

# NORTHEAST LOS ANGELES

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# Community Plan

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# NORTHEAST LOS ANGELES

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# Community Plan

## Chapter I INTRODUCTION

### COMMUNITY BACKGROUND

#### PLAN AREA

The Northeast Los Angeles Community Plan area was established more than 30 years ago to encompass the hills and valleys lying east of the Los Angeles River and north of the Boyle Heights Community Plan area within the City of Los Angeles. The area serves as a transition between the downtown center of Los Angeles and the neighboring cities of Glendale, Pasadena, South Pasadena and Alhambra to the north and east, as well as the City of Monterey Park and the unincorporated community of City Terrace on the south.

The Plan area comprises some 15,000 acres and is occupied by roughly 250,000 inhabitants living in a diverse collection of communities and neighborhoods. Their histories can be traced back to the mid- nineteenth century when the first farms and orchards, subdivisions, railroad and streetcar lines, and irrigation canals were established.

By the beginning of the twentieth century, Northeast Los Angeles was a major gateway to traffic moving between Central Los Angeles and distant regions to the east and north. It was also recognized throughout the emerging metropolis as the location of major recreational resources (Eastlake Park and the Los Angeles Zoo), the largest medical facility (General Hospital), one of the area's most important centers of higher learning (Occidental College), and the City's first museum, the Southwest Museum.

By the end of the Twentieth Century, these institutions largely remain and have been augmented by the Southwest Indian Museum, the University of Southern California Health Sciences Schools, and California State University at Los Angeles, as well as a major shopping center, The Eagle Rock Plaza. However, the area's prominence in the region has been diminished since World War II because of the tremendous exodus to growing suburbs fostered by freeway development and commercial and industrial decentralization that characterized development in Southern California.

The impact of freeway development on the Plan Area cannot be overemphasized. It has provided an efficient means for developing outlying areas and allowing the resulting traffic to bypass the older industrial and commercial corridors of Northeast Los Angeles. It also had the effect of dividing former neighborhoods and communities; altering established

transportation patterns; displacing established residential, commercial, and industrial uses; and encouraging development of incompatible land uses in and around major transportation corridors.

These major developments in Northeast Los Angeles have changed the arrangement of land uses and the relationship of the plan area with the rest of the expanding metropolis. However, within the plan area, the distinctiveness of neighborhoods and communities persists because they are separated by hills and watercourses and such man-made features as railroad tracks and freeways. Localized demographic, social, and economic factors have also varied over time. The characteristics of these communities and neighborhoods are presented in greater detail in the brief sketches that follow:

**Atwater Village** is in many respects the most isolated portion of Northeast Los Angeles with respect to the rest of the Plan area. It occupies a narrow strip of level land between two major barriers, the Los Angeles River on the west and railroad tracks on the east. The area is served by a single north-south artery, San Fernando Road, lying immediately to the east of the railroad tracks and generally corresponding to the border with the City of Glendale, which connects Atwater Village with the Glassell Park and Cypress Park portions of Northeast Los Angeles. It also is connected to Glassell Park by means of one of its east-west thoroughfares, Fletcher Drive. The other major east-west arteries, Colorado Boulevard, Los Feliz Boulevard and Glendale Boulevard link the City of Glendale and Atwater Village with the Silverlake-Echo Park and Hollywood Communities of Los Angeles.

There is minimal land use conflict in Atwater Village. It is almost fully-developed as a well-maintained residential area with most structures dating from the first half of this century and fronting on north-south streets that parallel the river and railroad tracks. Glendale Boulevard and Los Feliz Boulevard, are almost entirely lined by commercial uses, including a major shopