, Filipinos, Pacific Islanders, etc., are growing at a rapid rate, from 6 percent in 1970 to 9 percent in 2010.

As Los Angeles becomes more job-rich, it will also become housing-poor as the number of affordable housing units declines. Approximately two-thirds of the added population will settle in outlying neighborhoods of the metropolitan area, while most of the jobs will be located in the more densely populated centers of Los Angeles and north Orange counties. This imbalance could increase the number of vehicle hours travelled by more than 300 percent. It is projected that the amount of time commuters spend in traffic congestion will increase five-fold by the year 2010.

Perhaps most importantly, Los Angeles is rapidly becoming a bimodal society as the number of mid-level jobs fails to keep up, widening the disparity between high-skill, high-paying jobs and low-skill, low-paying jobs. At the same time, we are seeing a widening gap between the rich and the poor in the quality of health care, education, and housing.

Nevertheless, the Los Angeles 2000 Committee observes, Los Angeles moves toward the future with impressive strengths. Not the least of these is a traditional willingness to accept and adapt to shifting

circumstances. Los Angeles is accustomed to rapid growth and change. This quality is revealed in the entrepreneurial nature of the city. In addition to large numbers of self-employed people, this is an economy of many small parts. Ninety-five percent of all businesses in the Los Angeles metropolitan area have fewer than 50 employees each and 75 percent fewer than 10 employees. The economy of the area also draws on the energy and ingenuity of one of the most culturally diverse populations in the world.

The economy of the region is robust and broadly based with a strong, rapidly developing financial services area; the largest aerospace center in the world; the greatest concentration of high-tech industries; and a healthy manufacturing sector. The ports of Los Angeles and Long Beach presently handle the highest volume of shipping of any port in the nation. Moreover, the ports offer direct access to Pacific Rim countries, many of which are exhibiting spectacular economic growth.

The metropolitan area is also served by an outstanding group of public and private institutions of higher learning, with distinguished faculties and excellent research facilities. The dramatic rise of arts and cultural institutions along with performing arts centers reflects a thriving and increasingly influential arts community.

The Los Angeles 2000 Committee believes that the vision of Los Angeles as a leader of 21st century cities is within our reach. For the past two years, the Committee has studied the problems and strengths of Los Angeles, attempting to see how we can all work together toward fulfilling the great promise of Los Angeles as the pre-eminent international crossroads city of tomorrow.

This report is not a rigid prescription for the future; rather, the Committee has outlined a series of attainable goals which define the kind of city we believe Los Angeles can be. In addition, in the following sections we have examined certain key ideas, which we believe are necessary to help guide planning and action toward reaching these goals: Livable Communities, Environmental Quality, Individual Fulfillment, Enriching Diversity and A Crossroads City.

The Committee is keenly aware that there are no easy paths to reaching these goals. Getting there will require work, vision, sacrifice and compromise, as well as a shared conviction that this vision of Los Angeles is worthwhile and achievable.

To aim for these goals demands a new perspective, in some instances suggesting different relation-

ships between governmental functions or requiring reform or improvement of current institutions. Other situations may necessitate innovative new forms of government to manage area-wide growth and change or to open the way for greater participation at the neighborhood or community level.

What is important is that all residents of Los Angeles join now in a dialogue about our future. We need to consider the long-term consequences of our current public policies and, conversely, we need to decide what future we want and the public policies that will achieve our goals.

Whatever course we choose, there are price tags. Costs of the Los Angeles 2000 proposals are provided in the sections that follow in order to give an idea of their general magnitude. The Committee can only make reasonable estimates of these costs, but we believe that these proposals, if carried out, will either pay for themselves or, in the long run, return an amount to the area worth many times the investment in increased trade, industry, jobs, wages and taxes.

By doing nothing, we risk the enormous expense of worsening pollution, compared to the known costs of better waste management and effective toxic control now. A chronically endangered water supply system that fails to provide adequately for the metropolitan area in a dry season will result in much more financial damage to industry and property owners than the current costs of updating the system. The drain on the economy of an overburdened and neglected transportation infrastructure far outweighs the amount needed over the next 20 years to build and maintain an efficient transportation system. The costs of festering crime and gang warfare, an increasingly beleaguered police force and judicial system, inadequate housing, and an ill-prepared and badly educated citizenry and workforce are likewise virtually incalculable.

In contrast to doing nothing, the Committee believes that the following blueprint is a bargain.

1 Livable Communities

A city that manages its growth to provide affordable housing, improved accessibility to jobs and recreation, and a safe place to live.

2 Environmental Quality

A city that recognizes the interrelations of environmental and economic issues and follows specific strategies for preserving its fragile ecosystem while achieving a healthful physical environment and a vibrant economy.

3 Individual Fulfillment

A city that provides literacy and quality education, thereby opening the way to opportunity and freedom of choice for all its citizens, for whom personal satisfaction and well being are the measures of success.

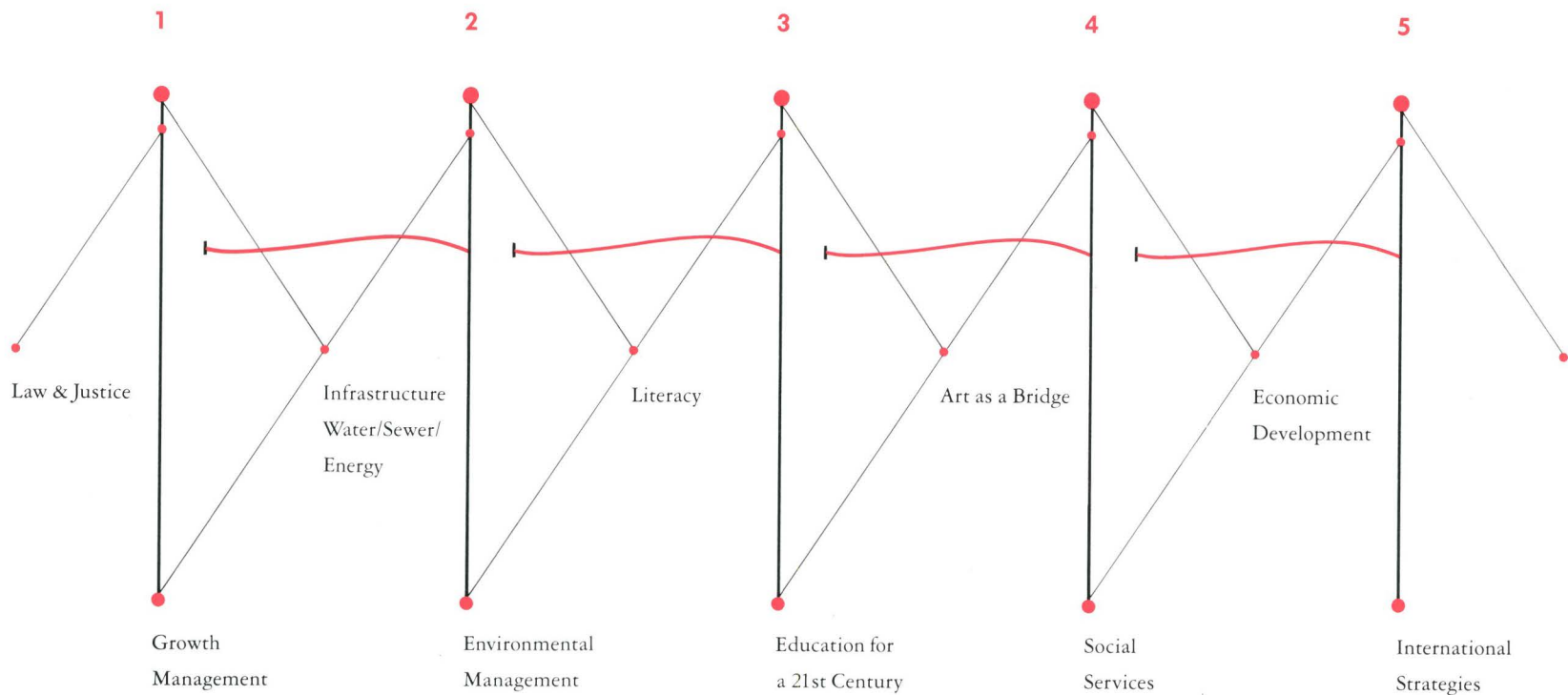
4 Enriching Diversity

A city that works toward a future where ethnic diversity enriches all who live here.

5 A Crossroads City

A culturally rich and diverse city that builds on the present to become the world's leading marketplace for international goods and services.

GOALS



KEY IDEAS / TASK FORCES

Governance & Finance



Final Report

Livable Communities

Environmental Quality

Individual Fulfillment

Enriching Diversity

A Crossroads City

Governance & Finance



L I V A B L E C O M M U N I T I E S



What kind of Los Angeles will be the legacy of the 20th century?

We, the current generation of Angelenos, are the benefactors for better or for worse. We can plan wisely and manage the City's growth to restore the natural environment and preserve the beauty of its mountains, beaches and open spaces, leaving an extraordinary city of cities, a congregation of livable communities.

Or we can allow it to grow by default: a region of sharply divided haves and have-nots with deteriorating slums and barrios surrounding increasingly isolated middle- and upper-class communities, connected by traffic-choked freeways and sharing a polluted environment.

We can plan now to make Los Angeles a pleasant place to live for its rich mix of peoples, with housing available for families at all levels of income and a wide choice of recreational, educational and cultural facilities.

If we follow effective traffic management strategies now, the 21st century heirs to the City may go easily from home to work to shopping to places that are fun, because the freeways are convenient and public transportation is available at a reasonable cost.

Instead of law enforcement that has become overwhelmed by the task of keeping the community safe, we can plan for a court system that renders justice promptly and efficiently. We can plan for cost-effective preventive programs that help keep youth from turning to crime and we can divert less serious offenders from overburdened jails.

Livable communities are the hallmarks of a great city. People came to Los Angeles in the first place because they saw it as a fine place to live. Attracted by its natural setting and its congenial climate, they found opportunity, mobility, elbow room, affordable houses, and a variety of ways to enjoy themselves.

Waves of immigrants made the area over to suit themselves. Neighborhoods and locales became powerfully linked to self-expression. Hillsiders, flatlanders, valleyites, beach people, west-siders, canyon dwellers all have a distinctive mind set—what we are is where we live. Pasadena, Topanga, Chatsworth, Bel Air, Seal Beach and Downey are more than just miles apart.

The vaunted Southern California lifestyle, in all of its kaleidoscopic variety, is still a powerful magnet for immigrants. More than half the people surveyed by RAND for the Los Angeles 2000 Committee came to Los Angeles after the age of 18. They made a conscious choice to come.

Neighborhoods in the metropolitan area rank among the most desirable places to live anywhere. Cultural and higher education institutions have grown to rival the best in the nation. The spectacular variety of recreational activities is unmatched in any region of the world.

Inevitably, as more people come and our own native population continues to grow, more things change. Los Angeles, the laid-back, sprawling, half-rural, half-urban, 20th century community, is rapidly becoming one of the most densely populated areas in the nation. The prices of its once affordable houses are out of the reach of most single-wage families, and newcomers as well as our own grown children are compelled to move to ever more distant suburbs.

Freeway and street traffic has worsened measurably, making trips to work, to the beach, mountains or desert a discouraging ordeal. Schools, streets, utilities, and public buildings and grounds are all beginning to deteriorate faster than they can be repaired. Drug traffic with its attendant corruption and violence has infested virtually every community in the region. Concern about these problems was reflected in the RAND Survey. Although a great majority (83 percent) think life is good in Los Angeles, 43 percent are not optimistic about the future.

As we look to the future, if present trends continue Los Angeles and north Orange County will become more job-rich and housing-poor. A net gain of 3 million jobs is expected in the greater Los Angeles area between 1984 and the year 2010, with an addition of 613,000 jobs projected for the City of Los Angeles alone. Most of these jobs (almost 2 million, or approximately two-thirds) will be located in the densely populated urban core, Los Angeles and north Orange counties, but most of the additional housing units (60 percent) will be built in outlying areas of the five-county region.

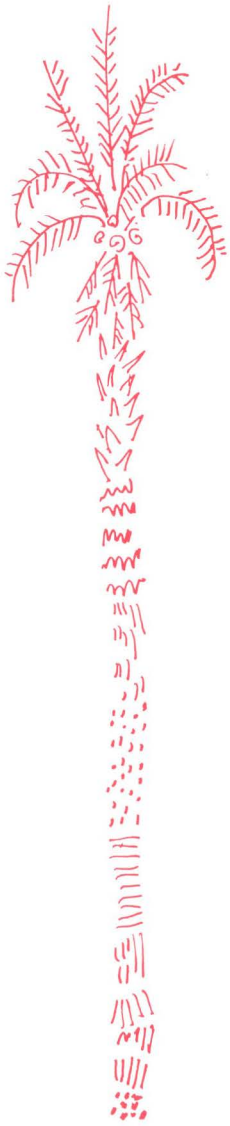
More people will commute to work longer, crossing county, city and municipal boundaries throughout the region. The result could be a more than 300 percent rise in vehicle hours travelled. With the anticipated growth in population, daily trip miles could increase by as much as 78 percent by 2000. By 2010, average travel speeds on the freeways could decrease to 19 miles per hour from the present 31 miles per hour.

Los Angeles is no longer land-rich, and as we move further and further east in search of affordable housing, it is clear that growth in one area or sector more and more affects neighboring areas or the metropolitan region as a whole. If the metropolitan area is to grow and still remain a good place to live, we cannot rely on fragmented, *ad hoc* "planning" to succeed.

To sort out our priorities, we must recognize the tension between community needs and local control, on the one hand, and solutions for the region, on the other hand. We must have a clear vision of how to balance what's good for one against what's good for all, and we must have public agencies at all levels of government that can translate this vision into plans for action.

The Committee believes that we can succeed in making Los Angeles a livable place in the 21st century only if the interests of all citizens are represented in the planning process and if all public and private agencies, large and small, work in concert toward common goals. Our success will be measured by how well we provide:

- Safe neighborhoods
- Affordable housing
- Attractive settings for living and working
- Mobility to work and recreation



- Cultural and entertainment facilities
- Educational and community facilities
- Clean environment

Cultural, educational, environmental, governance and financial strategies will all enhance our ability to achieve livable communities. These are discussed in other chapters. In this chapter, we focus on the elements of a growth management system—jobs/housing balance, housing, transportation, urban amenities—and on crime.

GROWTH MANAGEMENT STRATEGIES

Most Southern California residents believe that the growth of the region during the past decade has been too rapid, and the majority of RAND Survey respondents would like to see slower growth in the future. However, with or without slow growth measures, most people think the area will continue to grow, and by an overwhelming margin (87 to 97 percent of those surveyed), they want growth to be planned and regulated in five areas: housing and commercial or industrial use; placement of housing and jobs; environmental protection; size and appearance; and traffic.

The city has already begun to act accordingly, but even Los Angeles, as gigantic as it is, cannot respond comprehensively to land use problems and pressures because these problems become regional, crossing city and county boundaries. For example, commuters from eastern Los Angeles County on their way to jobs in Thousand Oaks in Ventura County add to the traffic load on the Ventura Freeway in the San Fernando Valley.

To be effective, growth management policies must be coordinated and implemented in individual communities, in the city and in the region. It is essential that these policies result in growth management plans that specify means for meeting our basic infrastructure needs in order to handle anticipated levels of growth. If we rely exclusively on Draconian land use regulation as a means of avoiding the challenge and cost of improving our infrastructure capacities, we will neither succeed in managing growth nor alleviate traffic problems. A balanced approach to sensible land use regulation and infrastructure requirements funded

by federal, state and local governments is essential if we are to maintain our quality of life without strangling our strong but vulnerable economic base. Therefore, the Committee recommends the following growth management strategies:

First, recognizing that people, goods, capital, infrastructure and environmental resources move across political boundaries every day in Southern California, the Committee recommends the preparation and adoption of consistent growth management plans at every level of government, including:

- 1 A Regional Growth Management Plan**
- 2 A new City of Los Angeles Comprehensive Plan**
- 3 Community and Neighborhood (district) planning**

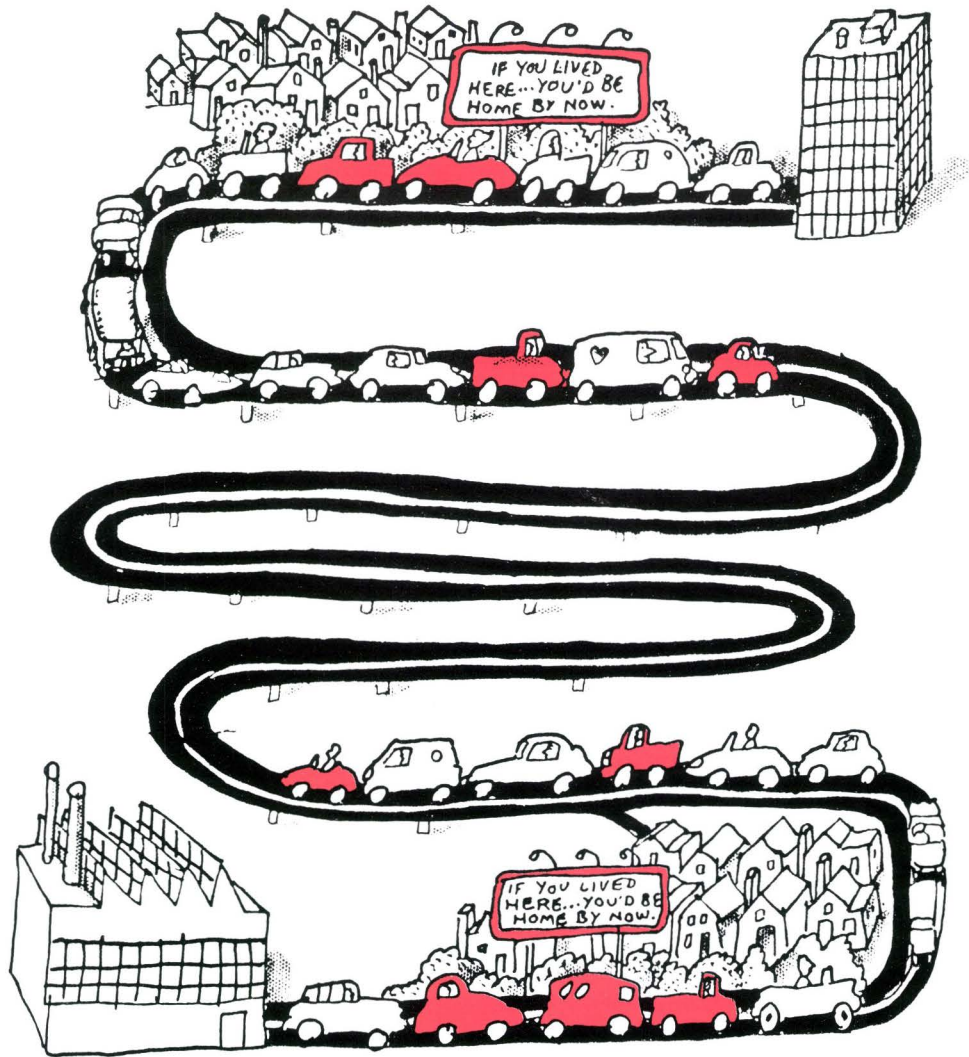
1 The Regional Growth Management Plan should set an “end direction,” that is, it should define standards for the use of space and specify the desired concentration of residents in relation to economic activity. It should also relate regional transportation strategies to growth management planning. The Plan would not usurp the responsibilities of local jurisdictions for specific land use, transportation and public facilities.

One of the primary objectives of the regional plan should be to achieve a favorable balance between jobs and housing. Moving jobs close to housing, principally in the eastern portions of the region, and providing more housing closer to the jobs being created in the central areas (Los Angeles and north Orange County), is one of the most effective ways to reduce congestion. For example, if 12 percent of the projected **new** jobs were shifted to the outlying counties instead of locating in the central areas, and if six percent of the projected **new** housing were shifted to the central areas instead of being built in the outlying areas, the number of vehicle hours travelled would be reduced by 34 percent!

Current regional planning efforts have not been implemented because existing organizations lack authority to move ahead with them. In the later chapter on *Governance & Finance*, the Committee proposes a regional Growth Management Agency, which would prepare the regional plan and ensure that it works effectively.

2 The Committee recommends that a new City of Los Angeles





Comprehensive General Plan proceed concurrently with community planning and the specific growth management efforts now underway. The new General Plan process should: (a) carry on and implement the work begun by the Los Angeles 2000 Committee; (b) provide a public forum for consensus on major issues and policies; (c) provide a sound basis for community plans and for comprehensive revision of the zoning ordinance; (d) suggest and support the nature of the regional planning effort which could complement local planning; and (e) suggest financial and other mechanisms which can be used to carry out city policies.

The City Comprehensive Plan should reflect the values of local communities and propose alternatives for the future. The Plan should also foster jobs/housing balance within the city and the region with the desired result of reducing overcrowding of freeways. A city-wide citizens' committee must play an important advisory role. Long-range and strategic planning is an important complement to the Comprehensive Plan. This process, which has already begun in the city, should be an ongoing, key planning function.

3 Community and neighborhood (district) plans should deal with the detailed and specific needs of each community within the framework of the Comprehensive City Plan's over-arching policies. These community plans must accomplish the difficult task of reconciling neighborhood concerns with city-wide policies and objectives, particularly in such important areas as affordable housing.

Revision of the 35 Community Plans is already in progress. A major new community planning-board system has already been established, and ultimately 1,000 citizens will participate directly in the process.

Second, growth management strategies encompass issues of timing, location and impact of jobs, housing, transportation, the availability and delivery of social services, and urban design and amenities, all vitally important to the city and the region.

Housing

There is a current housing shortage, which will be compounded in the future because 200,000 existing units are deteriorating, and at least 50,000 additional units fail to meet seismic safety code requirements. The City alone must produce 10,000 affordable

units each year just to keep the housing shortage from worsening. In order to meet projected regional demand by the year 2010, we will need an estimated 1 million new low- and moderate-cost housing units.

In order to assure an appropriate mix of housing opportunities, we must produce more new affordable housing units as well as market-rate housing. (An increased supply of housing at all levels affects the market price of housing.) Unfortunately, suitable federal programs have been reduced from \$26 billion in 1981 to \$7.5 billion in 1987. A national housing policy is needed which includes, among other things, tax incentives such as accelerated depreciation for low-income housing.

Given premium land costs in the City, the decision to encourage affordable housing may lead to increased density as dwellings take the form of smaller apartment units and new housing prototypes including a much more extensive integration of new commercial and residential development, i.e. mixed use.

To produce more affordable units, the Committee recommends the establishment of an "Affordable Housing Production Trust Fund." The Fund would be financed by corporations encouraged to participate by tax credits provided under the 1986 Federal Tax Reform Act and from outside sources such as the Local Initiative Support Corporation (LISC). These revenues would be administered by a city-wide nonprofit corporation similar to the existing region-wide Corporate Fund for Housing.

The trust fund would, for example: (a) purchase first-time mortgages; (b) form a pool of local developers to create a series of model affordable housing projects; (c) raise other equity capital; (d) identify housing investment opportunities, in coordination with the City's production program; (e) make loans or grants to community-based non-profit groups for low- and very low-income housing; (f) provide technical assistance to community-based housing organizations; and (g) serve as a limited or general partner with other non-profit housing developers.

At the present time, a comprehensive city-wide housing policy that matches land use implementation tools with existing housing revenues does not exist. There is little ongoing coordination in the City between rule-makers (planning) and implementers (Com-

munity Development Department, Housing Authority, and Community Redevelopment Agency) with responsibility for housing. For example, the current housing policies of the General Plan are often ignored during the enactment of land use measures.

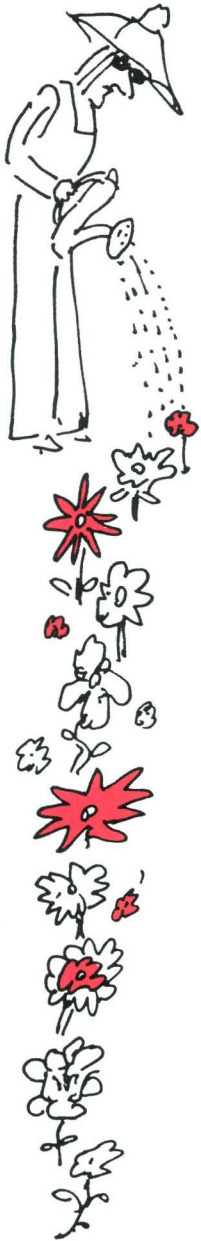
The Committee recommends that a new system be established to coordinate all housing and planning programs and authorities. A good starting point would be the Planning Department's revisions of the General Plan Housing Element. The Committee also recommends that the City of Los Angeles:

- seek federal legislation to restore funds for subsidies and financing assistance to low- and moderate-income families;
- exempt affordable housing unit projects from certain City fees and/or planning requirements such as sewer connection fees and conditional use permits;
- adopt zoning and building codes to allow mixed use projects;
- create other regulatory incentives for construction of new affordable housing such as density bonuses and/or waiver of traffic mitigation measures;
- assess one uniform fee under a streamlined and orderly permitting process;
- set a 10 year, "fair share" target for affordable units in conjunction with the Regional Housing Allocation Needs Assessment applied to each community plan area;
- institute programs to preserve the existing building stock for a variety of uses, including rentals for the elderly and mixed use;
- use tax increment financing to secure new housing or nonresidential facilities that create and maintain jobs/housing balance.
- institute a building and safety program to provide advice about upgrading old housing to code standards.

Transportation

The transportation problems of the Los Angeles metropolitan area are becoming painfully self-evident. Commuters can now expect freeway traffic slowdowns in any direction at almost any hour of the working day and during peak weekend use hours. Although this traffic is caused by regional growth as well as by building activity within the City, the City has begun adopting traffic miti-





gation measures and must continue to do so.

Without bold action, congestion on our roads and freeways will only worsen. Even with completion of the first phase of Metro Rail and light rail projects under construction, 96 percent of us will still travel by car. At the same time, distances between home and work are increasing along with the number of drivers, which is multiplying faster than the population, with the result that the average morning rush-hour speed on the entire freeway system in the year 2000 is forecast to be 17 miles per hour, or roughly half the speed in 1980.

The Committee proposes the following strategies to lessen traffic congestion, recognizing that all residents have a part to play in solving our transportation problems:

1 The State, City and County should construct new transportation facilities, including transit and freeways in heavily traveled corridors, as follows:

- Complete the 18-mile Metro Rail project, operating between downtown and the southeast San Fernando Valley; and develop rail transit between downtown, Century City and Westwood;
- Implement the Los Angeles County Transportation Commission's Rail Development Program, adopted by the voters in 1980;
- Expand the rail development program beyond the Proposition A rail corridors to meet the high-capacity travel corridor needs beyond the year 2000;
- Renovate the El Monte Transitway extension and station;
- Expand the 20.6-mile Harbor Freeway, dedicating the additional lanes to car/van pools and transit vehicles;
- Implement the freeway capital improvements identified in the Los Angeles County Transportation Commission's highway plan, "On the Road to the Year 2000"; and
- Explore the development of a high-speed rail system to serve such corridors as Los Angeles-Las Vegas and Los Angeles-Palmdale.

2 The City and the region should move towards better balance between jobs and housing in order to reduce time spent and distance travelled to and from work. Rectifying the current and pro-

jected imbalance between housing and jobs is a cost-effective way to reduce congestion.

3 Employers, both private and public, must take more direct responsibility for managing the commute of their employees by: (a) restructuring work hours to reduce congestion during peak hours, coordinating employee arrival and departure times to space out the peak periods; (b) reforming existing parking fee programs to encourage transit and ridesharing; and (c) working with the existing region-wide Commuter Transportation Service to promote and market ridesharing, the use of transportation incentives, vehicular operations such as shuttles, short-term auto rentals, the sale of transit passes, reserved parking for ride sharers, management of van pool fleet, management and distribution of traffic congestion information to assist drivers in planning afternoon and evening departures, management of bicycle facilities with showers, parking racks, etc., and employee information about alternative services.

4 The City should provide incentives to build telecommuting satellite work centers. Public and private employers should encourage employees to work at home or at satellite work centers.

5 The City and State must improve the efficiency of the existing street and highway system by: (a) creating an area-wide system of new High-Occupancy-Vehicle (HOV) lanes for bus and ridesharing traffic, including a system of meter ramps on freeways and selected surface streets; (b) expanding the existing Automated Traffic Surveillance and Control (ATSAC) network to improve traffic signal management; (c) limiting or prohibiting peak-hour parking on selected major streets with capacity problems; (d) limiting or prohibiting large trucks on freeways during peak hours to the extent allowable under existing laws; (e) imposing fees on trucks that create accident-related congestion (accidents produce more than one-half of all the congestion on freeways); and (f) adding more response teams whose highest priority is to keep traffic moving during freeway incidents.

6 A joint state/local/private sector transportation technology project should be established to stimulate the development of innovative transportation-related technology such as: (a) Automated Traffic Surveillance to spot congested areas or unusual incidents;

(b) Direct Access/Real-Time Traffic Information to provide the commuter with information about travel speeds and major congestion points on alternate routes; (c) Automated/Electrified Highway System to manage the traffic flow and use freeways more efficiently; and (d) On-Board Vehicle Navigation Systems to provide pre-planned routing advice based on traffic operations-center data.

7 The City should formalize the links between transportation management and land use planning decisions by: (a) including transportation as an element in the city-wide and community-level growth management plans, which would integrate all city land use planning and transportation policy decisions; (b) integrating the City's Capital Improvement Program with the Growth Management Plan, timing the investment with growth policies; (c) encouraging developers to incorporate transportation facilities into the design of new projects, including such improvements as passenger waiting areas, transit stops and reserved parking for ridesharing vehicles; (d) protecting existing railroad rights-of-way for use as transportation corridors; and (e) implementing a "streets for people" program to enhance pedestrian activity and the ambience of surface streets.

In order to generate adequate revenue to fund needed transportation projects and improve transportation services: (a) gas taxes should be increased and the revenues generated should be used only for transit-related purposes, e.g. building and maintaining streets and highways and building and operating subsidies for mass transit; (b) existing transportation funds (under Prop. A, for example) should be allocated in a timely and effective manner; (c) an aggressive program of privatization or contracting-out for construction of highways and transit services should be instituted; (d) additional local revenues must be generated on a reliable and long-term basis, such as increasing county sales tax for street and highway improvement; (e) a road pricing program should be considered as a means of altering driving habits; and (f) toll roads should be considered in order to fund new highways.

Urban Design and Amenities Programs

The Los Angeles landscape, with its mountains, beaches and skyline, is an essential part of the physical lure of the city. Some of it

is preserved in the city's parks and recreation areas and in its natural air sheds. However, the projected population growth and intensified urbanization will place heavy demands on the need for open spaces, and the ethnic diversity of peoples will require a variety of new recreational opportunities. The City must improve the management of open space lands and recreational resources by means of financial incentives and zoning codes.

In order to promote a more attractive and functional human environment for the future, the Committee believes that urban design should be an integral part of planning on a community-by-community basis. The recently authorized urban design section in the City Planning Department could help identify a formal role, along with a set of performance standards, for urban design in the city planning process.

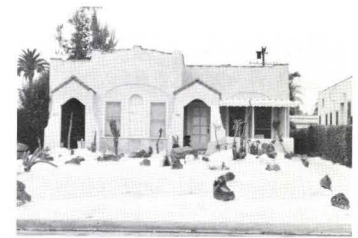
The urban design staff in the Planning Department should establish: (a) a "streets for people" program to encourage pedestrian activity; (b) conservation or heritage districts to encourage preservation of design landmarks and architecturally important structures; and (c) an expanded urban forestry program in existing communities and recreational areas.

Higher density areas in the city require innovative ways to provide open space, including urban gardens or sheltered landscape areas, urban parks with natural elements, plazas, wind-sheltered terraces on upper levels, and partially or fully glassed enclosures. Planners should also find ways to use existing surplus city, county, state and federal land and transportation rights-of-way for a system of "green belts" or "open-space" corridors linking communities and neighborhoods.

Zoning Ordinance

In addition, the Committee strongly recommends a comprehensive overhaul of the present City of Los Angeles zoning ordinance, which is old, unintelligible, inconsistent, badly organized and out of step with recent changes in design and land development practices and policies. (The Committee also recommends that zoning ordinances of other jurisdictions be reviewed and revised, if necessary.)

The newly revised ordinance should be developed in accor-





more people will commute to work longer,

crossing county and city boundaries

throughout the region

Alternatives for Reducing Criminal Justice Costs

The Committee believes there are alternatives to adding more police and jails at ever escalating costs. Education and economic opportunity proposals are presented elsewhere in this report. We must also make a massive commitment to afterschool education and child care, as well as explore alternative sentencing mechanisms and ways to reduce the length of time people stay in the system.

After School Education and Child Care. Today, at least 1,000 children per zip code in Los Angeles County are unsupervised from the end of the school day until their parents return home from work. The Committee urges the creation of an After School Education and Child Care program. This program would engage junior and senior high school students in community-related projects and, ultimately, we believe, will help them stay out of the formal criminal justice system and become productive members of the community. (See *Individual Fulfillment* chapter for related recommendations.)

In addition, the Committee recommends the formation of a consortium of volunteer organizations which are currently involved in youth diversion and involvement programs such as D.A.R.E., S.A.N.E., Foster Parents, parenting training programs and others in order to coordinate their activities and raise their visibility. (See *Individual Fulfillment* chapter for related recommendations.)

Alternative Sentencing Mechanisms. Intensive probation supervision, electronic monitoring, house arrest and community service sentencing are some of the alternative sentencing mechanisms already in use in other states. Early results have been encouraging: less than 10 percent of the participants are being arrested while in such programs. Moreover, these programs are proving to be more cost-effective than prison sentences. For example, it costs approximately \$5,000 per year to keep an individual in an intensive probation program versus almost \$19,000 to keep an inmate in prison.

Certain judicial reforms will be required in order to implement some of these alternative sentencing mechanisms. The Committee recommends that a task force be established to examine current laws in order to recommend appropriate changes to advance the

use of these mechanisms.

Making the System More Efficient. Prosecution and defense attorneys currently pick juries, a process that can take up to eight months before the trial even begins. The Committee believes that the judges should pick juries as they do in federal courts. This change would make the system more efficient without sacrificing the rights of the defendants.

To make alternative sentencing work, the Committee recommends several major reforms. In some cases, lesser offenses have sentencing requirements similar to violent crimes. The state must change current mandatory sentencing to make sentences appropriate for the crime.

Also, there is at present no method for distinguishing between the seriousness of an offense and how individuals are processed through the justice system. As a result, there is an enormous backlog of criminal cases waiting to be processed. Therefore, the Committee urges the legislature to address ways to prioritize the processing of offenders. Some of the public concern about hard-core offenders and the sentences they receive might be assuaged by a system that dealt quickly and swiftly with this group of criminals.

The Committee also recommends the reorganization of the courts along functional lines in order to become more efficient in processing criminal cases. For example, the reassignment of judges who handle child custody dispute cases to serious criminal matters could free up 40 court rooms, and the establishment of alternative dispute resolution centers could free up still more. Another way to speed up the processing of cases is to distribute the courts more evenly throughout the region. Decentralizing the downtown court system would serve to reduce the current court backlog.

Cost Savings. The Committee believes that alternatives to the present system of sentencing and incarceration can result in substantial savings. Diverting 20 percent of the current arrestees from the justice system, alone, could save an estimated \$75 million. A 20 percent diversion from prison into an alternative sentencing mode would save \$39 million. Clearly, on the basis of cost alone, it would still be worth the effort.

Key Recommendations:

1 Prepare and adopt consistent growth management plans at every level of government, including: a Regional Growth Management Plan; a new City of Los Angeles Comprehensive Plan; and Community and Neighborhood (district) Planning. It is essential that these Growth Management Plans specify means by which our basic infrastructure needs can be met to handle anticipated levels of growth. Estimated Cost: \$24 million.

2 Increase the production of new affordable and market rate housing by establishing an Affordable Housing Production Trust Fund. Estimated Cost: \$200–400 million annually to maintain the status quo; \$4–12 billion to overcome present housing shortage.

3 Lessen traffic congestion by: constructing new roads, freeways and rail projects; using jobs/housing balance as a planning guideline at the community, City and regional levels; requiring employers to take more direct responsibility for the commute

of their employees; and improving the efficiency of the existing system. Estimated costs: Metro Rail, Phases I and II, \$3.445 billion; El Monte Transitway Extensions and Stations, eastern extension, \$53.8 million (western extension is already funded); Harbor Transitway Expansion, \$500 million (approximately \$200 million of federal and state funds are committed); Freeway capital improvements outlined in the LACTC plan "On the Road to the Year 2000, including the building of an area-wide system of new High-Occupancy Vehicle (HOV) lanes for bus and ridesharing traffic, \$4.5 billion (approximately \$3 billion of federal and state funds are anticipated to be available by the year 2000 under existing programs, leaving a \$1.5 billion shortfall, which could be made up by increasing the gas tax); Implementation of the LACTC's Rail Development Program adopted by the voters in 1980, \$5.5 billion through the year 2000, \$2.3 billion additional to 2010; Expansion of the existing Automated Traffic Surveillance and Control (ATSAC) network to improve traffic signal management, \$161 million.

4 Revise the City of Los Angeles Zoning Ordinance. Estimated cost: \$500,000. (Zoning ordinances of other jurisdictions should also be reviewed and revised, if necessary.)

5 Provide after school education and child care to develop the potential of our youth and keep them out of the criminal justice system. Estimated cost: \$300 million.

6 Reorganize the County courts and streamline court procedures, e.g. change *voir dire*, in order to increase efficiency in processing criminal cases. Estimated cost: \$3 million.

7 Reform the sentencing system and employ alternative sentencing mechanisms, e.g. intensive probation supervision, electronic monitoring, house arrest and community service sentencing. Estimated cost: \$1 million annually.



ENVIRONMENTAL QUALITY

2

If all of us in Los Angeles today can learn to see our environment whole, we will understand the value of our air and water as the products of a fragile, interlocking system. We can pass along to residents of the 21st century this knowledge as well as an awareness of the ways in which they can harm this system through the careless management of waste and toxic substances.

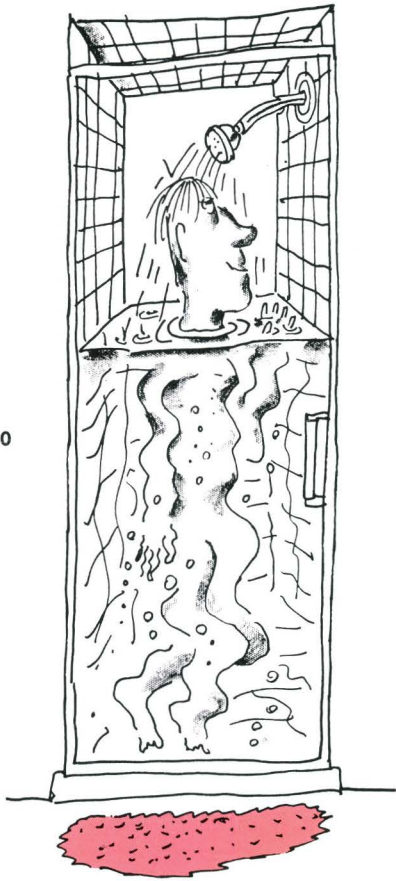
If we make wise plans and commitments now, future residents will see themselves as guardians of the environment and conservators of scarce resources, and they will join together to hold public agencies and private companies accountable for their share of this stewardship. They will also have a framework for judiciously assessing the complex social and economic impacts of their rules.

If we do not plan and act now, future generations of Southern

Californians will inherit a wasted and polluted ecosystem of polluted water, air and earth; a regional economy stunted by an unhealthy environment; and divided, impotent agencies and governments whose only recourse is finger pointing.

Or future generations can benefit from our prudent investment in the infrastructure that supplies water and energy and disposes of wastes effectively. We can set the patterns for public agencies and private corporations to continue finding innovative ways to reduce the amount of hazardous byproducts of a consumer society by controlling and limiting the use of toxic compounds before they enter the ecosystem.

the enemy is all of us,



of course

There are certain days of the year in Los Angeles that remind us of our good luck in being where we are. Such days sometimes occur in mid-February after a storm, when, through the rain-washed air, we can see clearly from Catalina to Mount Baldy. At night, the airline passenger marvels at the glittering universe of lights stretching over the horizon. Oldtimers with slightly clouded memories recall when most Southern California days and nights were like this; others remind us that early settlers called the basin "valley of the smokes."

There is truth in both observations. Together they frame the basic paradox of Los Angeles and its ecosystem: People came because of its sunny, healthy climate, but by coming they overloaded the capacity of the natural environment to provide the very thing they came for.

The environment of Los Angeles is a very fragile system, and it is in peril. Today, the metropolitan area is home to more than 12-million people who draw most of their water through a complex and far-reaching supply system of aqueducts and reservoirs, burn enormous amounts of fossil fuels and generate rivers and mountains of waste, much of it health-threatening by itself. About two out of every three days in this region, there is a significant violation of national health standards because of one air pollutant or another. In fact, the Los Angeles metropolitan area is the most polluted region in the nation.

The enemy is all of us, of course. It is tempting to blame industry for air pollution, but reactive organic compounds, one of the prime causes of ozone, make a significant contribution to smog through the use of hair sprays, underarm deodorants and small gasoline-powered appliances such as power mowers, as well as driving our personal automobiles. All of us will have to work at solving the pollution problems of the metropolitan area. We will also have to conserve our limited natural resources. The adoption of a new environmental ethic can create an atmosphere in which we all recognize the effects of our actions on others and take greater responsibility for changing our behavior in order to better protect the environment.

The population growth projected for Los Angeles, caused primarily by births to women already living here, will only exacerbate

our environmental problems and put even greater pressure on the environment. By the year 2000, there will be 4 million more inhabitants in the metropolitan area than there were in 1985. By 2010, there will be 6 million more, or a total of approximately 18 million people. Clearly, unless we take action soon, the effects of growth will overtax our water supplies and our capacity to dispose of waste. Unless we plan now, we will further degrade the environment, endangering the health of the region's inhabitants and its economy.

Improvements in environmental quality must be made in order to protect the health of the region's inhabitants and the viability of its economy. In order to achieve this goal, we must conceive of, plan for and manage the environment as an integrated system.

All environmental problems are interconnected, i.e. toxic substances move between air, water and the earth, so that efforts to clean up one problem often create others; and all environmental problems cross agency boundaries and political subdivisions. Seven major problems confront the City and the entire region:

- unhealthful air quality,
- rapidly dwindling sites for solid waste disposal,
- pollution of underground water supplies from toxic wastes,
- deteriorating sewer system and limited sewage treatment capacity,
- pollution of Santa Monica Bay,
- scarce water supply during drought years,
- earthquake and other geological hazards.

Unhealthful air quality. Despite increased regulatory efforts and recent improvements, the South Coast Basin has the most serious air quality problem in the nation. Our failure to meet federal air quality standards, particularly for ozone, has prompted the Environmental Protection Agency to impose sanctions on Los Angeles. Many other air pollutants are not regulated by any agency. One weakness of the existing regulatory structure is that federal and state programs do not allow local agencies the flexibility to adjust their efforts to particular local problems. For example, the local agency lacks clear authority to impose control measures for diesel engines (which could reduce carbon concentra-

tion in half, protecting public health while improving visibility), because responsibility for controlling mobile sources of pollution resides with the State Air Resources Board.

A second important weakness of the existing structure is that legislative mandates are media specific; consequently, the social, economic and land use implications of proposed environmental solutions are not now addressed. Yet recent regulations to achieve air quality will directly affect and, to some degree, displace paint- and solvent-based industries, the petrochemical industry and certain aspects of the aerospace industry.

Rapidly dwindling sites for solid waste disposal. Los Angeles generates about 18,000 tons of solid waste per day, and we could run out of places to put it as early as 1992. The landfills themselves already create serious environmental problems. Solid and hazardous waste landfills emit toxic pollutants into the air and leach toxic chemicals into groundwater basins, creating inter-media contamination.

Pollution of the San Fernando Valley Basin. The City of Los Angeles relies on the water stored in the aquifer under the San Fernando Valley for 15 percent of its water supply and more during dry summer months. (The remaining water supply is imported from the Mono Basin, Owens Valley area and the Colorado River.) The contamination of the San Fernando Valley groundwater basin further illustrates the multimedia nature of our environmental problems and the way they reach into several jurisdictions.

The aquifer also supplies water to the cities of Burbank, Glendale and San Fernando. Improper use and/or disposal has contaminated the soil, then the underground water, and at least one proposed cleanup technology would result in emission of some toxics into the air.

Limited sewage treatment capacity. The City's largest sewage facility at Hyperion lacks the capacity to accommodate present growth in flows. Therefore, the service territory, which includes the City of Los Angeles and more than 20 neighboring jurisdictions, is presently operating under a 30 percent reduction in new hook-ups

until capacity is increased at the inland reclamation plant (Tillman), slated for mid-1991.

In addition to limited capacity, Hyperion faces another critical problem: illegal levels of toxics that reach it from industrial dischargers who violate their pretreatment requirements. A maze of overlapping agencies at the federal, state and local levels administers and regulates Hyperion, confusing and frustrating the public.

Pollution of the Santa Monica Bay. The Santa Monica Bay and other coastal waterways are fragile ecosystems, yet they receive large volumes of waste water from treatment plants. In addition to the discharge of toxics in the sewage effluent, runoff from the region's streets and toxics illegally dumped in storm drains also contribute to this problem. These "non-point" sources are difficult to control. While the current restriction in new sewer hookups will provide a respite for necessary improvements toward the goal of "no discharge" into the Santa Monica Bay, the economic consequences to the City, and potentially the region, are considerable.

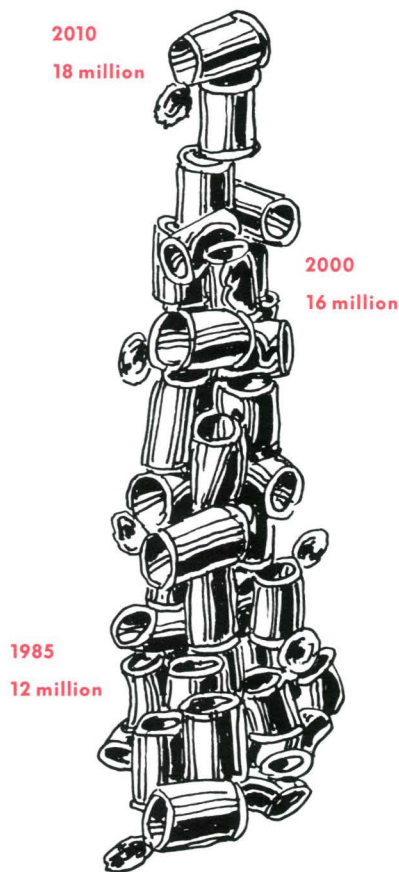
The road to "no discharge" will not be without obstacles. For example, the EPA is suggesting that construction of new facilities at Hyperion will be "growth inducing" and should not be federally funded unless negative environmental impacts, especially those related to air quality degradation, are somehow mitigated. The conflict between these environmental mandates ("clean the Bay" versus "clean the air") is a clear example of intermedia tradeoffs that are difficult to make in the current regulatory system. It should also be noted that no existing environmental agencies have, as part of their mandate, examined the economic costs of their regulations.

Scarce water supply during drought years. Los Angeles is a semi-arid desert region, heavily dependent on outside sources for water. There will be periods of drought when the supply system will be burdened beyond its capacity to deliver enough water to meet the needs of the metropolitan area.

Earthquake and other geological hazards. It is highly probable that there will be a major earthquake in Southern California within the next 20 years. A large to great earthquake (M6.75-8.0)



Unless we take action soon,
the effects of growth
will overtax our capacity
to dispose of waste



Projected Population
Growth in the Consolidated
Metropolitan Area

ensure that all of us accept responsibility for the plan and assist in the education efforts vital to its successful implementation.

The plan should reflect the policy guidelines identified below, and it should improve coordination among existing regulatory, land use planning and transportation agencies whose operations affect and are affected by environmental issues. The plan should also provide a mechanism for making essential tradeoffs on the local and regional levels between environmental media and other region-wide goals. It should include prioritization of pressing environmental issues to enable efficient use of available funds.

The plan should include incentives, e.g. taxes on particular substances to encourage compliance with performance standards adopted in the plan. Finally, the plan should provide a mechanism for accountability, which is the cornerstone of environmental ethics. Clear accountability and access to the decision-making process would encourage the feeling on the part of the public that something can be done about these problems.

Innovative Guidelines

The Committee believes that the following guidelines, if implemented, can help the City and the entire region achieve marked improvement in environmental quality by the year 2000. In reaching this objective, we can establish a sustainable structure that will ensure improvements while preventing further degradation well into the 21st century.

Source Reduction. The Committee believes that resources will be better spent on programs that prevent pollution rather than on additional efforts to control pollution after it has been produced. Therefore, it urges practices that reduce the use of substances, especially toxics, so that less waste is generated in the first place.

This approach, commonly known as "source reduction," is broadly defined by the Committee to include solid and toxic wastes, as well as the use of substances before they produce or become waste. A successful source reduction program could extend the useful life of existing landfills by controlling the amount of discarded packaging materials through recycling and the re-use of containers and other materials.

Some industrial processes can be changed in ways to bring about source reduction, and these should be encouraged. In some cases, government incentive programs on tax relief may be required to promote effective change. If we are to successfully design and implement source reduction efforts, we must also have complete data on the amounts of each chemical entering a facility and its total subsequent emissions to air, water and soil.

Substance Regulation. Contaminants move among soil, water and air, flowing naturally and as a result of human actions. Environmental legislation recognizes this phenomenon but does not adequately address it. As a result, some compounds are regulated in one form but not in another. For example, the sale of a can of oil-based paint is not regulated, but it becomes toxic waste at the time of disposal. Recognizing the interconnectedness of environmental problems, the Committee recommends shifting the focus of regulation towards particular substances, while continuing to protect the quality of individual media.

This strategy has been successful in the case of lead, a very toxic metal, the presence of which decreased dramatically in the ambient air as a result of substance regulation.

Accountability. Accountability and an empowered citizenry are cornerstones of the new environmental ethic. However, genuine accountability is weak or lacking in the present structure. Responsibility and authority are confusing, given the number and scope of existing institutions. Political accountability is further undermined as a consequence of the increased role of the courts in making land use and environmental decisions. The Committee believes that clear and accessible accountability at the local level is essential to an ethic of shared responsibility for environmental management.

Equity. Equity is also a precondition of an environmental ethic. Small businesses as well as large, neighborhoods and cities alike, must fairly share the impact of environmental controls and regulations. Under intense regulatory pressure, the region's few large industrial facilities, such as power plants, oil refineries and auto

assembly plants, have already invested heavily in pollution controls and improved waste management with positive results. Further gains will only be possible if regulations are more vigorously enforced and new regulatory efforts are directed at small businesses and individuals, including the driving public.

Recognizing that small business has a far more difficult time complying with complex and expensive regulation, the Committee recommends that new regulations provide mechanisms for technical and financial assistance as well as information to the business sector to help them discover and implement cost-saving source reduction techniques. Streamlining the permit process would also help small and large businesses comply with regulations.

Individuals as well as small businesses must participate in hazardous waste collection programs, solid waste recycling and other efforts to reduce pollution. Each of us must be conscious of the amount of waste we generate. We have an important stake in cleaning up our environment.

A system must also be created that distributes impacts among all neighborhoods within the region. Equity demands either "fair share" distribution of waste among neighborhoods or compensation for those areas that assume a disproportionate share of negative impacts.

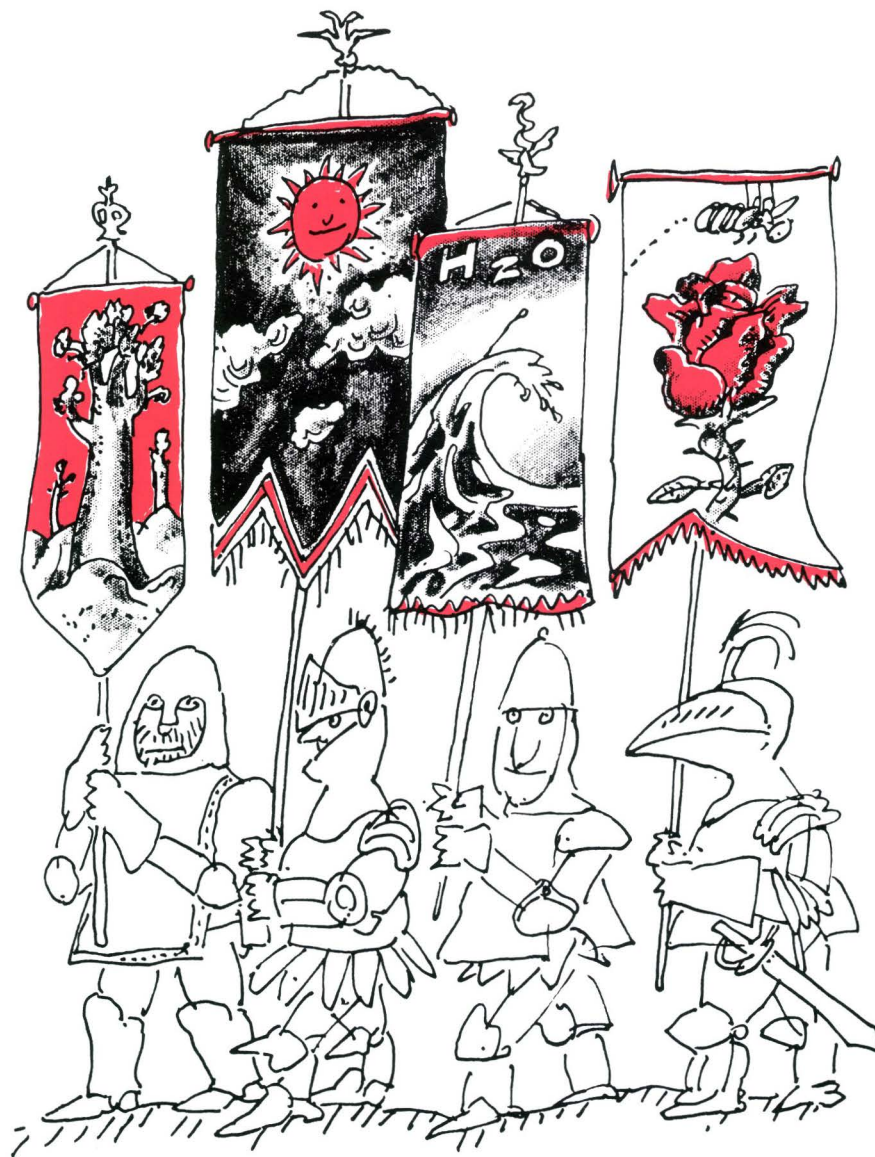
Seeing the environment as an integrated system is fundamental in designing new policies and processes capable of producing meaningful improvements for the 21st century. We must change our environmental perspective and we must act now. If we fail to do so our economy will deteriorate and the health of Southern California residents will be endangered.

Water strategies. In anticipation of the time when the current supply system cannot meet the water needs of the metropolitan area, we must: (a) minimize growth in consumption through conservation and reclamation; (b) protect and maintain our existing groundwater resources; (c) institute water pricing; and (d) seek new water sources through certain State Water System projects.

Recognizing that conservation alone can save 75,000 acre feet per year, residents of the City of Los Angeles and the Metropolitan Water District service area must achieve a 10 percent reduction in



we must learn to see our environment whole



los angeles in the 21st century

will not be complacent about their environment

water use by the year 2000. The City has adopted several water conservation ordinances to achieve this goal. Conservation means taking shorter showers, planting drought-tolerant gardens and sweeping the driveway instead of hosing it down. It also means installation of water saving devices (like low-flow toilets) in new and existing residences.

Reclamation—reusing water after it goes through a treatment facility—has not been a significant factor in reducing water demand because it is expensive. Although reclamation is expected to increase ten-fold between now and the year 2000, estimates for reclamation potential could be doubled to reduce demand by 25,000 acre feet per year by the end of the century.

Protection of the City's and region's groundwater basins from toxic contamination is another important step in conserving existing resources. About half of the region's drinking water comes from groundwater basins which are in danger of contamination.

In addition, the City of Los Angeles and other water purveyors in MWD's service area need to enter into agreements with agencies to purchase water that is not being used for other purposes or that can be saved by implementing water conservation measures.

Finally, completion of portions of the State Water System is particularly crucial to insure adequate water supplies during droughts and dry periods. This source of new deliveries comprises about 40 percent of the potential for new sources that could realistically be added to the system by the year 2000. The State of California and MWD must complete those projects in the State Water System that enable water not needed to protect northern water quality objectives or provide for area-of-origin needs to flow south.

Waste treatment strategies. The City of Los Angeles must carry through with its intention to construct the necessary sewers and waste treatment facilities in order to realize (a) its adopted policies of "no discharge" into the Santa Monica Bay and (b) adequate capacity to handle anticipated growth by mid-1991, in spite of obstacles that may be encountered along the way, including linkages with smog clean-up.

In designing improvements to the existing sewer systems, the City of Los Angeles and other jurisdictions may, at the same time

and at considerable savings, be able to design the beginnings of long-term systems to accommodate urban run-off.

Energy strategies. The Los Angeles area consumes prodigious amounts of energy—petroleum, natural gas and electricity. However, utilities and oil companies project adequate energy supplies to meet growing demand through the end of the century and beyond. (This assumes that fossil fuels will continue to be a primary source of energy for Southern California.) One of the main reasons for sufficient supplies is our energy conservation ethic, inspired by the oil embargo in the mid-1970s. The problem for the future is not energy supply but the substitution of cleaner fuels in order to meet air quality goals.

At present, air quality and energy regulations are working at cross purposes. On the one hand, present or proposed air quality regulations in the South Coast Air Basin are aimed at restricting the generation of energy to “clean” fuels, including electricity. On the other hand, public utility regulations are fostering more fuel delivery through price competition based on freedom to switch among alternative fuels.

The South Coast Air Quality Management District (SCAQMD), the California Air Resources Board and the Public Utility Commission must sort out and rationalize policy conflicts around alternative fuel substitution, smog reduction strategies, the certify-

ing and siting of new generation facilities, and the retrofitting of existing energy sources.

Earthquake preparedness strategies. Every day, decisions about land use and construction determine the extent of damage a community will suffer due to earthquake and related geologic hazards. In addition, how quickly a community recovers depends on the planning and organization that is done before the event. In order to lessen the vulnerability of the Los Angeles region and environment to disruption from major earthquakes, the Committee urges: development of a region-wide Master Plan that can be implemented when an earthquake occurs; implementation of the Office of Emergency Preparedness Earthquake Prediction Warning System; making earthquake hazard reduction a high priority in new and future development; and greater emphasis on training people to respond in the event of an earthquake.

As we develop and maintain our environmental resources, the Committee recommends that the City and region: (a) plan for and invest in anticipated levels of growth so that expansion does not outstrip public facilities; (b) use existing systems efficiently through an ethic of conservation; and (c) meet health, safety and environmental requirements that protect our quality of life.



Key Recommendations:

- 1 The State legislature should initiate a process to draft, adopt and implement a comprehensive Environmental Management Plan that looks at the totality of the environmental system and that:
 - Prioritizes funds (the prioritization process should include an

- assessment of social and economic impacts)
- Achieves source reduction
- Regulates substances while continuing to protect the quality of individual media
- Provides for clear and accessible accountability
- Is equitable and takes into consideration the economic impacts of

- regulatory procedures. (A new multi-purpose regulatory agency to administer the Environmental Management Plan is recommended in the Governance & Finance chapter.)
- 2 Consistent with the Environmental Management Plan, provide adequate water supplies by minimizing growth in consumption (conservation and rec-

- lamation); protecting and maintaining existing groundwater resources; instituting water pricing; and seeking new water sources through certain State Water System projects while respecting northern water quality objectives. Estimated cost of State Water Projects: \$2 billion.
- 3 Consistent with the Environmental Management Plan, the City of Los

- Angeles and other jurisdictions must by mid-1991 complete construction of the necessary sewers and waste treatment facilities in order to achieve (a) “no discharge” into the Santa Monica Bay; and (b) adequate capacity to handle anticipated growth.
- 4 Develop and implement a region-wide Master Plan for Earthquake Preparedness.



INDIVIDUAL FULFILLMENT

3

Row upon row of students in mortarboards and tassels, members of the class of 2000, line up to pose for their graduation photographs. Their names are the proud badges of a hundred different nationalities and ethnic cultures. How accurately do they represent Los Angeles youth at the beginning of the 21st century?

If we have failed to provide a good education, most of their classmates will also have failed, dropping out permanently to work in low-paying jobs with little opportunity for advancement. Some will be trapped at home, burdened by the responsibilities of early parenting, which they are ill-prepared to meet. Others will be looking to illegal paths to provide fast-buck solutions to their financial problems.

If we have succeeded, the schools will have given them the basic skills to be self-supporting and productive citizens. Many will be ready to go on to universities, to be contributors to society as educators, scientists, artists, lawyers, writers and doctors. Others will be entrepreneurs, technicians, athletes or builders, and the class will be confident of the support of their families and their community. All will be prepared to create their future and the futures of their own children.

If we have planned well, illiteracy in Los Angeles will be greatly reduced—75 percent of all adults who are illiterate today will be able to read, write and sign their names. Thousands of people can live healthy, fulfilling lives because of the human services that have given them the security and opportunity to develop their own personal visions.



A great city provides the opportunity for self-fulfillment to all its citizens. Individual citizens who are fulfilled create new opportunities for others. First, through education, the individual acquires the knowledge and the ability to reason in order to make sound choices. Second, the individual must have the freedom and the opportunity to make those choices. Third, the individual must learn to exercise the responsibility that is necessary to an orderly society.

As this report is issued, the high school class of 2000 is entering the first semester of the first grade. They begin full of hope. These students are starting to grasp the basic tools of our society, learning numbers and the rudiments of written English. Whether or not they become individually fulfilled adults in the 21st century depends on how well we educate them over the next 12 years.

Difficult challenges face the graduates in the year 2000: Los Angeles is becoming a two-tier society, bimodal in its economic structure (high-skill, high-pay/low-skill, low-pay jobs with a lagging increase of mid-level jobs); in its education system (private/public education); in its health care system (highly advanced private health care/severely burdened and inadequate public health care); and in its housing.

Los Angeles will continue to be a city of infinite possibilities for many well-educated, highly skilled persons able to participate fully in the economic, cultural and civic life of this area. Individual fulfillment is within their grasp. But a growing underclass—comprised of the poor, minorities and the disadvantaged—will be encumbered by limited abilities and opportunities. Facing formidable social barriers to exercising responsibility, this group may never find such fulfillment.

What skills and abilities will individuals need in order to participate fully in the 21st century? What can we do now to help the students in the class of 2000?

EDUCATION FOR THE 21ST CENTURY

We demand a lot from our schools—both public and private. Not only are they required to train our children in the basic academic skills, but they are also expected to serve many other social pur-

poses as well, including the development of youngsters who will become good citizens and productive contributors in an increasingly complex, rapidly changing, high-tech/low-tech economy. As the class of 2000 makes its way through the system, the job of educators won't get any easier.

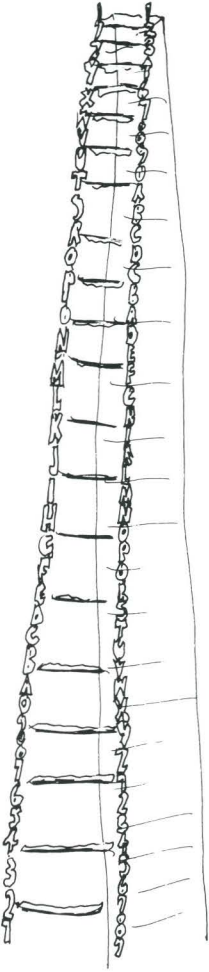
Our future citizens will have to be adaptable and comfortable with cultural diversity. They will have to be able to make important civic decisions that balance competing goals. They will be expected to be productive contributors to the quality of life in the 21st century. Future workers will have to be flexible; they will pursue three, five or eight careers in their lifetimes. Some workers will have as many jobs in one year; contingent workers (part-time, leased, contract employees) are a fast-growing segment of the California work force, already comprising 25 percent of the total.

Our schools are overcrowded, capital funds are scarce and land even scarcer. One reform—the controversial year-round schedule—has been tested and could extend to the entire Los Angeles Unified School District in the near future. Over the next ten years, the district will need to hire at least 2,000 teachers a year to replace retiring and resigning teachers and to keep pace with expected student enrollment.

As a state, we confront major challenges: the student population is increasingly heterogeneous; the English language proficiency of entering students is decreasing; many students come from households below the poverty level; 38 percent of the students entering kindergarten could be classified as “at risk” students, based on one of the key criteria alone—limited-English proficiency. At the same time, we have failed to support our schools—Los Angeles has the highest student-teacher ratios in the nation, and California ranks 49th in school funding per capita.

The Committee has few illusions about the challenges facing the area's schools. The task of the schools is to develop youngsters who will provide the talents and energies needed to fuel the region's continued vitality.

The good news is that a wave of reform, the so-called “excellence movement,” is bringing new vision and excitement into the educational process. The Committee supports the goals of this movement and applauds what it has accomplished in prescribing



more technological and computer education and enriched academic learning for all students. However, we are concerned about the limited progress that our schools are making. It is apparent that this reform movement is not meeting the needs of a major segment of our student population, i.e. those who are in educational jeopardy. These students are typically poor, disadvantaged and minorities.

The Committee believes that, as we have raised the ceiling for many students, we must now raise the floor for others.

Currently, more than half of our youngsters are in need of better preparation for citizenship, for a job or for taking advantage of our pre-eminent institutions of higher learning. (Given our superb university system, it seems illogical to have elementary and secondary schools that cannot prepare students to qualify for higher education.)

The time has come to turn reform efforts toward addressing the needs of those hundreds of thousands of students who are in danger of not completing high school or who will directly enter the work force after graduation. The remedy will require more than a small drop-out prevention exercise here and an adopt-a-school program there, although the value of small steps should not be discounted.

To reach the under-served half of our children calls for a new wave of reform, backed by an all-out community effort by educators, business, parents and citizens. The enthusiasm that has driven the excellence movement must now be turned to preparing many more youngsters to meet new standards of achievement. The need to make real improvements on behalf of these students is urgent, if we are to prepare them for life in the year 2000.

To this end, the Committee proposes that the high school class of 2000, the children entering first grade in Fall 1988, become a special marker for educational progress over the next dozen years. Goals related to the readiness of all youngsters to benefit from recent academic excellence reforms should be identified and the progress of this class checked against these goals. Particular attention should be paid to achievement levels and participation rates as these youngsters approach high school age. In this process we will amass a data base for continuing study. The information

gathered will help in the formulation of educational policy appropriate to a changing society.

The class of 2000 will be quite different from the class of 1988. In Los Angeles County, minorities make up more than 72 percent of this group, with 6.9 percent Asian, 51.4 percent Hispanic, 12.4 percent Black, 26.6 percent Anglo, and 2.7 percent other. This class contains a larger proportion of students from non-English speaking backgrounds; in fact, 38 percent of this class are starting out their school years classified as limited-English proficient.

Drop-outs

If the class of 2000 follows past patterns, nearly half of all the drop-outs will occur in the year 1998, or during the 10th grade. Statistically, the incidence of drop-outs will relate to students' socio-economic background. Twice as many blacks will drop out as whites. The effects of drop-outs are also depressingly predictable in the stresses on family life; burdens on welfare programs; unemployment; and the costs of crime and law enforcement.

Unfortunately, the causes of dropping out are not as well understood as the effects. There is no single reason for dropping out. The drop-out is almost always a low performer academically and poorly adjusted socially, but some reasons, such as pregnancy, family responsibilities, getting a job, are not school-related.

Some of the drop-out problem can be attributed to the school environment, and one aspect of this is teacher-student relations. In Los Angeles County, 71 percent of public school educators are non-Hispanic whites, while 72 percent of the class of 2000 are members of a minority. This means that there are relatively few ethnic minority teachers to serve as role models for children. It also indicates that few minority teachers are available to serve as important links between the educational system and the parents or the ethnic-minority communities of Los Angeles.

This is not to say that non-minority teachers are incapable of serving the needs of minority students. However, it does suggest the need to recruit more minority teachers and administrators. In fact, the education system in general is facing a crisis in recruiting and retaining excellent teachers. In Los Angeles, we face the dual challenge of making sure our students are taught not only by those



minorities will make up more than

seventy-three percent of this group

The Class of 2000

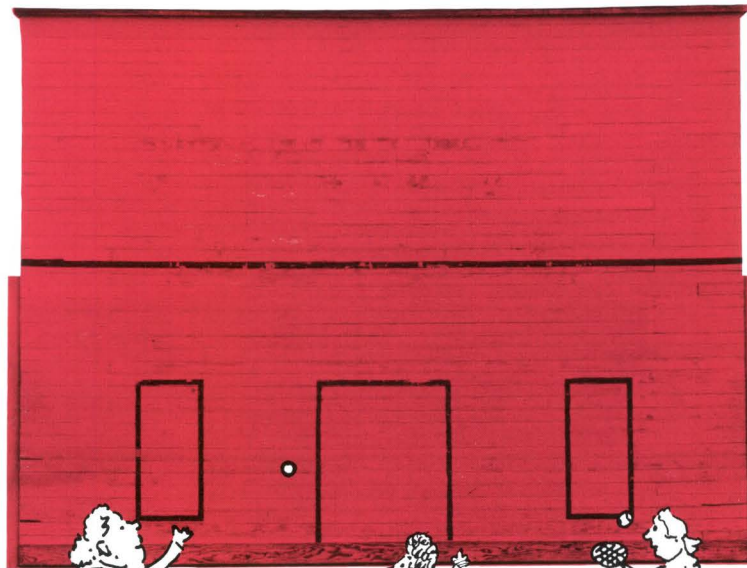
Hispanic 51.4%

White 26.6%

Black 12.4%

Asian 6.9%

Other 2.7%



who are most qualified, but by those who are sensitive to cultural differences. The talents, skills and cultural attributes brought to the classroom by teachers of all backgrounds can only contribute to the welfare of students and the health of the public education system.

The programs most effective in preventing drop-outs have addressed the whole child and have included academic skill building which draws connections between academics and something tangible like a job, self-esteem, and home problems like neglect or abuse, drug and alcohol problems. These programs combine vocational with academic curricula and rely heavily on strong counseling.

Educational Programs

As we follow the Class of 2000, the Committee recommends that the reform movement pay greater attention to the elementary schools, especially in the following areas: excellence in teaching, curriculum development, administrative leadership, counseling, assessment of progress and adequate facilities support. In addition, we must attempt to lower the student/teacher ratio and be prepared to intervene when students fail to make adequate educational progress.

The Committee also recommends that high schools develop programs to provide skills for that large group of students who are neither prepared for nor desire advanced education for a high-tech job. Any such program should provide basic and general skills that can make the student able to participate in the civic life of our culturally diverse and economically complex region and also be more productive in many jobs, not just one specialized one. It should also cultivate the student's ability to learn on the job and be adaptable to job changes.

The program would stress the basic academic skills—command of English, reasoning and problem solving, reading, writing, computation, basic understandings of science and technology, oral communication, interpersonal relationships, social and economic studies, personal work habits and attitudes. Of these, the Committee suggests that **problem solving** be taught as a fundamental skill. Problem solving is critical to all jobs, even those for which

reading, writing and arithmetic are no longer required. Moreover, problem solving is essential in effective interpersonal relations, whether on the job, within families, or among groups in society.

The Committee notes that there is a significant lack of data upon which to base education policy reforms or an informed opinion about which reforms are working, for whom, and what modifications, if any, need to be made in the educational strategy. Therefore, we recommend that the Mayor of the City of Los Angeles and the School Board of the Los Angeles Unified School District form the Class of the Year 2000 Commission to (a) develop appropriate and specific educational goals for each class level; (b) review educational strategies pursued both within the schools and through educational partnerships; (c) develop the necessary tools to track and assess educational progress; and (d) disseminate findings.

Also, the Committee recommends that we pay particular attention to the allocation of resources within a District, both to redress the historic inequities in the distribution of funds and to provide needed funds where there is an evident lack of educational progress.

Further, the Committee recommends that our universities and community colleges play an active role in helping elementary and secondary schools to teach math, science and verbal skills. College faculty could support teachers, provide research methodology to track students in critical areas needing study, and create important links between secondary and higher education in the region.

Finally, we recommend that the business community expand its important partnerships with the schools in programs such as Genesis, Focus on Youth, First Break, the proposed After School Education and Child Care Program, etc. The community will continue to look to business to provide leadership and venture capital in many of the entrepreneurial programs that are developed to address the challenges facing our public and private schools.

Literacy

In addition to the extraordinary efforts we must make to support our K-12 schools, we must address the needs of at least one million out-of-school youth and adults in Los Angeles County who are

functionally illiterate, that is, lacking the ability to use printed and written information. Without this ability they cannot fulfill their potential.

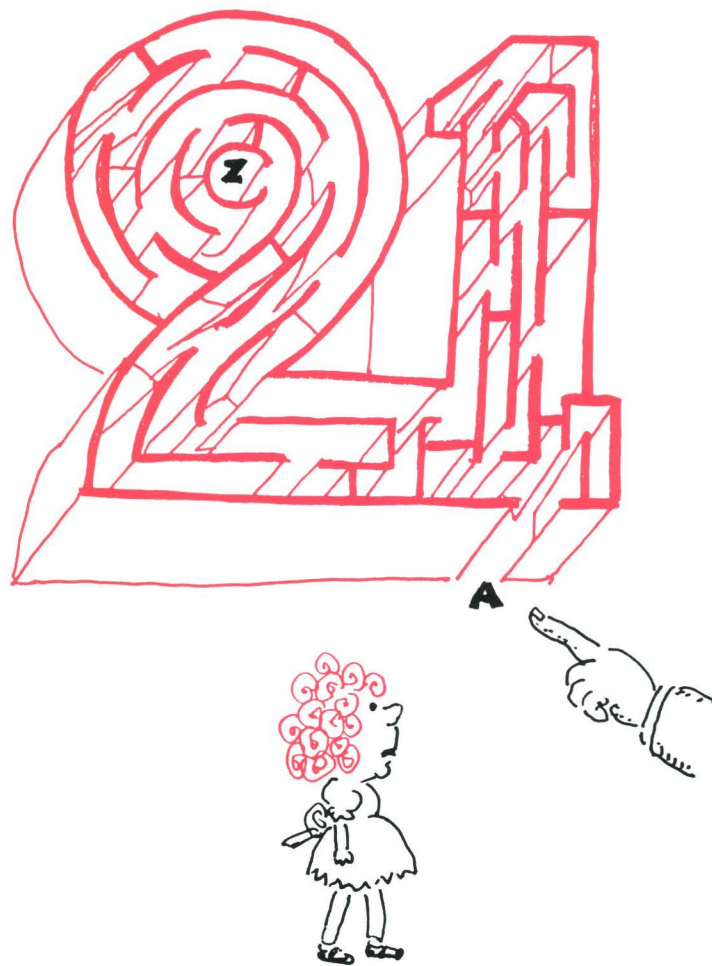
To be illiterate is to be among the disenfranchised of our society, isolated from the benefits of this great, affluent nation. For society, the cost is high in absenteeism, poor quality, low productivity and business/industry remedial programs. The proportion of welfare recipients with fewer than six grades of school is more than double that of those with six to eight years and almost four times that of those with nine to eleven years of school. Seventy-five percent of the unemployed lack the basic skills to get and keep a job. In Los Angeles County in 1987 almost one-half of all applicants for entry-level jobs were rejected because of inadequate skills in reading, writing and basic computation. Literacy in the work place has become a major issue.

Welfare and unemployment costs for this group of adults are estimated to be six billion dollars nationwide. More than one-third of mothers receiving Aid to Families with Dependent Children are functionally illiterate, as are 85 percent of the juveniles who appear in court, about 60 percent of prison inmates and almost 40 percent of minority youth. Moreover, the problem is self-perpetuating: illiterate parents tend to raise illiterate children. The development of literacy is a move to self-sufficiency and employment, and the Committee believes that people would prefer productive employment to dependency on social programs and outside influences.

Clearly, talk about excellence in K-12 education must go hand in hand with addressing the educational needs of adults and out-of-school youth. Literacy requirements will continue to increase between now and the year 2000, and so will the need for continuous, life-long learning. The Committee urges the development of a Los Angeles 2000 Literacy Campaign to increase the number of literate persons in Los Angeles by providing literacy services to those who seek such services, in the program of their choice and with the literacy goals established by the learners. The objective is to provide literacy services to 75 percent of those persons (at least 820,000 out-of-school youth and adults) by the year 2000.

Less than four percent of the population in need is now being





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served. Of those out-of-school youth and adults currently in literacy programs, about 75 percent are served by adult schools, 21 percent by community colleges, and the remaining four percent by library programs and community-based organizations. In the state, about 89 percent of those enrolled in literacy programs are in English as a Second Language (ESL) programs.

Numerous efforts are underway to raise public awareness of the problem. The most extensive is the ABC/PBS Project Literacy U.S. (PLUS) national campaign on local television stations. Several loosely organized coalitions of literacy providers exist, and in Los Angeles there are numerous programs for intervention/remediation. There has also been a significant increase in the number of volunteers in Los Angeles, thanks to efforts by community-based organizations, businesses and labor unions.

Although current efforts are making inroads into the illiteracy problem, they also have inherent limitations. There are not enough programs to serve the adults in need. Retention of learners and student recruitment are ongoing problems, as is the lack of a clearinghouse for training materials and an easy means for disseminating the materials that do exist.

In volunteer programs, there is often an imbalance of students wanting service and the supply of volunteer tutors to help them. Also, the amount of service delivered on average is inadequate and attrition of students and volunteer tutors is high. In addition, programs have too few resources. New strategies are needed to complement existing efforts. The Committee recommends the following:

- 1** Increase funding for existing literacy programs so that these programs can serve all learners who seek services. Adult education and community college programs are the primary public agencies to be expanded. At present, these programs are capped and cannot be expanded without new state legislation. This should not, in any way, interfere with the English as a Second Language program.
- 2** Launch a campaign to recruit hard-to-reach learners and enlist new support groups and individuals. Many people in need of training are inhibited by low self-esteem, limited expectations, and a reluctance to admit their educational deficits. Other barriers include inconvenient locations for training, child-care problems

and lack of transportation.

Virtually every functionally illiterate adult has a literacy partner—a neighbor, friend, spouse, store owner or child—who provides the necessary reading skills. These literary partners are a promising untapped natural resource for adult literacy training, and we must make an effort to recruit and train them to tutor their functionally illiterate partner.

We must also widen the community support base for adult reading courses, enlisting volunteer groups and individuals and helping them to develop quality, effective literacy programs.

3 Establish community, drop-in learning centers where families can learn together. These accessible centers would use volunteers and paid staff to provide a range of activities including computer-assisted diagnostic services and instruction. It is particularly important to develop family literacy programs which actively recruit parents with literacy problems who have pre- and grade-school children to learn to read to and with their children, thereby breaking the cycle of illiteracy.

4 Establish an area-wide service organization for the community of literacy providers. This organization would provide planning, coordination, communication and shared training. It would also serve as a clearinghouse for information, fund field research, provide technical assistance and training, serve as a broker between funds and literacy organizations, and would coordinate the overall awareness and advocacy programs.

Acting as an area-wide coordinating body, this service organization could lobby, provide public information and technical assistance, share information about training techniques, share students and volunteers, develop curricula and educational materials, facilitate referrals and share an 800 number, and develop and administer incentive and award programs.

Human Services

In almost every area of human service delivery, demand for services is exceeding supply. The current crisis in human service delivery has many causes. Over time, there has been a shift in expectations as to what is a “family” responsibility and what is a societal responsibility. As the family has changed over time, the

institutions that support the family have not changed. Likewise, the role, expectations and responsibility of the employer have changed. Now many employers provide packages of services—health/dental benefits, life insurance, pensions and, increasingly, dependent care benefits.

As expectations of employers have begun to change, the behavior of employees is also shifting. They are more mobile, often moving from job to job, city to city, and following career paths which are only five years in duration. This new urban reality makes it doubly difficult to plan a social service delivery system capable of both anticipating and responding to rapidly changing needs.

Other factors such as population growth, declining government support, a fragmented delivery system and lack of a mandate for a comprehensive approach to human services planning also inhibit the development of a more objective approach to the delivery of these services. Rapid economic and demographic changes occurring in the region will place an increasingly heavy burden on the system.

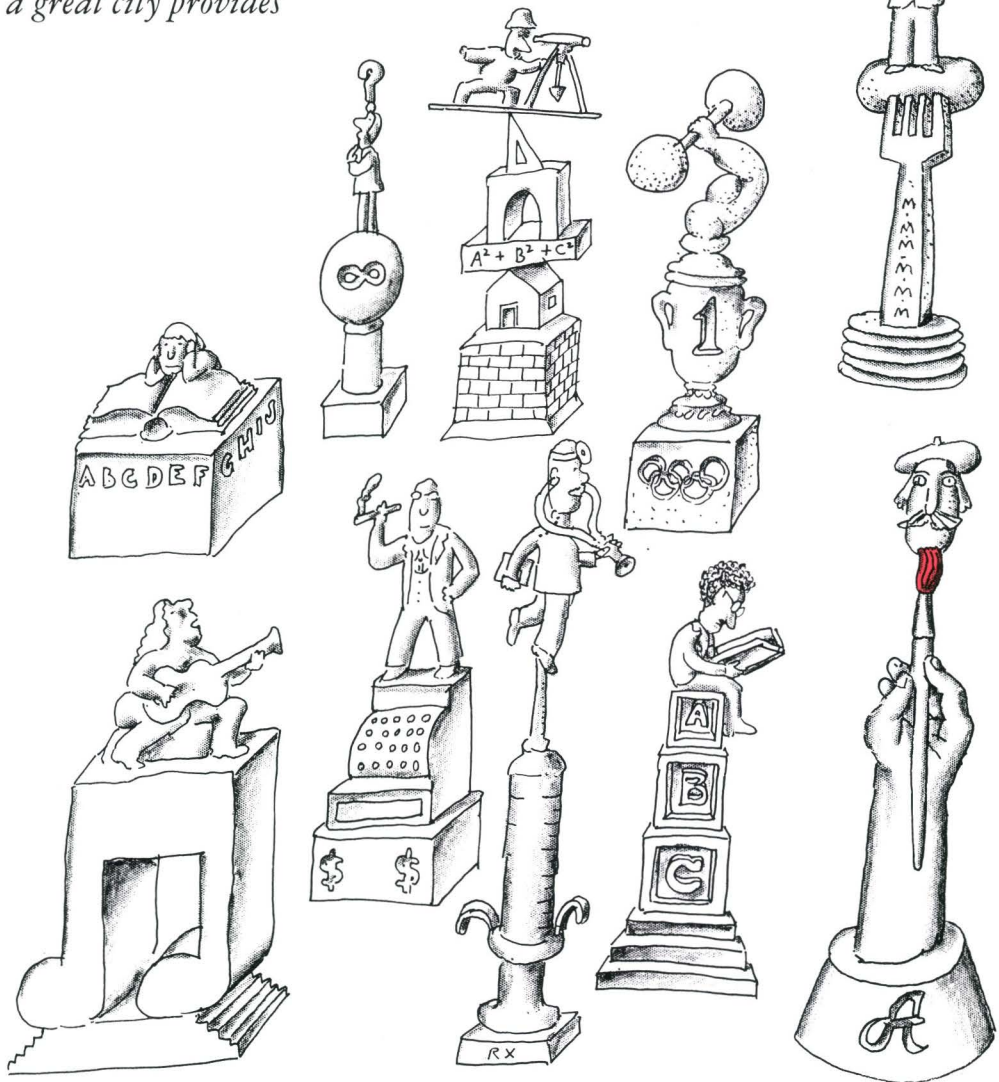
With the rise in population, more and more people will move to suburban or newly emerging urban centers. These locations will be far removed from older established residential cores with the existing networks of social service providers. Child care and senior citizens facilities are two examples of services that are likely to be in short supply in the newer areas.

Growing numbers of ethnic groups and immigrants will also change the service load on the system into the foreseeable future. As demographic shifts occur (for example, a growing Hispanic population will be younger on the average, while a stable non-Hispanic white population will age) demand for services will increasingly come from a non-Anglo population. Service providers will be more and more concerned with multi-lingual and multi-cultural concerns.

Demands for services will continue to escalate in three major areas: Dependent Care, Health Care, and the Homeless. These problems are not unique to Los Angeles, of course, but because of rapid growth in the metropolitan area, current inadequacies in providing services can only increase unless we coordinate our present systems more effectively and find new funding to meet



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Dependent care

Dependent care includes both child care and care for the elderly. These two issues will likely tend to merge in the future, particularly in so-called "cafeteria-style" benefit packages offered by employers. In the year 2000, the working age group will have to support a greater proportion of the population.

The need for high quality, affordable child care is already critical. Women comprise nearly 60 percent of the U.S. labor market, and the percentage of mothers in the work force is growing rapidly—today, in the U.S. nearly 50 percent of all mothers with infants under one year of age are now working, a 52 percent increase since 1976.

At the same time, nationally, the number of children under age 10 is projected to increase by five million by 1990, with two-thirds of them under the age of six.

In Los Angeles County, there is already a shortage of child care facilities, with an estimated shortfall of 89,000 licensed child care spaces. The child care facilities that exist are too often inconveniently located. Infant care is difficult to find anywhere, and care for school-age children (6-14) is largely unavailable. Forty percent of school-age children that require care are "latchkey" children, going home to an empty house.

Moreover, the cost of quality child care is prohibitive for those single-parent, working mothers who need it most. Because of the low pay, it is difficult to keep trained, competent child care staff workers in the field. In addition, some child care providers are being forced out of business because they cannot find affordable liability insurance.

The Committee applauds the City of Los Angeles for its stated policy on child care and supports the recommendations of its Task Force. However, we must find additional ways to coordinate the efforts of employers, human services groups, volunteer groups, and local governments if we are going to provide effective, affordable, quality child care in the Los Angeles metropolitan area of the future.

Meanwhile, the aged population over 65 will increase from 10 percent of the population to 13 percent by the year 2010. The pro-

portion of frail elderly persons in the region is increasing dramatically. Sixty percent of all health care expenditures is made by the elderly, and 40 percent of the Medicare budget is spent on the last year of a recipient's life.

As the proportion of older persons increases in our society, so does the number requiring home care during long-term chronic illnesses. Home care for this group of the elderly is a better alternative, both economically and psychologically, and programs are needed to provide temporary respite care in order to ease the burden on family caregivers.

Health Care

Many factors contribute to the physical and mental well being of Los Angeles residents. Housing, air and water quality, sanitation, urban amenities and job opportunities are all aspects of a well-functioning city addressed in other chapters of this report. An effective health care system is one of the most important of these elements.

Los Angeles' health care system is deteriorating. It has not been immune from national trends which have resulted in revolutionary changes over the past decade: a restructuring of the delivery system; constant introduction of new technology; and shifts in financing. At the same time there has been a crisis in insurance coverage and access, a result in part of shrinking public programs for the poor and near poor. An increasingly competitive environment is eroding subsidies that used to help finance care for the uninsured.

A growing number of uninsured Americans is experiencing difficulty obtaining health care, which places a serious financial burden on medical institutions. California has the seventh highest rate of uninsured in the nation. If state rates hold for the region, there are approximately 2.7 million uninsured people in Southern California. The uninsured population is comprised primarily of the working poor (low-income workers, part-time workers), those working for small employers, and their children.

Care of the indigent and uninsured as mandated by state law is provided by counties. Los Angeles County operates six public hospitals, 42 health centers and five comprehensive medical centers.

As the "provider of last resort," public hospitals provided approximately 64 percent of the charity care in the County in 1986.

Spending by the County Health Services Administration is 23 percent of the county budget, and there are still severe staff and bed shortages. In the 1986-87 year, the County documented unmet health care needs in excess of \$200 million.

The costs of not providing primary care to an indigent and uninsured population is staggering. For every dollar of pre-natal care not spent, five dollars are expended later on post-partum and pediatric care made necessary by pre-natal neglect. Instead of a few hundred dollars of outpatient care for regular treatment of a diabetic, the public pays for several days of ICU care at \$1,000 per day and several days of inpatient care at \$700 per day.

Clearly, the major overarching health care issues are financing and quality of care, given limited resources. Who is to pay for a quality level of general health care? The Committee considered several alternative financing strategies for providing health care, but while we note the need for action, we make no specific recommendations.

AIDS. In addition to revolutionary changes within health care itself, social forces continue to transform the industry. New diseases like AIDS place new demands on the delivery system. A recently completed study for Los Angeles County reports 3,500-plus cases of AIDS. Projection of new cases vary widely: by 1991, 19,000 to 44,000 AIDS cases are predicted. Three thousand to 21,000 patients will be alive, seeking medical and other services.

Despite the efforts of the gay and lesbian community and the City of Los Angeles AIDS anti-discrimination ordinance, delivery of services to AIDS sufferers is inadequate. The number of AIDS patients with private insurance is shrinking and Medi-Cal does not cover the full cost of providing care.

In addition, provision of care for AIDS patients is decentralized: almost 200 public and private organizations provide AIDS education, prevention or direct services. Better coordination would enable more efficient use of limited resources. The Los Angeles 2000 Committee recognizes the importance of education and prevention and endorses the County study recommendations to: "develop a consortium empowered to manage the resources





available; provide counseling services from the time of diagnosis, using area clinics to provide the necessary geographical coverage; and provide hospital care on a centralized basis.”

The Homeless

Los Angeles is already one of the most expensive areas in the country in which to live, and as costs go up more and more people have to struggle harder to avoid slipping off the edge into poverty and sometimes homelessness. The median household income (adjusting for inflation) is expected to rise only slightly by the year 2000, and at the same time, it is predicted that Los Angeles will become a bimodal society with a widening gap between the highly skilled/highly paid and the low-skilled/low-paid.

The homeless problem has no geographic boundaries, and its causes are widely rooted in a variety of areas including the state of the economy, availability of affordable housing, the curtailment of a variety of human services, family instability, and social attitudes. Even the number of homeless is hard to assess at any given time.

The homeless population is by no means a homogeneous group. One particular concentration of the homeless (approximately 11,000-12,000) in east central Los Angeles has been shown to include: a relatively large group of transitional homeless individuals, that is, those that are down on their luck for some reason or another (75 percent of these are from minority groups); the chronically mentally ill; chronic alcoholics and drug abusers (this group overlaps with the mentally ill); a relatively small group of criminal predators, including drug dealers, fences, thieves, and prostitutes; and families with children, who are below the poverty line and cannot find a permanent place to live.

Clearly, the solutions to the problems of the homeless are complex and must address a wide variety of causes and effects. They will require vastly improved coordination of services, and must be pursued on the same regional level, just as area-wide planning and problem solving is required for clean water, air quality, housing and transportation.

Providing Human Services

As the need for health and social services continues to grow, the

federal government has withdrawn support, resulting in a cutback or elimination of services altogether. With shrinking resources, providers have been forced to seek ways to become more efficient. The private sector, foundations, and the United Way have taken up some of the slack as alternative funding mechanisms. However, more public resources will be required to meet the need. The state legislature must address the funding shortfall that city and county governments are experiencing.

Money from the federal government could go to the state which then funds local governments (counties or cities). In turn, the local governments provide the services, as Los Angeles County does with the health and welfare systems, the two largest human service programs in this region. Counties have the responsibility for administering these services. The federal government can also fund local governments directly. Private sector organizations are also major providers of social services. We must build on our existing capacities to provide a coordinated approach to area-wide planning for and implementation of human services.

Comprehensive Human Service System. There is presently no mechanism by which the fragmented and under-funded human services delivery system can assess either the needs of a changing population or even its own capacity to respond to those needs. Therefore, the Committee recommends the establishment of a Southern California Consortium of Human Service Providers. The Consortium would be responsible for coordinated community-wide problem solving on specific issues in order to better serve the needs of residents of the Los Angeles metropolitan area. The United Way is an appropriate vehicle to staff a consortium approach to identifying and addressing social issues. In order to accomplish its mission, the Consortium should take the following steps:

- 1 Develop a planning data base, possibly as a joint effort with the Southern California Association of Governments (SCAG). Such a base would allow the Consortium to monitor and forecast population growth and structural shifts of special populations of interest.
- 2 Identify needs, using computerized information recently collected by the United Way on its own service providers. This information, together with other demographic data would allow the

Consortium to determine how different population groups are being served as well as to identify unserved groups.

3 Identify and assess sources such as facilities and programs. The Consortium should encourage governments and the private sector to provide needed facilities from which to carry out programmatic activities.

4 Match services to facilities, while being sensitive to possible tensions between various service providers over the allocation of resources. The Consortium should develop a set of policies for resolving any conflicts growing out of such allocations.

5 Coordinate the delivery of services at the local level between the various components of the service delivery network, e.g. the County, municipalities, not-for-profit and private sector programs.

6 Define the success of programs by developing standards for accountability, enabling the Consortium to address the question: “are we making a difference?”

Key Recommendations:

1 The Mayor of the City of Los Angeles and the Los Angeles Unified School District should form a Class of the Year 2000 Commission to (a) develop appropriate and specific educational goals for each class level; (b) review educational strategies pursued both within the schools and through educational partnerships; (c) develop the necessary tools to track and assess educational progress; and (d) disseminate findings. Estimated cost: \$300,000 annually for 12 years.

2 The Los Angeles Unified School District and other school districts should improve educational quality at every level through promotion and retention of quality teachers only; better data collection and performance assessment; and by changing curricula to stress basic academic skills, critical thinking and problem solving skills. Estimated cost: reallocation of existing resources with minimal financial impact.

3 The Los Angeles Unified School District and other school districts should escalate the recruitment, training, advancement and retention of minority teachers. Estimated cost: minimal financial impact.

4 The business community should expand its important partnerships with the schools in programs such as Genesis, Focus on Youth, First Break, the proposed After School and Child Care Program, D.A.R.E., S.A.N.E., etc. Estimated cost: sustained levels of private support of approximately \$2 million annually. The private sector would carry the entrepreneurial risk of establishing the pilot programs, which, when proven effective, would be supported by public funds.

5 Increase funding for existing literacy programs so that these programs can serve all learners who seek services. Estimated additional cost: \$73 million over 11 years from federal, state and local governments; private sector; non-profit organizations.

6 Launch a campaign to recruit hard-to-reach functionally illiterate learners and enlist new support groups and individuals. Estimated cost of additional L.A. County aggregate funding: \$2.2 million over 11 years from federal, state and local governments; private sector; non-profit organizations.

7 Establish community drop-in learning centers where families can learn together. Estimated cost of additional aggregate funding: \$18.7 million over 11 years.

8 Establish an area-wide service organization for the community of literacy providers to provide planning, coordination, communication and shared training. Estimated cost: \$17 million over 11 years.

9 Establish a Southern California Consortium of Human Service Providers to coordinate community-wide problem solving on specific issues: dependent care; health care; and homeless, in order to better serve the needs of residents of the metropolitan area. Estimated cost: \$3.5 million including funding from Los Angeles County, the City of Los Angeles, United Way and the private sector.



ENRICHING DIVERSITY



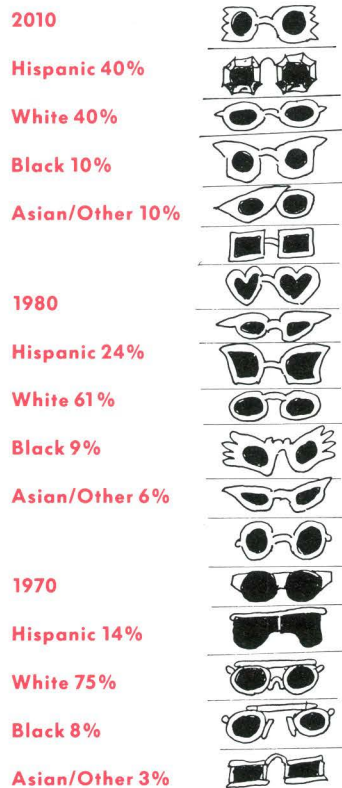
Think of Los Angeles as a mosaic, with every color distinct, vibrant and essential to the whole.

Native American, Mexican, African-American, Japanese, Israeli, Chinese, Tongan, Indian, German, Irish, Armenian, Ethiopian, Swedish, Korean, Samoan, Guatemalan, Russian, Arab, Persian, French, Cuban, Italian, Fiji, Australian, Honduran, Scottish, Hungarian, Danish, Malaysian, Filipino, English, Turkish are only a few of the more than one hundred cultural and ethnic backgrounds that exist together in Los Angeles. Each of these groups makes its own special contribution to the rich mix that is creating a new heritage for the metropolitan area.

Each brings its own ethos, arts, ideas and skills to a community that welcomes and encourages diversity and grows stronger by taking the best from it. They respect each other as mutual partners.

Los Angeles supports these diverse groups, giving them an equal economic opportunity and a chance to lead secure, fulfilling lives.

Southern California in 2010



Like all large cities, Los Angeles is a place where people of many races and cultures come together. But the City of Angels has attracted them in an astonishingly rich and disparate variety. New York City, which was host for the great immigration of European populations at the turn of the last century, drew people who shared important cultural traditions, even if they did not always share a common language. Thus, there was a core that could be assimilated in the melting pot.

But, as the turn of the next century approaches, the mosaic is a more appropriate metaphor for Los Angeles than the melting pot. Here, as the recent decade of rapid demographic change has demonstrated, the current processes of acculturation are far different. Immigrants bring with them profoundly dissimilar languages, religions, folkways and arts, and a deeply ingrained pride in maintaining their cultural identity.

Immigration has occurred in waves at various moments in Los Angeles' history. The population of the City grew at a phenomenal rate from less than 600,000 in 1920 to more than 1.2 million in 1930, and between 1970 and 1980, the number of people living in the region increased by 15.3 percent

As projected population changes occur between now and the year 2000, this rich cultural mix will define a new kind of city. Predictions are for immigration to decline, with most of the growth occurring because of natural increases within the resident population of the region. Hispanics have experienced the largest rate of population growth of any ethnic minority group in the region. In 1970, Hispanics comprised 14 percent of the region's population, while non-Hispanic whites made up approximately 75 percent. Today, Hispanics are approximately 28 percent of the population, while non-Hispanic whites represent slightly more than 50 percent, and by the year 2010, these two groups will be virtually even at 40 percent each.

The Black population has grown from 8 percent of the total population in 1970 to nearly 10 percent today, and is not expected to surpass this percentage in the near future. Asians are projected to grow rapidly to reach about nine percent of the total population in 2010. Thus, in the 21st century, the majority of the region's population will be comprised of a wide variety of ethnic groups. The

Committee sees this cultural diversity as holding a great opportunity for increased human understanding. But it also carries the very real risk of greater friction and divisiveness among peoples. Thus, we can plan together to build a community where inhabitants are enriched by their proximity to many cultures, or we can by neglect let it be a divided and unproductive society.

Unless we focus our attention and actions, we risk increased racial isolation; destabilization of the relative racial harmony that we have enjoyed; divisive political conflicts; escalating crime and, ultimately, shrinking economic opportunity. With appropriate action, we can achieve economic opportunity for all and a cultural diversity that enriches everyone who lives in Los Angeles.

The Committee believes that this diversity will be a positive force if we meet three conditions: (a) **mutual respect**—the ability to treat with fairness individuals who belong to different racial, cultural, and/or religious groups; (b) **equality**—the same opportunity for all individuals and groups to have access to social, economic and political resources in pursuit of their daily lives (equality and equity are inextricably intertwined); and, (c) **partnership**—the chance for people from different racial, cultural and/or religious backgrounds to work together as peers, exchanging ideas, beliefs and resources in order to achieve community goals.

J O B S

The Los Angeles metropolitan area is the state's healthiest and wealthiest economy. Many consider it the strongest economic force in the nation, successfully integrating high-tech manufacturing and strong service-sector growth in finance, tourism, telecommunications and health care. But the massive economic growth that has occurred during the past quarter century has benefitted some communities more than others, creating new social dilemmas.

The simplistic notion that all boats rise with the tide is not true in Los Angeles and other urban areas in the State. The gap between certain low- and high-income populations is increasingly wider. These economies are experiencing segregated development, that is, a form of economic development that creates employment

structures separating minorities into certain sectors of the economy (low-skill/low-pay) and that concentrates minorities in occupational (lowest level) groups in the fast-growing sectors.

While economic growth is increasing the number of jobs in Los Angeles and other California urban areas, it is not altering the economic outcomes for many of its citizens. Even affirmative action and anti-discrimination legislation combined with conscientious employer practices have failed to change these outcomes because the fastest growing sectors of the economy, services and high technology, have a bimodal (high-skill/high-wage—low-skill/low-wage) work force. Minorities are primarily found in the lowest paying and most technologically vulnerable jobs. In transportation, electronics and finance, Blacks and Hispanics tend to occupy the blue-collar jobs. They are also clustered in the slow-growing technology areas such as transportation equipment (aircraft) and machinery manufacturing. Hispanics are over-represented in the apparel industry, which relies heavily on unskilled labor.

As the state's metropolitan areas increase their edge in high technology, labor markets are becoming increasingly segmented and segregated. As a result, because they are at the lower end of the work force, Blacks and Hispanics are more vulnerable to losing their jobs due to plant closings, shifting technology and environmental regulations which may drive some existing industries and businesses from the region.

It is true that Blacks and Hispanics are moving out of the technical/craft occupations into lower-paying sales and clerical jobs, and they are showing some gains in the professional groups. However, these are not relative gains; they only reflect the increasing number of jobs and people. In fact, overall minority occupational distribution has not changed over the past fifteen years. There is an ethnic division of labor in urban areas throughout California, including Los Angeles.

This ethnic division of labor has resulted from the confluence of three economic trends. First, there is a sectoral division of labor. Minorities are concentrated in sectors of the economy that are growing slowly or declining and moving out of the country. Second, there is an occupational division of labor across sectors and within them. Minorities are most highly concentrated in the tech-

nical areas with Asians beginning to move into professional positions in electronics and banking. Third, there is a spatial division of labor. Some new jobs are being created in predominantly white metropolitan suburbs and in suburban areas with small minority populations. That is, when there are jobs for which minorities are qualified, they cannot easily reach them and the cost of transportation plus the strain of long commutes for relatively low wages and poor promotional prospects make this an unattractive option.

The Committee notes the need to improve the schools in order to provide every child with a quality education and to ensure that more children in every neighborhood complete high school. (See *Individual Fulfillment* chapter.) In addition, the Committee recommends four measures to help level the economic playing field for the minority work force and provide opportunities for upward mobility:

1 Effectively Utilize and Energize Existing Mechanisms for Economic Development within Job-Poor Neighborhoods.

The Los Angeles Area Chamber of Commerce should take the lead in coordinating other local chambers and business organizations to promote job creation in areas where jobs are needed.

Economic Development Councils and the Private Industry Councils of the counties and the cities should have primary responsibility for assessing the human resources in the metropolitan area. These groups should generate information on actual skills and educational levels of the labor force in order to better meet the needs of potential employers and match job attraction programs to fit the needs of the local population.

2 Attract New Employment Opportunities to Undercapitalized Neighborhoods.

Enterprise zones and other devices should be used to help create livable communities in deteriorating neighborhoods. In Watts, for example, a redevelopment area has been designated and multiple government agencies are cooperating in an effort to attract capital to the area.

In addition, the Committee recommends that surplus lands from the Century Freeway should be used to generate new employ-





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ment in the entire 12 mile southern corridor of Los Angeles. These parcels should be provided at a reduced cost to employers committed to creating long-term job opportunities to local residents. Not-for-profit economic development corporations, working with appropriate local agencies and the employers, could provide the necessary administrative mechanism.

Design a Teacher/Business Internship and Science Volunteer program to enhance the quality of human resources coming from predominately minority communities.

The Committee believes that teachers are the key to enhancing the human-resource pool. Technologically oriented firms should offer summer fellowships to improve the knowledge of high school and junior high school teachers. The small pilot program already sponsored by the Los Angeles Educational Partnership should be expanded.

Businesses could also require technology staff members to spend a portion of each week in a school in order to provide the students with career models beyond those apparent on the street.

Introduce an apprenticeship program for Los Angeles high schools.

In Europe, apprenticeships have proved to be valuable in shaping a sense of civic responsibility and developing job readiness. Los Angeles should become the first metropolitan area in the nation to introduce this approach as a component of high school education for all students. Apprenticeships will guide more minorities into the sectors where they are not currently well-represented, and they will increase the pool of minority persons available to compete for professional and managerial jobs.

THE ARTS

The Committee recognizes that the arts have the ability to communicate across language and cultural barriers. Art reaches that which is fundamental in human nature, and its images and sounds speak to, move and touch people from all backgrounds and cultures. Moreover, the arts have the power to enrich the diversity of

Los Angeles by fostering mutual respect through access to and understanding of different cultures. Arts institutions are traditionally important social and economic centers within a community. These institutions offer people from different cultural backgrounds a chance to work together as peers to achieve a common goal.

During the last two decades Los Angeles has experienced unprecedented growth in its arts community. The beginning of Los Angeles' cultural rebirth can be dated to the opening of the Los Angeles County Museum of Art in 1963 and the Music Center in 1964. These buildings gave physical expression to an artistic renaissance that was already taking place on our college and university campuses, for example, at UCLA where the Theatre Group was doing remarkable productions and the Franklin D. Murphy Sculpture Garden was taking shape.

The aspirations of all these institutions and the quality of work achieved by the Music Center's resident companies, the Los Angeles Philharmonic, the Center Theatre Group, the Master Chorale, and most recently, the Joffrey Ballet and the Music Center Opera Company, have set the standards of excellence.

Since 1963, Los Angeles has been witness to a cultural blooming which has been just source for civic pride and has supported the City's claims as a major cultural capital. In the past five years alone, the City has enjoyed the Olympic Arts Festival, the Los Angeles International Arts Festival, the opening of the Japanese American Cultural and Community Center and the Los Angeles Theatre Center, the introduction of the Music Center Opera, and new museum buildings, including the Japanese Pavilion, at the Los Angeles County Museum of Art and the Museum of Contemporary Art. With the Dance Gallery, the Getty Center, and the Walt Disney Concert Hall all due for opening in the 1990s, the City is certain to achieve greater national and international prominence.

However, most arts organizations in the region, including the large, mid-sized and small specialized organizations, program art predominately in the Western European cultural tradition and market to a limited, pre-selecting audience. Nevertheless, the success of the Japanese American Cultural and Community Center, and productions like *Zoot Suit* and more recently *The Colored*

Museum at the Mark Taper Forum, demonstrate that if arts organizations meet the needs of our diverse population, they will attract that population.

As we look to the future, Los Angeles faces a dual challenge: to continue to support the achievements we have made in the arts and to expand our vision by giving prominence to the multi-cultural contributions of the many ethnically diverse people who have made Los Angeles their home.

Los Angeles is a city characterized by a rich mix of cultures and traditions, in which we all take pride. And yet, we have fallen short in nurturing and supporting the “other/multi-cultural” arts organizations, i.e. those institutions that either preserve and advance diverse cultural and artistic traditions and expressions or preserve the cultural traditions of a single ethnicity. Taking the non-profit arts industry as a whole, less than 12 percent of all arts organizations in Los Angeles County are other/multi-cultural providers. These institutions are found to operate with annual budgets of between \$50,000 and \$500,000, as compared to the single exhibition budget of \$750,000 for the David Hockney retrospective at the Los Angeles County Museum of Art.

At this time, there are only three other/multi-cultural providers that operate with a budget in excess of \$1 million, the threshold budget for designation as a prominent arts organization. Although we are asking our other/multi-cultural providers to foster and preserve the distinct cultural traditions of an ever-growing proportion of our regional population, we are not providing the financial, governmental or social resources to do so. Further, it is troubling to observe that the aggregate audiences for the arts in Los Angeles do not reflect the demographic makeup of the region.

It should be noted that although many in the arts community contest the findings of the audience survey done by the Los Angeles Chamber of Commerce in 1985, which concluded that 95 percent of the aggregate audience for the arts was non-Hispanic white, the substance of the interpretation is not disputed: the arts institutions and the arts audiences are predominately non-Hispanic white. In summary, there is a mismatch of programming and allocation of resources to the demographic reality of Los Angeles.

Recognizing this imbalance and the important role that the arts

can play in building bridges between peoples, the Committee recommends that the City, in cooperation with arts organizations and funders, develop new policy guidelines to ensure that:

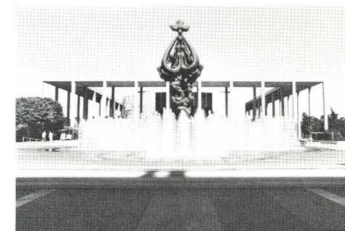
- the amount of other/multi-cultural services is increased and that the institutions that provide these services are strengthened through additional economic, governmental and social support.
- composition of the audience for the arts more closely reflect the demographic reality of Los Angeles.
- the audiences for the arts are encouraged to explore the richness and diversity of Los Angeles’ cultural heritage.

In order to increase the amount of multi-cultural services, the Committee recommends that:

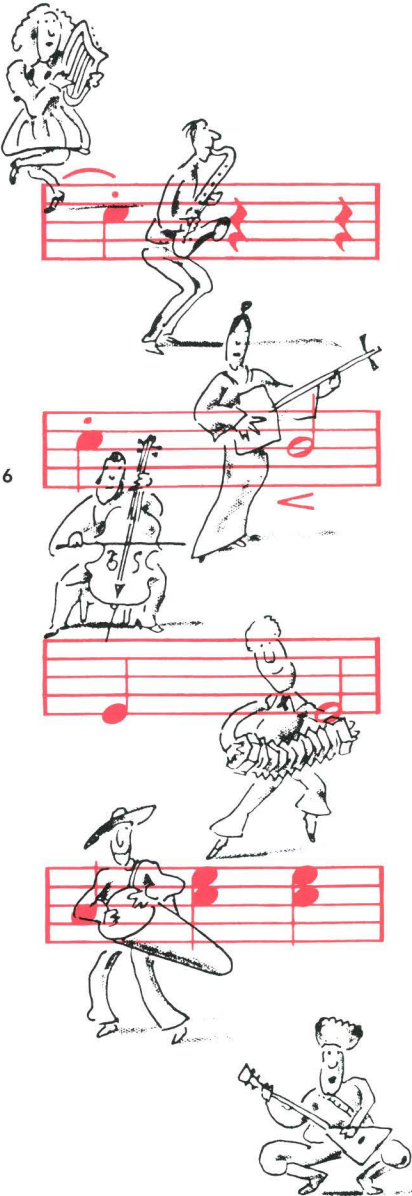
1 The importance of building on the foundation of arts activities which already exist be recognized. Our prominent arts organizations have a strong commitment to serving the needs of the community and maintaining high artistic standards. These institutions face the same economic reality shared by all non-profit arts organizations: insufficient funds to realize their artistic and community aspirations. The Committee affirms the need to continue to support these institutions.

While the Committee recognizes the challenge they face in maintaining a multi-cultural perspective in the development of programming and marketing, it notes the need for these institutions to broaden their leadership by bringing onto their boards artistic and administrative staff people of diverse backgrounds to better face this challenge.

2 Increased support be provided to enable the institutional advancement of existing other/multi-cultural arts organizations. The support will be varied in both its source and its form: additional programmatic, administrative, and capital funds from all levels of government and the private/philanthropic sector; technical assistance in general management, marketing, financial planning, and organizational development; board development drawing upon individuals of the wider community who have social, political and economic power; the professionalization of the existing staff; the cooperative use of the performance and exhibition facilities on our college campuses; and, the capitaliza-



*cultural diversity holds
great opportunity*



tion of renovated and new facilities as appropriate to the growth and development of these organizations.

We must continually cultivate future audiences for art. Early experience with the arts is essential in the development of children and in the development of future arts audiences, and yet most students graduate from high school with only the most perfunctory exposure to art. The Committee notes, however, the progressive and positive steps that the County has taken in establishing the Los Angeles County High School for the Arts. It has not only succeeded artistically and academically, but it has also become broadly representative of Los Angeles' ethnic diversity.

Arts education in the schools in the post-Proposition 13 era is severely limited despite LAUSD's efforts to maintain arts education objectives in a period of budgetary constraint. The LAUSD has only three arts specialists who supervise all arts activities throughout the system. Elementary school teachers are primarily responsible for art in the classroom whether or not they have training, and the state requires only one year of visual or performing arts study for graduation.

With the loss of Federal Title I funds, field trips of all kinds have been sharply restricted. Many arts organizations have taken responsibility for providing arts education as part of their community outreach activities. The Music Center Education Division provides arts experiences to 740,000 students a year. There are many other arts outreach and education programs, including the Los Angeles Philharmonic's Symphonies for Youth, the arts education program pioneered by the Museum of Contemporary Art, the innovative Great Wall Project sponsored by the Social and Public Art Resource Center, the educational programs provided for all ages at the Los Angeles County Museum of Art, and the special arts classes at the City's Junior Arts Center. The Committee recommends that:

1 These and all similar educational and outreach programs provided by arts organizations be encouraged and supported. The Committee observes that many other/multi-cultural arts organizations lack the funds to do similar kinds of programming. A more balanced program in exposing children to the City's cultural resources would be enhanced by the provision of additional funds

to multi-cultural providers for this purpose.

2 A program be developed which subsidizes student tickets and transportation to a wide variety of Los Angeles' ongoing cultural events. Despite our current efforts to provide arts education and outreach programs, many Los Angeles school children will never visit a museum, sit in a theatre or attend a concert by the time they are 18. Resource limitations mean that only a small percentage of students are reached in any given year, and most of these programs are brought to the schools. Arts programs in the schools or other non-designated performance spaces are qualitatively different than those that take place in a museum, gallery or theatre.

3 The Los Angeles schools reallocate their resources to strengthen their arts programs by: including arts education more centrally in curriculum development; ensuring that the curriculum which is developed is reflective of the multi-cultural background of the students; hiring and training more teachers and arts specialists with specific expertise in the arts; and, targeting elementary school students for enriched arts experiences.

The metaphor of arts as a cultural bridge implies that people are not only served at both ends of a bridge but that they also cross over the bridge to enjoy new experiences. The Committee believes that we are all diminished by a lack of exposure to the wealth of arts the region holds. Many have enjoyed a performance at the Japanese American Cultural and Community Center or Plaza de la Raza without ever venturing to the Music Center, or have been thrilled by an exhibition of emergent Los Angeles artists at the Los Angeles County Museum, but have never been to the Social and Public Art Resource Center. To ensure that the bridges are not only built but crossed the Committee recommends the:

1 Creation of a designated resource base to fund proposals for joint ventures among different organizations serving diverse cultural communities and audiences. The proposal would share a joint artistic vision, but each organization would be funded individually according to clearly defined, pre-negotiated responsibilities and the program would occur at both institutions;

2 City-wide coordination and marketing of informal ethnic activities, including festivals, street fairs and seasonal celebrations.

These programs can only be accomplished if additional resources are made available through the expansion of the community of givers and philanthropists. The Committee recommends that:

- 1 The findings of the Los Angeles Task Force on the Arts be endorsed and that their key recommendation on the establishment of the Los Angeles Endowment for the Arts be implemented;
- 2 The members of the existing funding community expand their current giving policies in light of the changing nature of Los Angeles;
- 3 The community of arts patrons and philanthropists be expanded. Historically, other/multi-cultural providers only had limited support from the community which they were designed to serve, and this must change. It is unrealistic to expect widespread support for an activity which does not have broad backing, both financial and political, within its own community.

Implementation of these policy recommendations, which will enable us to make substantial progress toward the goal of enriching diversity, would entail an increased investment in the arts of 20 percent.

Key Recommendations:

- 1 **Effectively utilize and energize existing mechanisms for economic development within job-poor neighborhoods. Economic Development Councils and Private Industry Councils of the counties and the cities should have primary responsibility for assessing human resources in the metropolitan area. The Los Angeles Chamber of Commerce should take the lead in coordinating other local chambers and business organizations to promote job creation in the areas where needed. Estimated cost: \$1 million from federal, state, city, county and the private sector.**
- 2 **Attract new employment opportunities to undercapitalized neighborhoods, including utilization of surplus land along the Century Freeway. Estimated cost: \$500,000 from the state and private sector.**
- 3 **Design a Teacher/Business Internship and Science Volunteer Program to develop human potential in predominantly minority communities. Estimated cost: \$1.5 million from state and private funds.**
- 4 **Introduce an apprenticeship program for Los Angeles and other high schools.**
- 5 **Maintain and continue to support the existing arts community. Estimated current annual programmatic funding to the arts: \$5.5 million from government sources at all levels (not including the substantial support of city and county agencies for the arts provided for capital investment and indirect subsidies); \$43 million from the private/philanthropic sector. (These figures do not include \$100 million which has already been secured for currently planned new facilities.)**
- 6 **Fund the institutional advancement of at least five other/multi-cultural providers. Estimated cost in additional annual operating expenses: \$3.5 million to be covered from earned and new unearned sources of revenue. Estimated capitalization of facilities to accommodate organizational growth: \$20 to \$40 million.**
- 7 **Fund additional arts education programs provided by other/multi-cultural providers as well as a subsidized student ticket and transportation program to provide access to on-going arts activities. Estimated cost of additional annual funding: \$2 million.**
- 8 **Reallocate existing resources within the Los Angeles Unified School District and other school districts in the region to give more prominence to the arts as part of the formal curriculum for every student. Minimal financial impact.**
- 9 **Create an endowment to fund proposals for joint ventures among different organizations serving diverse cultural communities and audiences. Estimated additional funding: \$5 million.**
- 10 **Stage, coordinate and market informal ethnic activities, including festivals, street fairs and seasonal celebrations. Estimated additional funding: \$1 million per year.**



A C R O S S R O A D S C I T Y



Just as New York, London and Paris stood as symbols of past centuries, Los Angeles will be THE city of the 21st century.

The potential for Los Angeles as a prosperous international center for communications, trade, investment and culture is immense. It will be a leading hub of world trade, especially as the United States gateway to the Pacific Rim nations, where the combined economies are expanding at the rate of \$3 billion a week toward a projected 27 percent share of the world's gross product before the end of the century.

Los Angeles can be a leading financial center and a communications axis where major business enterprises from all over the world will want to have a headquarters, a branch office or a manufacturing facility.

Los Angeles can continue to be a magnet that attracts people from every nation as a place of opportunity as well as a pace-setter that shapes cultures worldwide through its leadership in science, technology and education as well as in the arts and entertainment industry.

However, Los Angeles can only be a great crossroads city if we have livable communities, opportunities for all citizens, an efficient infrastructure and a clean and healthy environment.



Jobs supported
by foreign trade

1988
1 in 10

1995
1 in 6



As the demographic and economic center of gravity shifts from the Atlantic to the Pacific, domestic and international market forces along with developments in modern communications will inevitably continue to fuel the future growth of the metropolitan area. Whether or not Los Angeles fulfills its great promise as an international crossroads city will depend on what decisions we make now and what actions we will take as a result of them.

The Los Angeles metropolitan area was built on a series of extraordinary strategic decisions. These led to the construction of the infrastructure that serves the City and the region—the vast water supply system with its aqueducts, the 700-mile freeway network, Los Angeles International Airport (LAX), the Long Beach and Los Angeles Harbor seaports. These prodigious commitments opened up the area to the market forces that shaped the City as it is today and cut the pattern for tomorrow.

Today, the economy of Los Angeles is strong and broadly based. In terms of goods produced and employment, its manufacturing sector not only is the largest in the United States, but it is also predicted to grow over the next two decades. Absolute retail sales in the Los Angeles metropolitan area today exceed those of the New York metropolitan area.

In 1987, the Southern California area produced \$290 billion worth of goods and services. Ranked with the gross national products of countries, this output places Southern California eleventh among nations of the world—ahead of India, Switzerland and Australia, for example. It is the second largest customs district in the United States. The economy of the Los Angeles metropolitan area is the healthiest and wealthiest as well as one of the fastest growing in the State of California.

Although downtown Los Angeles is the largest urban-village core, only 4 percent of the jobs are located there; the rest are spread over the five counties in the region. Moreover, Los Angeles is an area of small businesses, with 95 percent of its firms having fewer than 50 employees. Its workforce must be both adaptable and mobile, attuned to the cycles of an economy dominated by entrepreneurs.

The largest and fastest growing sector of the economy is in business professional/financial services, including banking, insurance

and real estate. Manufacturing is also a major and growing segment, a source of 20 percent of local jobs. Although manufacturing in the United States is predicted to decline in the next two decades, it is expected to remain strong in the Los Angeles metropolitan area.

There are three reasons for the area's strong economic base: First, Los Angeles is the largest aerospace center in the world, with more high-tech industries, scientists, engineers, mathematicians and technicians than any other place in the United States; Second, Los Angeles has many craft industries—for example, motion pictures, fashion, and automotive design; Third, industries that rely on an abundant supply of entry level workers find the Los Angeles labor force attractive.

In addition, the area's strong economic base is sustained by a premier system of higher education comprised of excellent independent colleges and universities, the University of California, California State University and College campuses, and community colleges. Strong research programs at area universities help to sustain Southern California's high tech edge. At the same time, many area colleges and universities offer courses and programs that incorporate Los Angeles' diverse culture and intellectual traditions, thereby shaping our perceptions of ourselves as an international crossroads city.

Because the scope and diversity of our higher education system is not widely recognized, the Committee recommends preparation of an inventory of the educational resources of Southern California, including research capacity, degrees and courses offered.

These factors—the infrastructure and the vigorous economy—have combined with the City's geographical location to make Los Angeles a truly international city, almost without our being aware of it. Whether we talk about the movement of people, ideas, capital or commerce, Los Angeles is a place where East meets West and North meets South.

Because of its climate and its promise of economic opportunity, Los Angeles is a city of immigrants and diverse lifestyles. Whether they come from other states or from foreign countries, the result has been a rich mixture of peoples and cultures with concentrations of Hispanics, Blacks, Asians, and others among peo-



LOS ANGELES 2000
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people of European stock, who were once immigrants themselves. Los Angeles school children bring more than 80 different languages to our classrooms. This influx of peoples has not only changed the face of the City today, but it has planted the seeds for unprecedented demographic, social and cultural changes in the 21st century.

The economy of the area has a solid base in international commerce: Southern California's share of U.S. trade has more than doubled since 1967. Today, it is estimated that one in ten jobs in the metropolitan area is supported, directly or indirectly, by foreign trade, and that by 1995 the number will be one in six jobs. Regional trade volume totals more than \$77 billion a year.

The Los Angeles and Long Beach ports and LAX and Ontario airports together handle approximately 60 percent of the traffic between the United States and the Pacific Rim Countries. More than 50 percent of the region's exports go to these nations, and more than 75 percent of our imports originate there.

As a clearing house for goods and as a major financial center, Los Angeles forms an important connection between foreign nations and the great economic centers of the United States. It is also a significant exporter of high-technology products from its own manufacturers and an important market in its own right. Thus, it is ever more closely linked to other countries, and decisions made in Tokyo or Seoul or Bonn or Mexico City directly affect Los Angeles, just as decisions made in Los Angeles have a direct influence abroad.

However, the great infrastructure of Los Angeles is on the verge of being overwhelmed by rises in population and business. Ground traffic threatens to strangle the seaports and airports as well as some major business activity centers. The ratio of drivers to the total population is on the increase; between now and the year 2000, we can expect a 25 percent increase in population, which, given current trends, would result in a 32 percent increase in licensed drivers along with a 41 percent increase in vehicle miles of travel.

At the same time, the public transportation system is already overextended. RTD buses carry 1.5 million riders daily—the largest bus operation in the U.S.—and there is already a serious

lack of transit capacity. Unfortunately, no matter what action we take now to build an adequate transportation system, even beyond current plans, it will still take at least two decades to catch up to the needs of a growing Los Angeles. More than that, we must build a transportation system that will meet the challenge of the social and economic changes that are occurring.

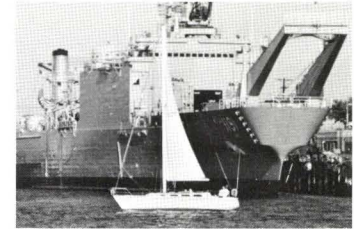
The penalties for not renewing our infrastructure will be high in lost businesses, jobs and livability. Foreign tourists will be reluctant to come to an overcrowded, smoggy and crime-ridden city. National and international companies will choose to locate in other places if Los Angeles is perceived as indifferent to business, a complacent place unable to manage its own affairs with overcrowded and outdated facilities, inadequate housing and transportation for its managers and workers, and schools that provide a second-rate education.

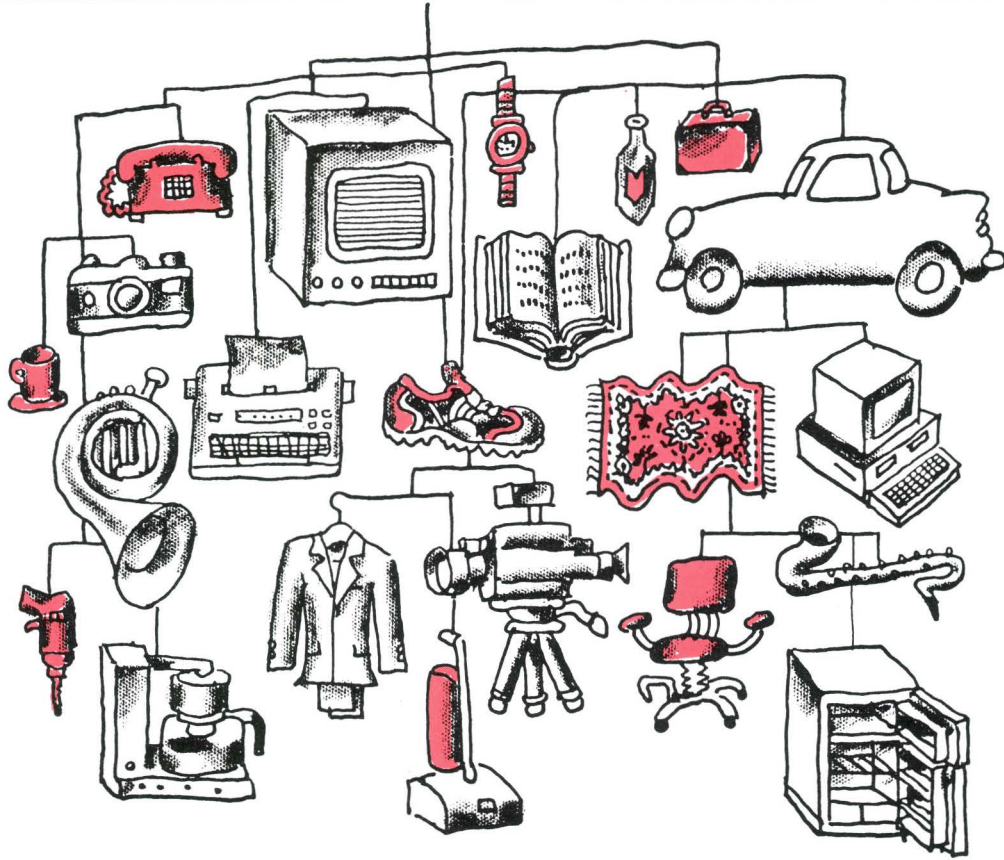
Clearly, potential is not the same as destiny. The fulfillment of the city's destiny, the Committee believes, will require certain strategic decisions. These strategic decisions are discussed in this and succeeding sections of the report. But we must decide today to manage growth and change if Los Angeles is to live up to its bright promise of becoming THE city of the 21st century.

PORT FACILITIES

U.S. trade with Pacific Rim countries is presently about 30 percent higher than it is with Atlantic Basin countries. Asian trade alone is 50 percent higher than trade with Europe and it is growing at a healthy pace. The importance of port facilities to the future of Los Angeles cannot be overemphasized.

The Los Angeles and Long Beach seaports make a significant contribution to the economy of the area. The ports are among the most competitive in the United States; they also fund their own operations. Compared with other ports, Los Angeles/Long Beach enjoys several advantages. They serve the rapidly growing markets in the Southeastern and Southwestern United States. But they also serve directly the largest and most important west coast market—Southern California itself. Thus, the number of times shippers have to transfer cargo is 40 percent less here than at our nearest





*an increase of \$1 billion
in US imports and exports*

means 4-5 thousand new jobs in california



competitor in volume, Seattle-Tacoma. Also, the ports, docks and cranes as well as the rail networks connecting to the ports are well-equipped to accommodate containerized cargo, the most rapidly growing segment of waterborne traffic today.

The international air cargo trade is an extremely important factor in the economy of Southern California; in fact, LAX and Ontario airports together are the leading receivers of freight tonnage in the nation.

The annual growth for cargo at LAX, which handles the bulk of the international traffic, has averaged 6.9 percent since 1982. Total volume reached one million tons in 1987, nearly half of which was international cargo. The dollar value of this cargo amounted to more than 50 percent of the total value of airborne-waterborne exports.

Passenger traffic at LAX has expanded at a robust 6.7 percent annual rate over the past five years. In 1987 LAX served 44.8 million annual passengers. Approximately 15 percent of the arrivals and departures at LAX are international. Ontario handles approximately one-tenth the volume of LAX; however, its passenger total has leaped even more dramatically. Its volume of air cargo is the fastest growing in the area.

As the Los Angeles metropolitan area continues to grow, its airports will become even more important. Given the population increase projected for Los Angeles and the metropolitan area over the next two decades, trade-related jobs will provide new employment. Projections indicate that 2.1-million new jobs will be added between 1984 and the year 2000, and, of these, 583,000 should be supported by international trade.

However, if surface transportation systems fail to grow, we could reach traffic capacity as early as 1995. Rail and truck gridlock would cause shippers to seek other ports. While there is some hope that pollution and noise may be somewhat reduced in the vicinity of airports, the ground traffic is predicted to increase. At the present time the airports are not coordinated effectively to ease the growing load by redistributing the traffic.

If Los Angeles is to gain and hold leadership in international trade, we must implement the plan now to upgrade the ports and their vital surface transportation links. Otherwise, we will pay a

high price in lost revenues and jobs. The projects needed will take decades and billions of dollars to complete. We must decide promptly to take several actions if we are to ensure that Los Angeles has the facilities to meet the demands of the 21st century.

The Seaports

The Committee believes that we should give all public support possible to assist the Ports of Los Angeles and Long Beach in putting their 2020 Plan into action, including help in securing federal funds as needed.

The 2020 Plan is a 30-year, \$4.8-billion project to increase the capacity of the ports to handle containers by 250 percent. It calls for dredging deeper channels, creating landfill for new port facilities and building new terminals. The 2020 Plan will be financed by a combination of federal government funding, accumulated port revenues, revenue bonds and fees paid by companies using the ports.

The Committee also urges public support for the Alameda Corridor Rail Consolidation Project, already underway, which will consolidate the operations of the Southern Pacific, Union Pacific and Santa Fe railroads onto one upgraded rail line and terminal complex. This will increase the number of daily unit trains (unit = 80-100 cars) from the present level of 30 to about 70 by the year 2020. Current plans call for the creation of a new entity, a Joint Powers Authority. This Authority, shared by the ports, will buy the right-of-way from the railroads, perform the work, and own the project.

These improvements of the infrastructure are very large-scale projects, and their impact on surrounding neighborhoods can be significant, particularly in the long term. The Committee urges that the ports and the various project authorities cooperate with appropriate governmental agencies and the local communities in refining and implementing these plans in a manner which fairly reflects the interests of all parties.

The Airports

The Los Angeles Department of Airports now operates LAX, Ontario, Van Nuys and Palmdale, while Burbank, Long Beach,

and Orange County are each operated as separate entities. This means that there is little coordination between the major airports now serving the metropolitan area.

The Committee believes that we must manage growth by using the existing airports effectively as a system. This approach would provide for distributing cargo traffic loads on an equitable and efficient basis and selectively expanding the system where necessary.

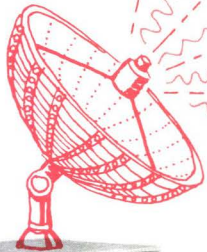
To do this, the Committee recommends that the newly formed Southern California Regional Airport Authority be empowered, either by local jurisdictions or by an act of the state legislature, with the responsibility to coordinate the actions of the current airports in the five-county region, as well as the mandate to site, build and manage new ones when needed. Airport siting must be consistent with the overall Growth Management Plan. These plans would include the expansion of Ontario International Airport to handle more passengers and cargo and the development of new facilities at Palmdale, possibly for joint use with Edwards Air Force Base. The Committee also urges the acquisition of new sites for commercial airports in Orange County and in Ventura County to serve those growing manufacturing, commercial and residential areas.

An important adjunct to a new international air terminal at Palmdale could be a foreign trade zone, such as the one existing at Ontario. This is a place where shippers or customers can store foreign goods without having to pay duty until the goods are actually transferred into domestic commerce. A foreign trade zone can help a business improve cash flow by gaining time to store, assemble and test goods for the U.S. market while postponing the payment of duty. An effective trade zone could be a magnet for new jobs and housing.

Eventually, the expansion of existing airports and the building of new ones, accompanied by the balancing of traffic loads as recommended above, will ease the load on LAX. However, these projects will take years to complete and will cost billions of dollars. In the meantime, we must continue to provide for the growth of traffic at LAX by upgrading airport facilities and access roads, managing highway and surface street demand and completing the



*los angeles is ever more closely linked
to other countries*



Century Freeway with its light-rail system.

In the longer run, the Committee urges planning for rail transportation to Palmdale and Ontario. To help reduce air traffic congestion due to the high volume of feeder short-haul flights to and from the metropolitan area, the Committee recommends commuter rail lines along existing tracks to San Diego and Santa Barbara as well as exploration of the possibility of high-speed rail routes to San Francisco and to Phoenix/Tucson.

A CITY OF OPPORTUNITY

The Committee believes that the City must take the lead in actively promoting a positive business climate that will attract domestic companies as well as foreign companies looking for a U.S. location. More than that, if Los Angeles is to compete successfully with other cities, it must do more to seek out new businesses, helping them find the right site and guiding them through the sometimes complex process of meeting the requirements of local jurisdictions.

We must be prepared to support this effort with sufficient resources and investment, which the Committee expects will be returned to the area many-fold through increased revenues and jobs. For example, an increase of \$1 billion in U.S. import and exports means 4,000-5,000 new jobs in California; an increase in real personal income in the State by approximately \$100 million; and an addition of about \$100 million to California's taxable sales.

However, experience has shown that where state and local governments shoulder the financial burden of promoting new business through public agencies, the effort tends to become self-limiting. The Committee believes that industries which profit from tourism and trade should pay their share in promoting more tourism and trade.

A public agency can fill a valuable role as a coordinator of trade-promotion policies. To that end, the Committee urges strengthening the city's Office of Economic Development to better carry out the following functions: determining through research what is effective in attracting foreign and domestic companies to Los Angeles; surveying foreign companies to see how they perceive the problems and advantages of Los Angeles; and helping to ease the moves of newcomer companies to the City. The office should coordinate and cooperate with activities of the county, state, private business organizations, and industry. It should begin a dialogue with all parties having a direct interest in trade promotion—for or against.

Striving to Become

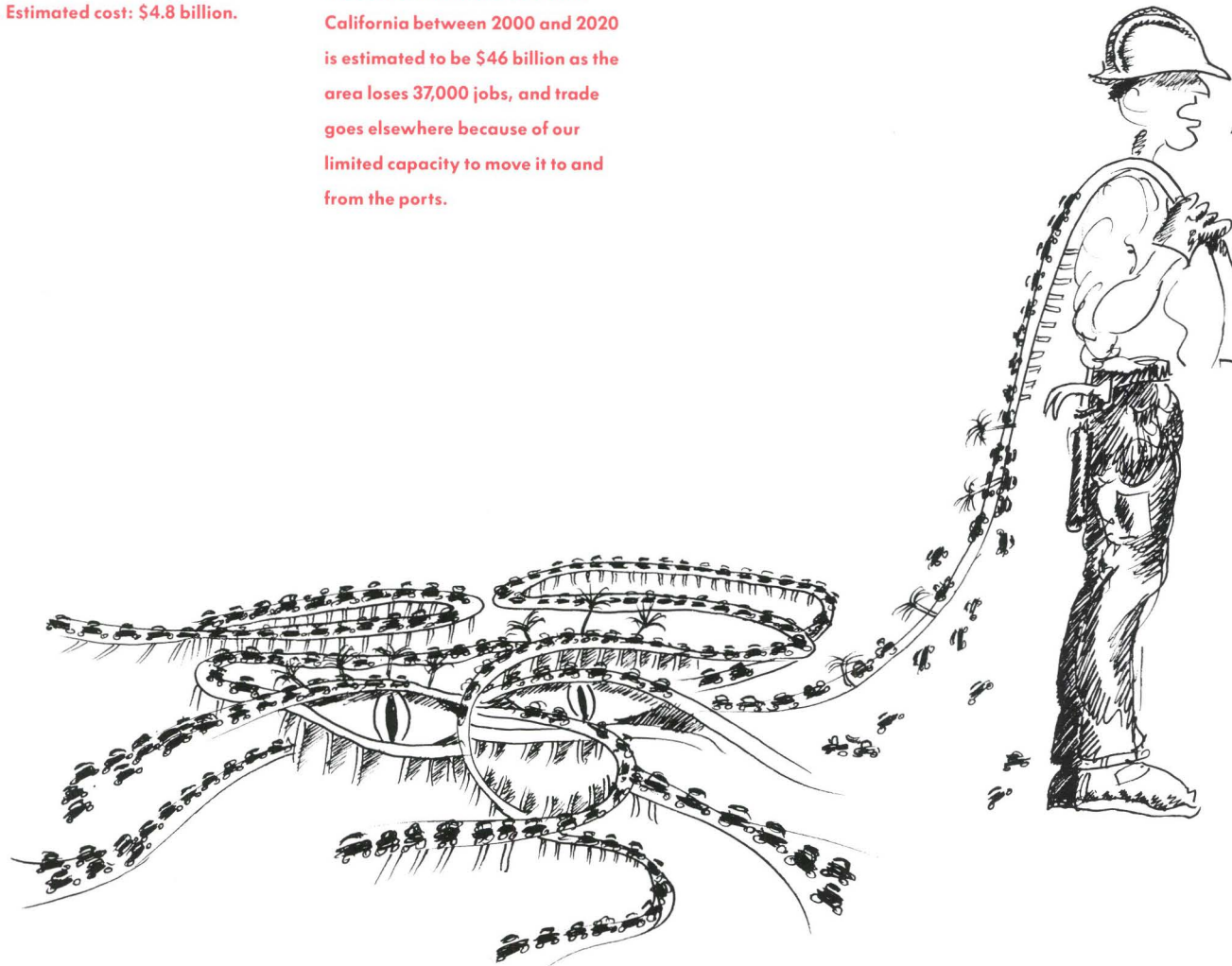
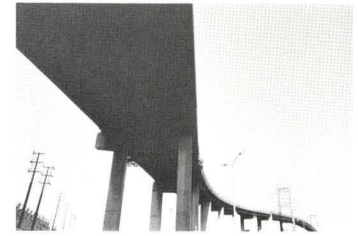
Being a great city is a state of mind. It is like the self-confidence of a championship boxer who knows he is the best. It is taking pride in and accepting our role as a leading city of the world. While a sound infrastructure is necessary to a profitable future growth, we need also to educate ourselves and our children to think of the city in a global context. The 1984 Olympic Games in Los Angeles offered us a glimpse of ourselves for the first time as a city with a role to play on a global stage. The city can become a leader by setting standards for lifestyle, education and culture throughout the world, and as our collective consciousness of ourselves grows, so will our ability to meet our goals as a great world player.

Key Recommendations:

1 Empower the Southern California Regional Airport Authority with responsibility for coordinating all commercial airports in the five-county region, as well as for siting, building and managing new airports.

2 Support the 30 year project to increase port capacity by 250 percent. Estimated cost: \$4.8 billion.

3 Support the Alameda Corridor Rail Consolidation Project (combining operations of major rail freight carriers onto one upgraded rail line and terminal complex). Estimated cost: \$200 million for needed improvements excluding cost of rights of way. If we do not implement the project, the cumulative loss to Southern California between 2000 and 2020 is estimated to be \$46 billion as the area loses 37,000 jobs, and trade goes elsewhere because of our limited capacity to move it to and from the ports.



Where do you want me to put in the new freeway?



GOVERNANCE & FINANCE

6

How will we govern this new kind of city of cities in order to reach our goals of maintaining livable communities, fulfilling individual needs, enriching our diversity and becoming a great commercial crossroads while preserving our environment? And where will we find the means to pay for our future needs?

We can delay, letting growth go unmanaged while a deteriorating infrastructure falls further below the expanding needs of people and industry. Neglected, the region becomes a balkanized landscape of political fortresses, each guarding its own resources in the midst of divisiveness, overcrowded freeways, antiquated sewers, ineffective schools, inadequate human services and a polluted environment.

Or we can decide now that the future of Los Angeles is worth paying for, and we can provide the means for it without the self-delusion of new experiments in fiscal alchemy. We can make certain that our governments are fiscally accountable; that the burden falls fairly on those of us who benefit most from the system; and that our local governments remain independent enough to make the most of their own available resources.

the choice is ours

the time to act is now

The Committee notes that there is much that is good about the governance of the Los Angeles region today. Basic public services, such as police and fire protection, are generally well provided. Graft and corruption occur rarely. Public employees are, as a rule, well qualified and interested in performing their responsibilities professionally.

However, the public is increasingly frustrated with local governments' inability to solve problems. This crisis of confidence is reflected in the RAND survey. A majority of Southern California residents (and in some cases a large majority) gave low marks to the handling of local problems. This is in large measure a reflection of the public's lack of understanding about the roles and the limited resources local governments have been given to combat state and regional problems.

But the public attitudes also reflect a frustration with an outdated, overburdened infrastructure and with forms of government that are, in fact, unable to provide adequate solutions. The growing pains of Los Angeles are very real. The Committee does not believe that the priorities and goals discussed in the preceding chapters are just an intangible "wish" list. They are a "must" list that translates into tangible demands on the system.

Today's traffic congestion cannot be relieved without building and maintaining roads and transit systems; Santa Monica Bay cannot be free of pollution, and we cannot construct enough new housing and commercial buildings, without more and better sewers and treatment plants; the Los Angeles metropolitan area will run short of water unless we clean up present supplies and expand the present water supply system; the Class of 2000 will lack skills necessary to compete in a 21st century society if we do not improve the schools; and the needs of children, the elderly, the ill and the homeless cannot be met without a more comprehensive human services delivery system.

These needs and demands will only intensify with the inevitable continuing growth. Both the problems and opportunities Los Angeles will encounter in the coming decades will be immensely greater in scale than anything we have seen before. If we are to capture the future potential of the metropolitan area, we must find innovative ways to manage this growth, even in the face of an

understandable reluctance to give up entrenched power or to accede to the reorganization of outdated structures. To do nothing will have serious long-term consequences, leaving Los Angeles in the 21st century with endemic ills that are beyond any solution.

As the population of the greater Los Angeles metropolitan area continues to expand over the next two decades, due both to natural birthrate and the influx of people looking for a better way of life, new homeowners in Los Angeles will tend to settle in the outlying, newly developed areas. But, if there are no local jobs available, they will jostle onto the streets and highways, adding to the already serious traffic congestion, on their way through Whittier, Culver City, Alhambra, Sherman Oaks, or Lakewood to business or industrial centers in other communities.

We must encourage the development of affordable housing to keep up with the high birthrate. But affordable housing at the city's premium land prices means higher-density housing, which, in turn, compounds urban core crowding.

As this pressure increases, how will the various communities of the Los Angeles metropolitan area be able to renew and conserve what is best in their own living spaces? How will the citizens be able to join together to plan for growth in order to provide the greatest economic opportunity for all? And how will we maintain or enhance our quality of life in a period when lifestyles are rapidly being altered in an evolving urban environment?

The Committee recognizes that these are not new questions. The conflicts arising from rapid growth and change have always been the central themes in the ongoing chronicle of Los Angeles. Our forms of local government, however, do not reflect the region's growth during this century nor are they designed to meet regional problems like traffic, solid waste disposal and air pollution. The basic form for the County of Los Angeles, for example, was established in 1913, when the population was 600,000, or approximately eight percent of today's numbers.

During the last decades there has been a growing tendency to respond to a perceived diminution of quality of life (usually due to failure of the infrastructure and particularly our road and highway systems to keep up with growth) by creating ever increasing numbers of jurisdictions and agencies. There are now 86 separate



municipalities within Los Angeles County alone, each of which exercises local police power over public safety, land use and growth policies, building codes and so on. Since each city is essentially free to set its own policies regardless of area needs, one begins to see how difficult it is to adopt and implement county-wide policy.

Regional policies are even more difficult, given the fact that within the five-county region there are 168 different municipalities and numerous special districts. This incredibly byzantine structure is not the only difficulty in creating region-wide solutions to regional problems.

While local residents often decry traffic congestion and apply maximum pressure on local elected officials to make these problems go away, the difficulty is that clear responsibility is not defined. This fact contributes to bureaucratic gridlock in the transportation area. For example, any rail system in the Los Angeles metropolitan area would involve the following governmental bodies and agencies: the City of Los Angeles (Mayor, City Council, Planning and Transportation Departments and Commissions); the County of Los Angeles (five supervisors); the Los Angeles County Transportation Commission (11 commissioners); the Southern California Rapid Transit District (11 directors); Southern California Association of Governments; California Transportation Commission (9 commissioners); the Federal Department of Transportation; and the Urban Mass Transportation Administration.

Any other municipalities along any proposed route would also be involved. The state legislature meanwhile hovers in the background ready to propose new legislation altering routes and dictating compositions of various decision-making bodies while the national administration uses its influence to favor or oppose projects through the federal transportation agencies. Add local public participation to this mix, and it is possible to see why other nations can build hundreds of miles of new rail systems through urban areas while we slog through multiple layers of bureaucracy.

Meanwhile, finding resources to pay for capital improvements has become increasingly more difficult. Since the passage of Proposition 13 (Jarvis) in 1978, which has kept property taxes low, all levels of government in California have faced increasing fiscal pres-

ures. Proposition 4 (Gann), which became Article XIII B of the California Constitution in 1979, dramatically increased the financial interdependence of the various governments within the state. No government in California has escaped the reduction in fiscal autonomy that has been caused by these two initiative amendments to the state Constitution.

During the same time, there has been a massive shrinking of resources and shifting of federal priorities, resulting in less revenue for housing and transportation and other infrastructure. Local government has been expected to solve a much greater range of problems (e.g. region-wide issues) at the same time that local resources have been frozen or reduced. As a result, infrastructure has not kept pace with the region's growth. California, for example, now ranks 50th among states in per capita spending on highways.

Add to this the complexities of raising public revenues to solve the problems of growth. With the passage of Proposition 13, local governments lost control of one of their most important local revenue sources and, except for cities and special districts, became increasingly dependent upon the state for revenues. Counties in particular have become significantly more dependent upon state funding of many of the services they provide. The state, in turn, found its fate more and more tied to the expenditure demands of its local governments.

School districts became fiscal appendages of the state, both because of Proposition 13 and because of the *Serrano v. Priest* decision of 1971. Expenditures for public education parallel these changes: in 1962, California ranked sixth out of 50 states in funding education. By 1978, we had slipped to 22. In 1981-82, several years after the passage of Proposition 13, California ranked 41 out of 50. Although expenditures increased in 1983, California still spends less per student than the national average.

In the wake of Proposition 4, expenditures of local school districts now directly affect the level of expenditures that the state is permitted to make because of the provisions of Article XIII B and the ways in which state funds are channeled to school districts. Whether the state provides aid to localities with strings attached or not now affects the state's Article XIII B expenditure limit.

The fiscal fabric of California's public sector has never been



federal resources have decreased

resulting in less revenue for infrastructure



more labyrinthine and interdependent. The Committee believes that local government cannot solve transportation, education, housing and environmental problems given the current governance structures or approaches to public sector funding.

In recommending the following changes to the governmental structures of Los Angeles and the metropolitan area, the Committee recognizes that Southern Californians expect growth, but they want it to be planned and regulated (RAND Survey).

Community-based Organizations. The Committee notes the emergence of strong community-based organizations. United Neighborhoods Organization, South Central Organizing Committee and homeowner associations are examples of this trend. The Committee also notes and commends the establishment of community advisory boards to participate in the revision of the City's community plans. We must create in Southern California an environment that nurtures the involvement of all residents in public policy issues at every level of government. Neighborhood activists should understand their community within the larger context of city, county and regional concerns.

GROWTH MANAGEMENT AGENCY

As the metropolitan area develops in response to its multiplying population, questions of how to use the land, traditionally a local city/county issue, will become more and more difficult to resolve. And yet if we do not keep pace with growth by improving the infrastructure; finding places to dispose of waste; and expanding public facilities, we will most certainly see our quality of life deteriorate.

At the same time, Los Angeles and the metropolitan area must have the means to plan for and establish a proper balancing of various land uses, including a general mix of housing and business or industrial uses, transportation corridors and the expansion of major facilities such as airports. At present, one governmental body is empowered to make binding regional decisions: the South Coast Air Quality Management District. This single-purpose agency has become our regional government. In pursuing its man-

date to achieve air quality goals, the District has assumed both direct and indirect powers over decisions about land use, transportation and housing.

As we attempt to solve our regional problems, the courts are also increasingly involved in the settlement of land use decisions, particularly regarding environmental impact reporting requirements. Allowing courts to make land use decisions undermines the accountability of the political process. As a consequence, there has been tremendous delay and enormous costs to taxpayers. Just as important, the involvement of the courts indicates a systemic breakdown. Judges, with limited accountability, shape important policy issues, even though they are not trained to be land use planners or social theorists.

The Committee recommends state legislation that would establish a metropolitan area Growth Management Agency (GMA), constituted either of directly elected office holders or a constituency organization comprised of elected officials. The GMA would have the authority to set overall policy and guidelines for development with area-wide impacts. This includes transportation, housing mix, and the relation of housing to jobs. The GMA would enable better coordination and integration of local governments' planning and land use decisions and could provide a solution to the "not-in-my-backyard" (NIMBY) attitude that all residents share to some degree. GMA would be empowered to make decisions about siting other public facilities if the local governments involved failed to agree. GMA would also coordinate with the Regional Airport Authority in siting new airports.

Regulatory environmental and other agencies would be required to work within the policies set by GMA. Such a structure would compel policy-makers to examine the interrelationships among the environment, transportation, housing and jobs as well as to address the social and economic consequences of new rule making.

ENVIRONMENTAL QUALITY AGENCY

The ways in which pollutants are interrelated and passed from one media to the next was discussed in a preceding chapter, *Environ-*

mental Quality. The present agencies responsible for regulating air and water quality standards are unable to coordinate their activities to deal with the problems on a larger scale because each one serves a single purpose. Thus, we must find an entirely new way of looking at and managing the environment.

The Committee recommends that the state legislature establish a multi-purpose Environmental Quality Agency (EQA). The EQA should be the lead agency that the state and federal governmental bodies look to and work through to solve regional environmental problems. This agency would be required to implement the Environmental Management Plan in accordance with a consistent set of regional growth management plans. Implementation of the Environmental Management Plan would enable scarce resources to be allocated in accordance with environmental priorities and tradeoffs to be made between environmental media and other region-wide goals.

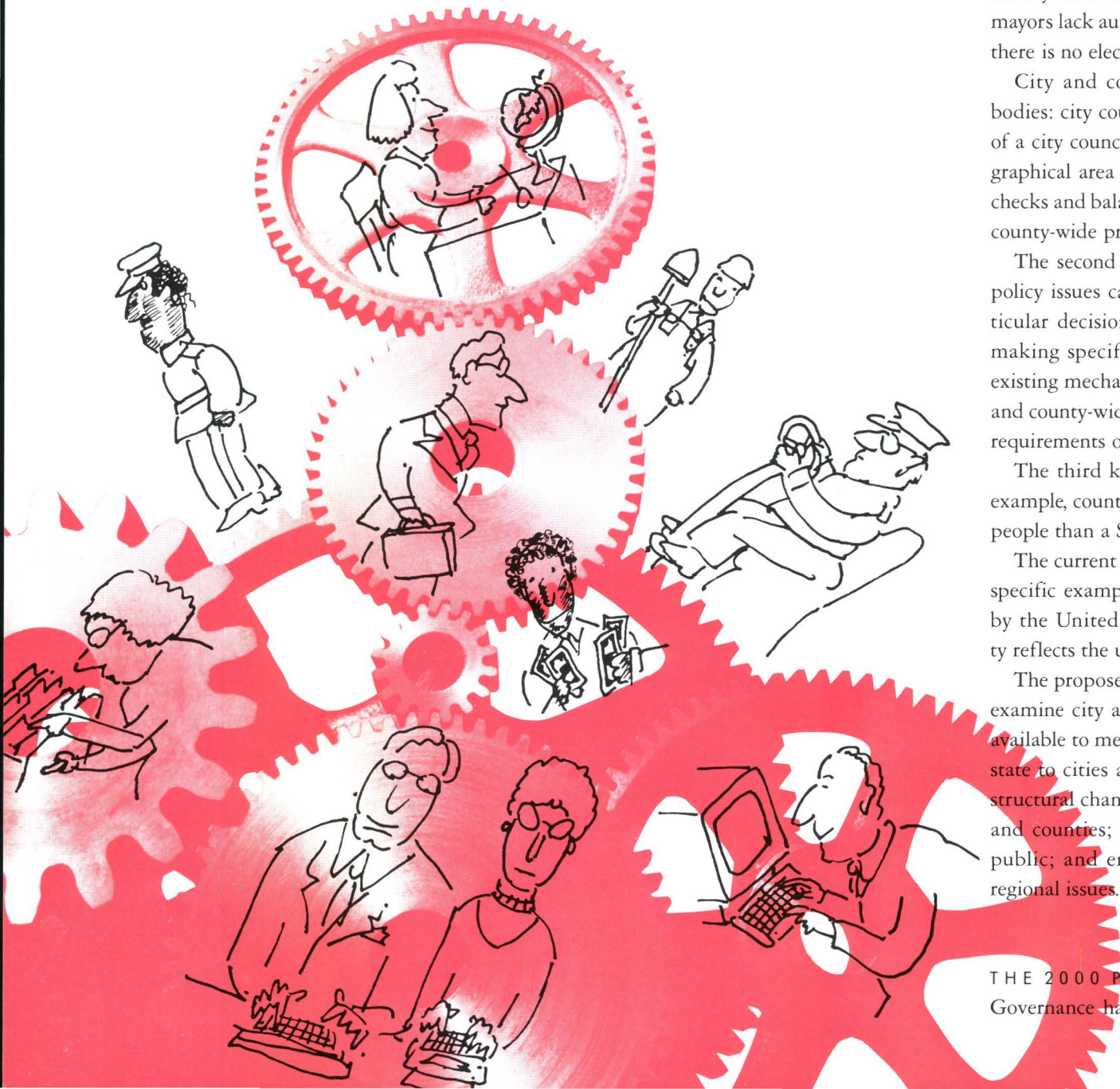
The EQA would combine the South Coast Air Quality Management District, the Southern California Hazardous Waste Authority, the Regional Water Resources Board, etc.

GOVERNMENTAL RESTRUCTURING COMMISSION

While the Committee is reluctant to recommend a further study, there are many governance issues that could not be adequately addressed in this Report. Therefore, the Committee proposes that a Governmental Restructuring Commission be established by the state. Recognizing the changing nature of our problems, this Commission should consider and formally recommend ways to restructure government agencies at the city, county and district levels in order to define authority and responsibility for regional problems and increase the efficiency of government.

For example, the current Los Angeles City structure was adopted in 1926, when the population of the City was 1.2 million. The Los Angeles County structure was established in 1913, when the population of the County was 600,000. The City and the County have changed dramatically since that time. The current governance structures are anachronisms. They should be modified





in order to better address existing needs.

There are three key issues. First, there is a lack of clarity regarding the legitimate exercise of executive power. City-wide and county-wide offices have little power or do not exist. In cities, mayors lack authority to implement a city-wide vision; in counties, there is no elected (or appointed) county-wide executive.

City and county charters concentrate power in legislative bodies: city councils and boards of supervisors. Yet each member of a city council or board of supervisors represents only one geographical area within the city or the county. Our system of local checks and balances is inimical to shaping solutions to city-wide or county-wide problems.

The second key issue is the current lack of a means by which policy issues can be looked at apart from being driven by a particular decision. Policy usually bubbles up as a consequence of making specific decisions. Restructuring or a readjustment of existing mechanisms should provide an opportunity for city-wide and county-wide policy issues to be considered separately from the requirements of any specific decision.

The third key issue regards diseconomies of scale. Today, for example, county supervisors may represent up to three times more people than a Southern California congressman represents.

The current Los Angeles County redistricting controversy is one specific example of a structural issue, while the pending lawsuit by the United States Department of Justice against the County reflects the urgency of structural questions in general.

The proposed Governmental Restructuring Commission would examine city and county roles and responsibilities; the resources available to meet these responsibilities; and the relationship of the state to cities and counties. The Commission would recommend structural changes to: improve cooperation among the state, cities and counties; increase accountability of elected officials to the public; and enable resolution of city-wide, county-wide, and regional issues.

THE 2000 PARTNERSHIP

Governance has a broader meaning than government. It encom-

passes private as well as public sector leadership. Private leadership in public affairs is not new to Los Angeles. The railroad, the port and the water supply system came about as a result of private initiative. More recently, the 1984 Olympics was a triumph, made possible by public/private cooperation. What is new is the diversity of the population and the complexity of the issues.

Throughout Southern California, leadership by individuals who are not elected to public office most commonly occurs in the context of special interest organizations. These may be homeowners' associations, environmental groups, chambers of commerce or groups whose members share common ethnicity or religion. Many such organizations exist, playing important roles as advocates of their members' interests. However, very few civic institutions exist to serve multiple constituencies. More important, as problems become regional rather than local there is no place where diverse constituencies can work together, over time, to develop consensus on region-wide issues.

The Los Angeles 2000 Committee, therefore, recommends that business and civic leaders establish, fund and staff a new civic institution, the 2000 Partnership, as a first step towards building a regional consensus. This group will have as its charge the building of support for the implementation of the Los Angeles 2000 Strategic Plan. The Partnership would also take responsibility for nurturing the further evolution of region-wide growth management policies and broadening its activities to encompass interaction with surrounding communities in the Southern California area. The process will embrace diversity and develop regional leaders for today and tomorrow.

As the experience of the Los Angeles 2000 Committee unfolds, it is clear that diverse members, working together, can develop a community of trust and a social memory of shared decisions, two essential ingredients to the give-and-take that characterizes the consensus-building process. As the 2000 Partnership tackles important area-wide social issues, its influence in the policy process would be proportional to its ability to achieve compromise among all stakeholders on any given issue.

The Partnership would not, itself, conduct research but would rely on a consortium of regional universities and other institu-

tions. The Partnership would also draw on the expertise in existing government agencies.

FINANCE

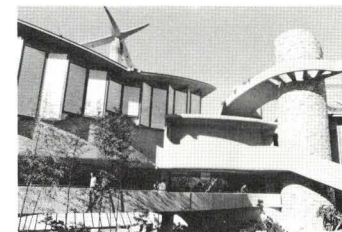
Proposition 13 (Jarvis), Proposition 4 (Gann), Articles XIII A and XIII B of the State Constitution respectively, and the spate of tax and expenditure-limiting initiatives that have followed in their wake, reflect widespread support among California voters for more accountability and predictability in revenue and expenditure decisions by local governments in California. They are also a call for a more equitable local tax structure, especially for one in which future tax liabilities would be more predictable. But the restrictions imposed by these tax and expenditure-limiting initiatives also brought with them a loss of fiscal autonomy by local governments in California, which has hampered their abilities to be responsive to the demands of their voters.

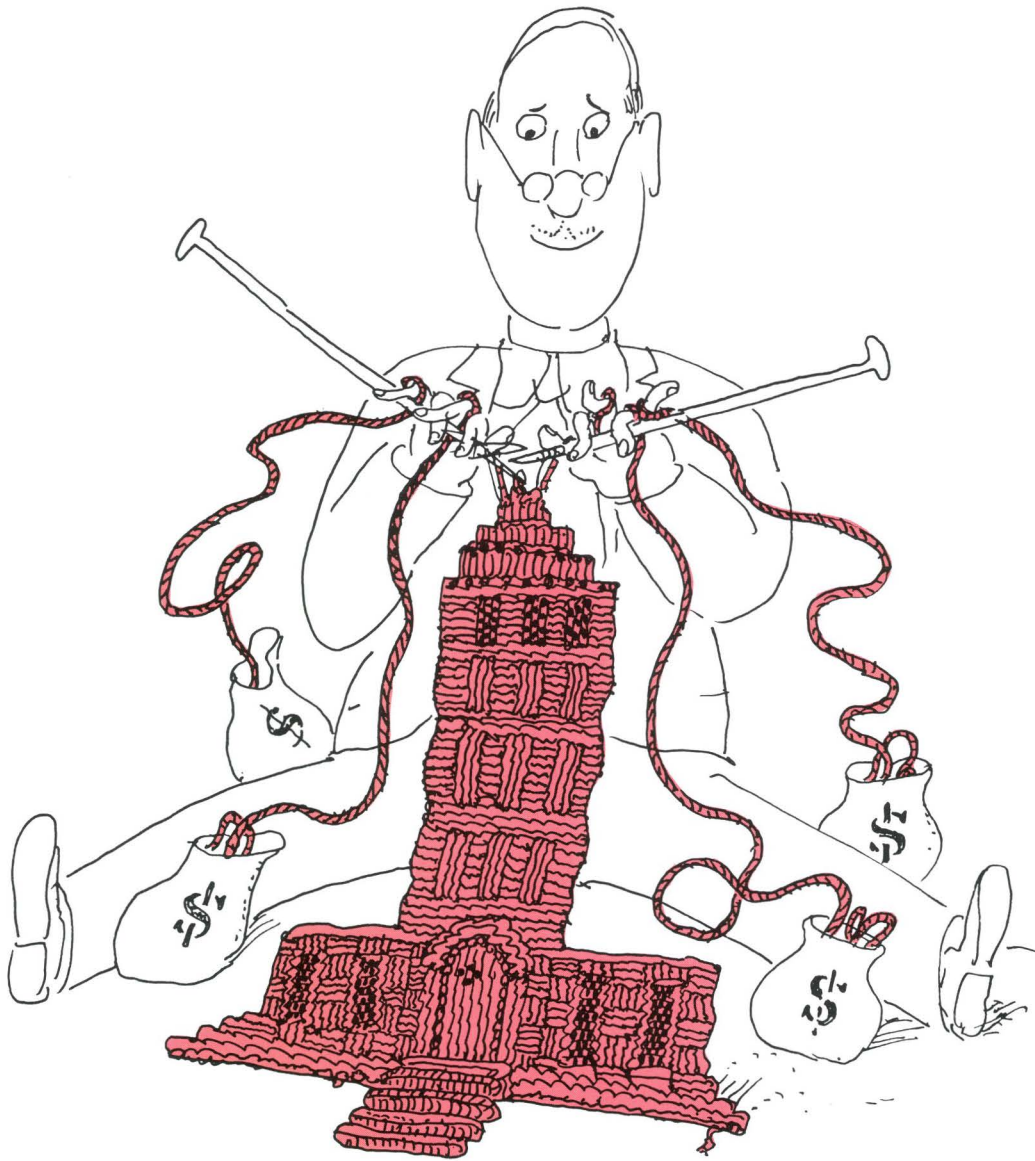
The Los Angeles 2000 Committee notes that state legislative and voter action will be required to meet the demands on governments in Southern California between now and the year 2000. Local governments must also take certain actions in order to ensure revenues sufficient to provide the infrastructure, services and living environment demanded by their citizens.

Although voters have been reluctant to approve revenue measures even during recent elections, there is some indication that people may be more willing than they have been in the past to pay more taxes. Seventy-two percent of respondents in the RAND survey said they would be very or somewhat willing to pay more taxes to solve local problems; 61 percent would support an increase of 5 percent or more.

Any state or local action must satisfy three financing principles if it is to adequately serve the interests of the electorate:

- Fiscal accountability. This requires structural mechanisms that force local revenue and expenditure decisions to be consistent with the demands of voters.
- Fiscal fairness. The tax burden can fall on the beneficiary of the benefit provided or it can be distributed according to citizens' abilities to pay. Also, to be fair, the burdens of large, vis-





ible taxes must be stable and predictable over time.

- Fiscal autonomy. This requires adequate fiscal capacity of local governments, i.e. adequate tax bases; and stability, resting on diversified and predictable sources of revenue.

With these principles in mind, the Committee recommends that the state legislature modify state law or place the following issues before the voters in order to (a) meet the demands that will be placed upon governments by citizens to provide infrastructure, services and an adequate living environment between now and the year 2000; and (b) provide for a continuous, stable source of funding:

1 Allow the voters to adjust or eliminate most tax-specific constraints on local revenue-raising powers, since existing overall caps on revenues and expenditures (Article XIII B) already assure fiscal accountability of local governing boards. Proposition 13's constitutional limit on effective property tax rates is no longer necessary to assure fiscal accountability of local governments, yet it continues to force local governments to turn to narrower tax bases that are often less clearly linked to either benefits received or the ability to pay, which are the two fundamental criteria for judging the fairness of a tax system. These constraints should be replaced by a requirement that any tax increase be approved by a simple majority voting in a local referendum. This recommendation would return the power to impose general property taxes to localities, subject to direct voter approval. At the same time, it would dramatically reduce the pressure on local governments to resort to a wide variety of creative financing techniques and narrower tax bases, which have undercut the efficiency and fairness of local revenue structures within the state.

The Committee notes an emerging inequity in commercial and residential property taxes which must be addressed by the Governor and legislature prior to action on this recommendation.

2 Revise the Article XIII B formula for calculating a jurisdiction's tax-financed expenditure limit in order to more closely track increases in demand for its services. The current formula allows capped expenditures to increase in proportion to

the sum of (a) the percentage change in population, and (b) the lesser of (i) the percentage change in the U.S. Consumer Price Index or (ii) the percentage change in California per capita income. However, demand for services varies not only with population but also with employment, i.e. businesses as well as residents are responsible for the demands for public services placed upon localities. A revised formula should be developed by the legislature and presented to the people for a vote.

3 Reduce all tax or expenditure referenda decision rules to simple majority decision rules. The super-majority decision rules (e.g. the two-thirds requirement of Proposition 13 for “special” taxes) seem unnecessary, since Article XIII B already assures fiscal responsibility by requiring direct voter approval of total tax-financed expenditures in excess of a jurisdiction’s XIII B cap. A simple majority should provide adequate fiscal accountability in referenda for special or property taxes.

4 Increase state aid to elementary and secondary education while providing local school districts with some flexibility. The Committee notes the importance of reforms that increase efficiency. In addition, funding changes should assure: (a) adequate funding for all school districts; (b) compliance with the equal protection clause of the state Constitution; (c) amelioration of cost differentials across school districts due to factors outside the direct control of individual districts; (d) responsiveness of local schools to the education demands of their constituents; and (e) accountability for the quality of local schools, while requiring only a modest increase in funding from the state.

The *Serrano v. Priest* decision led the state to assume primary responsibility for funding local education. However, Proposition 13 prevented the state from relying upon property taxes to generate the needed funds. Today, most state revenues for local education derive from non-property tax bases, such as the state income tax and the lottery, while property taxes provide less than 25 percent of revenues to local school districts.

A new funding structure should be consistent with the key element of the *Serrano* decision, namely, the finding that any school financing system that permits “the development of significant disparities in expenditures per pupil among school districts to be

caused by or made possible by the irrelevant factor of significant disparities in assessed valuation of real property among school districts” would be in violation of the equal protection clause of the California State Constitution.

Basic state funding for real per-pupil elementary and secondary expenditures, exclusive of local expenditures financed by property tax, should be provided for each school district in California at a level above the national average. Basic state aid should be adjusted to reflect inter-district cost differentials, recognizing that some students (e.g. handicapped, non-native English speakers, low-income families) are more costly to educate than others, and some districts have higher concentrations of such students than do other districts.

Local schools can respond to the education demands of their constituents if local school districts are able to levy property taxes in order to increase spending on local schools, subject to both direct voter approval and constitutional constraints. Accountability for the quality of local schools is assured by returning the power to impose property taxes to local school districts, subject to the direct approval of the local electorate, and by competition between school districts once they are able to control their own revenues and expenditures.

Finally, all of these advantages are assured at only modest cost to the state’s treasury, since (a) the state already provides almost enough aid to elementary and secondary education to assure that each district within the state can spend at least as much as a school district in the average state in the nation. Most of the increased funding of elementary and secondary education that would occur as a result of the proposed system of financing local public schools would come from increased property tax revenues levied by local school districts, rather than the state’s general revenue pool.

5 Supplement existing state aid for cities and municipal service expenditures of counties with a General Matching Aid Program. This program would assure both that (a) cities and counties are fiscally autonomous and, (b) financing of services by cities and counties satisfies the benefit principle. The state should supplement existing revenues with a share of state income, sales and motor vehicle excise tax revenues according to a set of formulas that reflect benefits provided by localities to persons who





do not live or own property within its borders. This aid should be matched by some proportion of local money. School district financing should not be part of the General Matching Aid Program.

6 Replace existing state aid for local public infrastructure with non-local impacts with a State Matching Aid Program. The state should fully fund capital and maintenance of public infrastructure in response to statewide needs (interstate and state highways, judicial administration buildings, public health and hospital buildings, detention and corrections facilities, etc.). It should also provide a fair share of state support on an infrastructure-specific basis for those projects with regional benefit.

7 The State should assume the full costs of redistributive and equal opportunity services that are mandated by the state or federal governments to be provided by counties. These services include: public assistance; judicial, detention and correction; and health care.

In addition, the Los Angeles 2000 Committee recommends that local government be empowered to:

1 Employ current service charges to cover the full costs of most local government-run enterprise activities (for example, water, sewer, electricity; but not public safety). Local governments should make sure that any enterprise activity is self-supporting, with the proviso that some expenditure of general funds may be justified to the extent that a particular enterprise activity serves redistributive ends (e.g., public transit).

2 Impose development impact fees judiciously. Consistent with the *Nolan* decision, local governments should set development impact fees high enough to cover the incremental costs imposed solely by those developments. That is, developers should be required to mitigate the impacts of their projects. Codified fees, because they are predictable and uniform, meet less opposition from developers than do fees that are individually negotiated. Also, codified fees are less costly to administer and enforce than negotiated fees. Requiring purchasers of newly developed properties to pay the full costs of any additional infrastructure required to serve their needs results in a subsidy to existing residents, since these new purchasers are also required to pay property and other

local taxes, from which general revenues are employed to retire existing debt on some of the existing infrastructure. Moreover, if any of this new infrastructure confers benefits on existing residents, the subsidy will be even larger.

3 Explore ways to institute programs permitting deferred payment of special benefit assessment liabilities. Local governments should take advantage of the state's enabling legislation permitting them to set up policies under which individual property owners, if they so desire, could defer payment of their special assessment liabilities, with accrued market interest, until they sell their property. Such deferred provisions can greatly ease the difficulty of gaining public support for local public infrastructure improvements without compromising the equity or efficiency of the funding process.

4 Improve government efficiency. Artificial constraints on good asset management should be removed. These constraints derive from existing legislation or bureaucracies constructed decades ago in response to urgent problems of that time, but which have been rendered obsolete and cumbersome by current problems. For example, we pay twice for services when the jurisdictions of two agencies overlap, resulting in the duplication of effort of public employees. Outdated civil service procedures sometimes reduce accountability with adverse effects on productivity; overly complex regulations drive up the cost of providing public services; and restrictions on the ways money can be spent can undermine the impact of tax dollars.

5 Schedule Article XIII B override elections when needed. Local governments should be willing to schedule an override election when their jurisdiction runs up against its Article XIII B limit. More than 90 percent of non-tax-linked overrides have been approved by voters; however, they have been used primarily in small, homogeneous communities. As they become more widely used, this success rate is likely to decline. When local governments schedule such an override election, they must make every effort to build public support, recognizing the heterogeneous nature of the Los Angeles community.

Key Recommendations:

1 The Governor and the state legislature should establish a metropolitan area Growth Management Agency (GMA), constituted either of directly elected office holders or a constituency organization of local elected officials, with the responsibility and authority to set overall policy and guidelines for development with area-wide impacts.

2 The state legislature should establish a regional Environmental Quality Agency (EQA), combining the present environmental agencies, which would be required to implement the Environmental Management Plan in accordance with a consistent set of regional growth management plans.

3 The state legislature should establish a state-wide Governmental Restructuring Commission for the South Coast to consider and recommend ways to restructure government agencies at the city, county, and regional levels to meet complex growth problems.

4 Business, civic and community leaders should establish the 2000 Partnership to build a regional consensus for, and implement, the Los Angeles 2000 Strategic Plan.

5 The state legislature should modify state law or place the following issues before the voters in order to (a) meet the demands that will be placed upon governments by citizens to provide infrastructure, services and an adequate living environment between now and the year 2000, and (b) provide for a continuous stable source of funding:

- Existing overall caps on revenues and expenditures (Article XIII B) already assure fiscal accountability of local governing boards. Therefore, allow the voters to adjust or eliminate most tax-specific constraints on local revenue-raising powers, like Proposition 13's constitutional limit on effective property tax rates. Any new tax increase should be approved by a simple majority voting in a local referendum.
- Revise the Article XIII B formula for calculating a jurisdiction's tax-financed expenditure limit in order to more closely track increases in demand for its services. A revised formula should be developed by the legislature and presented to the people for a vote.
- Article XIII B requires direct voter approval of total tax-financed

expenditures in excess of a jurisdiction's XIII B cap. Therefore, reduce all tax or expenditure referendum decision rules to simple majority decision rules. This should provide adequate fiscal accountability when such referenda are required.

- Institute non-monetary reforms to increase efficiency and increase state aid to elementary and secondary education while providing local school districts with some flexibility. A new funding structure should assure (a) adequate funding for all school districts; (b) compliance with the equal protection clause of the Constitution; (c) amelioration of cost differentials across school districts due to factors outside the direct control of individual districts; (d) responsiveness of local schools to the educational demands of their constituents; and (e) accountability for the quality of local schools.
- The state should fully fund capital and maintenance of public infrastructure with statewide impacts and provide a fair share of state support for those infrastructure projects with regional benefit.

- The state should assume the full costs of redistributive and equal opportunity services that are mandated by the state or federal governments to be provided by counties. These services include public assistance; judicial, detention and correction; and health care.
- 6 Local governments should be empowered to:
- Employ user fees to finance local government-run enterprise activities (like water and sewers, but not public safety), recognizing that expenditure of general funds may be justified if an enterprise activity serves redistributive ends, e.g. public transit.
 - Impose development impact fees consistent with the Nolan decision, requiring developers to mitigate the impacts of their projects.
 - Explore ways to institute programs permitting deferred payment of special benefit assessment liabilities.
 - Improve government efficiency.





The following is a summary of all of the key recommendations by the Los Angeles 2000 committee. These recommendations are also listed at the end of each individual chapter. When available, cost estimates have been included only for the purpose of providing an indication of their general magnitude.

1 Prepare and adopt consistent growth management plans at every level of government, including: a Regional Growth Management Plan; a new City of Los Angeles Comprehensive Plan; and Community and Neighborhood (district) Planning. It is essential that these Growth Management Plans specify means by which our basic infrastructure needs can be met to handle anticipated levels of growth. A rough estimate of the cost is \$24 million.

2 Increase the production of new affordable and market rate housing by establishing an Affordable Housing Production Trust Fund. The City of Los Angeles estimates the cost will be \$200-400 million annually to maintain the status quo; \$4-12 billion to overcome the present housing shortage.

3 Lessen traffic congestion by: constructing new roads, freeways and rail projects; using jobs/housing balance as a planning guideline at the community, city and regional levels; requiring employers to take more direct responsibility for the commute of their employees; and improving the efficiency of the existing system. The LACTC and SCRDT estimate costs will be \$3.445 billion for Metro Rail, Phases I and II; \$53.8 million for the El Monte Transitway Extensions and Stations, eastern extension (western extension is already funded); Caltrans estimates the cost will be \$500 million for the Harbor Transitway Expansion (approximately \$200 million of federal and state funds are committed); the LACTC plan, "On the Road to the Year 2000," outlines freeway capital improvements including the building of an area-wide system of new High-Occupancy Vehicle (HOV) lanes for bus and ridesharing traffic will cost \$4.5 billion (approximately \$3 billion of federal and state funds are anticipated to be available by the year 2000 under existing programs, leaving a \$1.5 billion shortfall, which could be made up by increasing the gas tax); implementation of the LACTC's Rail Development Program adopted by the voters in 1980 will cost \$5.5 billion through the year 2000, and \$2.3 billion additional to 2010; the City of Los Angeles estimates that expansion of the existing Automated Traffic Surveillance and Control (ATSAC) network to improve traffic signal management will cost \$161 million.

4 Revise the City of Los Angeles Zoning Ordinance. The City of Los Angeles estimates the cost will be \$500,000. (Zoning ordinances of other jurisdictions should also be reviewed and revised, if necessary.)

5 Provide after school education and child care to develop the potential of our youth and keep them out of the criminal justice system. The City of Los Angeles estimates the cost will be \$300 million.

6 Reorganize the courts and streamline court procedures, e.g. change *voir dire*, in order to increase efficiency in processing criminal cases. An estimate of the cost is \$3 million.

7 Reform the sentencing system and employ alternative sentencing mechanisms, e.g. intensive probation supervision, electronic monitoring, house arrest and community service sentencing. An estimate of the cost is \$1 million annually.

ENVIRONMENTAL QUALITY

1 The State legislature should initiate a process to draft, adopt and implement a comprehensive Environmental Management Plan that looks at the totality of the environmental system and that:

- prioritizes funds (the prioritization process should include an assessment of social and economic impacts);
- achieves source reduction;
- regulates substances while continuing to protect the quality of individual media;
- provides for clear and accessible accountability;
- is equitable and takes into consideration the economic impacts of regulatory procedures. (A new multi-purpose regulatory agency to administer the Environmental Management Plan is recommended in the *Governance & Finance* chapter.)

2 Consistent with the Environmental Management Plan, provide adequate water supplies by minimizing growth in consumption (conservation and reclamation); protecting and maintaining existing groundwater resources; instituting water pricing; and seeking new water sources through certain State Water System projects while respecting northern water quality objectives. The Metropolitan Water District estimates the cost of the State

Water Projects will be \$2 billion.

3 Consistent with the Environmental Management Plan, the City of Los Angeles and other jurisdictions must by mid-1991 complete construction of the necessary sewers and waste treatment facilities in order to achieve (a) "no discharge" into the Santa Monica Bay; and (b) adequate capacity to handle anticipated growth.

4 Develop and implement a region-wide Master Plan for Earthquake Preparedness.

INDIVIDUAL FULFILLMENT

1 The Mayor of the City of Los Angeles and the Los Angeles Unified School District should form a Class of the Year 2000 Commission to (a) develop appropriate and specific educational goals for each class level; (b) review educational strategies pursued both within the schools and through educational partnerships; (c) develop the necessary tools to track and assess educational progress; and (d) disseminate findings. A consultant to the Los Angeles 2000 Committee estimates the cost will be \$300,000 annually for 12 years.

2 The Los Angeles Unified School District and other school districts should improve educational quality at every level through promotion and retention of quality teachers only; better data collection and performance assessment; and by changing curricula to stress basic academic skills, critical thinking and problem solving skills. Implementation requires reallocation of existing resources and will have minimal financial impact.

3 The Los Angeles Unified School District and other school districts should escalate the recruitment, training, advancement and retention of minority teachers. Implementation will have minimal financial impact.

4 The business community should expand its important partnerships with the schools in programs such as Genesis, Focus on Youth, First Break, the proposed After School and Child Care Program, D.A.R.E., S.A.N.E., etc. through sustained levels of private support of approximately \$2 million annually. The private sector would carry the entrepreneurial risk of establishing the pilot pro-

grams, which, when proven effective, would be supported by public funds.

5 Increase funding for existing literacy programs so that these programs can serve all learners who seek services. Based on Los Angeles 2000 Committee research, the estimated additional cost will be \$73 million over 11 years from federal, state and local governments; private sector; non-profit organizations.

6 Launch a campaign to recruit hard-to-reach functionally illiterate learners and enlist new support groups and individuals. Based on Los Angeles 2000 Committee research, the estimated cost of additional Los Angeles County aggregate funding will be \$2.2 million over 11 years from federal, state and local governments; private sector; non-profit organizations.

7 Establish community drop-in learning centers where families can learn together. Based on Los Angeles 2000 Committee research, the estimated cost of additional Los Angeles County aggregate funding will be \$18.7 million over 11 years.

8 Establish an area-wide service organization for the community of literacy providers to provide planning, coordination, communication and shared training. Based on Los Angeles 2000 Committee research, the estimated cost for Los Angeles County will be \$17 million over 11 years.

9 Establish a Southern California Consortium of Human Service Providers to coordinate community-wide problem solving on specific issues: dependent care; health care; and homeless, in order to better serve the needs of residents of the metropolitan area. Based on Los Angeles 2000 Committee research, the estimated cost will be \$3.5 million from Los Angeles County, the City of Los Angeles, United Way, and the private sector.

ENRICHING DIVERSITY

1 Effectively utilize and energize existing mechanisms for economic development within job-poor neighborhoods. Economic Development Councils and Private Industry Councils of the counties and the cities should have primary responsibility for assessing human resources in the metropolitan area. The Los Angeles Area

Chamber of Commerce should take the lead in coordinating other local chambers and business organizations to promote job creation in the areas where needed. Based on Los Angeles 2000 Committee research, the estimated cost will be \$1 million from federal, state, city and county funds; and the private sector.

2 Attract new employment opportunities to undercapitalized neighborhoods, including utilization of surplus land along the Century Freeway. Based on Los Angeles 2000 Committee research, the estimated cost will be \$500,000 from the state and private sector.

3 Design a Teacher/Business Internship and Science Volunteer program to develop human potential in predominantly minority communities. Based on Los Angeles 2000 Committee research, the estimated cost will be \$1.5 million from State and private funds.

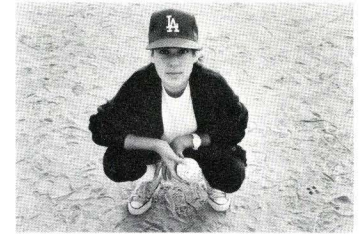
4 Introduce an apprenticeship program for Los Angeles and other high schools.

5 Maintain and continue to support the existing arts community. Current estimated annual programmatic funding to the arts is \$55 million from government sources at all levels (not including the substantial support of city and county agencies for the arts provided for capital investment and indirect subsidies); and \$43 million from the private/philanthropic sector. (These figures do not include \$100 million which has already been secured for currently planned new facilities.)

6 Fund the institutional advancement of at least five other/multi-cultural providers. Based on Los Angeles 2000 Committee research, the estimated cost in additional annual operating expenses will be \$3.5 million to be covered from earned and new unearned sources of revenue. The estimated capitalization of facilities to accommodate organizational growth will be \$20 to \$40 million.

7 Fund additional arts education programs provided by other/multi-cultural providers as well as a subsidized student ticket and transportation program to provide access to on-going arts activities. Based on Los Angeles 2000 Committee research, the estimated cost of additional annual funding levels will be \$2 million.

8 Reallocate existing resources within the Los Angeles Unified School District and other school districts in the region to give more



prominence to the arts as part of the formal curriculum for every student. Implementation will have minimal financial impact.

9 Create an endowment to fund proposals for joint ventures among different organizations serving diverse cultural communities and audiences. Estimated additional funding of \$5 million will be required.

10 Stage, coordinate and market informal ethnic activities, including festivals, street fairs and seasonal celebrations. Estimated additional funding of \$1 million per year will be required.

CROSSROADS CITY

1 Empower the Southern California Regional Airport Authority with responsibility for coordinating all commercial airports in the five-county region, as well as for siting, building and managing new airports.

2 Support the 30-year project to increase port capacity by 250 percent. Worldport Los Angeles estimates the cost will be \$4.8 billion.

3 Support the Alameda Corridor Rail Consolidation Project (combining operations of major rail freight carriers onto one upgraded rail line and terminal complex). The Southern California Association of Governments estimates the cost will be \$200 million for needed improvements excluding the cost of rights-of-way. (If we do not implement the project, the cumulative loss to Southern California between 2000 and 2020 could be \$46 billion as the area loses 37,000 jobs, and trade goes elsewhere because of our limited capacity to move it to and from the ports.)

GOVERNANCE AND FINANCE

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wide impacts.

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 - explore ways to institute programs permitting deferred payment of special benefit assessment liabilities.
 - improve government efficiency.



by Kevin Starr

Los Angeles did not just happen or arise like so many other American cities out of existing circumstances—a harbor, a river, a railroad terminus. Indeed, for a long time it had none of these. Los Angeles envisioned itself, then externalized that vision through sheer force of will, springing from a platonic conception of itself, the Great Gatsby of American cities.

Los Angeles demanded and received its railroads almost before it was certain there would be either adequate passengers or freight. Los Angeles demanded and built its deepwater harbor and with equal vision—and arrogance—appropriated its water. In the 1920s, with the water system in place, Los Angeles invited Americans from elsewhere to resettle here, which they did in heroic numbers. Between 1920 and 1930 Los Angeles tripled its population to 1.47 million.

Throughout this era of manic subdivision, there surged an element of equally manic futurity. By the end of 1924 when the real estate boom began to run into trouble, Los Angeles had some 600,000 subdivided lots standing vacant, or to put it another way, Los Angeles had subdivided itself into a city of 7 million people nearly a half century before such a population would become fact.

Everywhere one looks in this period there are examples of visions becoming opportunities becoming action. Sitting at his desk one morning in 1921, A.W. Ross perused a map of Los Angeles. As he mused, Ross made two judgments. Los Angeles, first of all, would not grow southward as had been predicted, not yet anyway, but would head westward towards Santa Monica on the sea. Secondly, Ross intuited that the motorized people of Los Angeles would be willing to drive up to four miles to shop. Drawing a circle around the four most prosperous residential districts in the city—Hollywood, Beverly Hills, West Adams Heights, and Wilshire—Ross saw that the circle centered on the narrow east-west running roadway called Wilshire at a point halfway between Los Angeles and the sea. There, Ross decided, in the bean fields fronting Wilshire, he would create a shopping district that would capitalize on the automobile and the westward thrust of the city.

Just as Los Angeles had acquired its water supply as an act of vision and will, so too had this inland city recreated itself as a deepwater port during the same years it was building its aqueduct.

In 1921, stimulated by the reopening of the Panama Canal, the Los Angeles Chamber of Commerce urged the city to make the development of its port a priority for the 1920s comparable to what water had been in the early years of the century. By 1925, in fact, one authority claimed that some 70 percent of the traffic coming or going through the Panama Canal was bound for or leaving the Port of Los Angeles.

In so many ways during these years, Los Angeles was envisioning its future and making that future happen. The two major hotels of this period, the Ambassador and the Biltmore, were each evocations of the city's future. Organized and financed in 1919 by a group of local investors, the Ambassador was explicitly announced as being intended not just for the tourist economy, but as a hotel designed to serve the public life and self-awareness of Los Angeles as a socially and culturally mature city.

A city so dramatically dependent upon self-invention as Los Angeles—no Gold Rush, no railroads, no harbor in its first 100 years—needed the adrenalin of boosterism to make the future seem plausible. In so many instances—the aqueduct most dramatically, built with ten times the capacity of what was needed in 1913, but also the port and the long-range, even excessive subdivision of properties unsellable for another forty years—Los Angeles was lashing itself into futurity.

Not surprisingly, a passion for growth also discovered, hesitantly, a dawning sense of limits. A taste for exuberant ex-urbanism led, paradoxically, to the circumscription of the city plan. For all its headlong exuberance, Los Angeles did plan; and although the needs of developers, together with an early fixation on the automobile, prevented the most imaginative plans from being brought to reality, major disasters were forestalled, which was a definite accomplishment in a city growing at such a ferocious rate.

It would be false to history to say that this headlong futurity had no critics. For every fact of growth, there were comparable facts of opposition and protest. The Aqueduct was bitterly opposed by many interests. The failure to consolidate a reservoir at Long Valley—because former Mayor Fred Eaton was asking too much for the property and Mulholland was refusing to buy—resulted in a direct siphoning of Owens River water that would in the 1920s

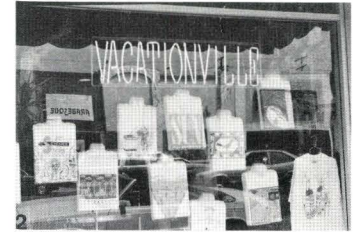
needlessly dry out Owens Valley. The westward expansion of Wilshire Boulevard was bitterly opposed by local residents who did not want their residential neighborhood turned into an automobilized Miracle Mile. Each of these envisionings of the future was also in its time and circumstances, a bitter point of contention and debate.

With barely a fraction of what contemporary Los Angeles offers, the citizens of this city sixty years ago and more boasted and boasted and boasted some more. And yet the Los Angeles which astonished the world in the recent Olympics with its achieved and flourishing urbanism, the city that has become the fine arts research and museum capital of the country, the city whose festival surrounding the Mass of Pope John Paul II showed it forth in all its splendid polyculturalism—this city refuses to boast, indeed, is legitimately preoccupied with problems equal to possibilities and achievements.

It takes an enormous amount of courage as issues such as transportation, toxicity, and other forms of strain on the infrastructure are faced honestly and logically, often to their near-catastrophic conclusions, but without apocalyptic finality. It was one thing to live in the 1920s in a Los Angeles that was growing into a basin already subdivided to six times present need. It is another thing to function at the other end of that arc more than half a century later and still struggle to avoid extremes of despair or ideologically motivated solutions that totally stifle proper evolution and development. Growth was a constant in the 1920s; anxieties over the capacities of the infrastructure have become the shared response of the late 1980s.

On the other hand, projects such as the Museum of Contemporary Art, the expanded Los Angeles County Museum, the forthcoming Performing Arts Center made possible through the generous gift of Mrs. Disney, the 1984 Olympics, are right out of the teens and the 1920s in their breathtaking boldness. Meanwhile, the other legacy of the 1920s—low density, low rise, open spaces, the individual home in the individual suburb—struggles against a global economic order for which even modest bungalows become expensive commodities.

The recent Olympics heralded the emergence of Los Angeles as



a world crossroads city. The Los Angeles 2000 project, however, patiently attempts to see how all the pieces fit. How in this vast, unprecedented metropolis does neighborhood fit with neighborhood, district with district, city with region? The Olympics, after all, were decentralized all over Southern California and yet were so profoundly a product of Los Angeles.

What is Los Angeles anyway—a city in the classical manner, extending out from its central public spaces, a vast urban/suburban network, an administrative concept, an economic region, a state of mind? There are some who claim that the urban archetype is itself obsolete and has long been so. Is this the case with Los Angeles? Has the Los Angeles urban archetype disappeared? The Los Angeles of the past wanted a city—period. They knew what a city was and what it needed. They had metaphors for this city. It was New York or the Chicago of the Pacific. The Chicago metaphor was especially powerful. It was the Emerald City of Oz. It was, a little later, the Art Deco metropolis. For many, it was by the mid 1920s the spectacle of the entire plain ablaze by night through the magic of electricity.

One senses in the Los Angeles 2000 debates a grappling for comparisons, a search for road signs, for metaphors, for an Ariadne's thread to follow from the labyrinth of present complexity into the future.

The Los Angeles of today loves and refurbishes the Art Deco of fifty years past—indeed recreates it at the County Museum—because that style, once a controlling metaphor, recalls an era when metaphors held, when amidst complexity Los Angeles could make gestures in the direction of an achieved civic identity. Today, the participants of Los Angeles 2000—inhabitants of a massively polycultural city, search for future metaphors, for some Los Angeles they can all inhabit together with some sense of well-being and fulfillment. It is one thing to invoke diversity or even to praise it. It's another thing to try to discover how such diversity works.

The Los Angeles of the 1920s had a dominant establishment and a dominant population. It was also by and large willing to overlook certain suppressions and injustices which would take decades to surface. The Los Angeles of Los Angeles 2000, by contrast, is trying to refit the mosaic together after it has been dis-

assembled and refurbished. The Los Angeles of the 1920s could find community on a civic level through the concerted action of its establishment—even when there was a battle royal beforehand.

Where will Los Angeles 2000 find its community, its city in common, its civic unity? There is, of course, the Blade Runner scenario: the fusion of individual cultures into a demotic polyglotism ominous with unresolved hostilities. There is also the possible continuation of armed camps occasionally sortieing out in attack or negotiated truce.

Sixty years ago, a million and more people voluntarily became citizens of this city. Whatever other reasons they had, individual fulfillment was at the top of the list. Call it the Oz metaphor if you will, or go back to Aristotle who postulates very simply that men and women seek happiness above all other goals and thus come together in cities so that they might be more happy and hence more human; or fast-forward to the Declaration of Independence in which Thomas Jefferson drew a line through the pursuit of property and wrote in the pursuit of happiness.

Los Angeles 2000 is asking a simple, yet profound question: has Los Angeles, in its size, complexity, diversity and problems, lost, quite simply, the capacity to promote the happiness, the individual fulfillment, of its citizenry? How marvelous a question! How courageous! Few world cities, if any at all, would have such courage and humility to ask such simple yet profound questions of itself. Public discourse in America today flees from big questions—or turns them into slogans with which to bash an opponent over the head.

For all its power and wealth and contrasting poverty and powerlessness, for all its size and complexity, Los Angeles is a strongly non-arrogant community, willing to shift and re-examine its problems, indeed its fundamental premises. Whatever the outcome, whatever the Los Angeles of 2000 or 2050 will turn out to be, historians of the future will one day marvel at the courage of this Los Angeles 2000 dialogue. Such a future historian might very well write that in the year 1987 Los Angeles, so overwhelmed in conflicts and problems, refused to despair or grow cynical. In the past that future was envisioned in so many ways—as a railroad, as water and hydroelectricity, as a port, as hotels, as boulevards, free-

ways, as architecture, as the film industry, as aviation, as great universities, art museums, libraries, newspapers, as Olympiads. But that was yesterday.

Today, no building, however grand, no work of construction or engineering, however necessary, no feat of technology, holds within itself the exclusive promise of the future. Human questions about justice, community, common language and values, livability, personal fulfillment rush forward, demanding to be asked. Technical/environmental questions—transportation, toxicity—emerge as seeming impenetrable to solution.

Yet somewhere amidst it all, I believe Los Angeles, old and new, the pueblo and the world city, awaits re-discovery. To ask the question what will the future be? is also to suggest that an answer is possible, that a future can be created. Americans, F. Scott Fitzgerald tells us in *The Great Gatsby*, refuse to be intimidated by the weight of precedent or complex evidence. How appropriate that the Great Gatsby of American cities is now so vigorously looking to its future. That future may not be the Emerald City of Oz as Los Angelean L. Frank Baum depicted it. But it can be struggled for with courage and zest—just as, after all, other citizens of this city in times past made their Los Angeles dream come true.



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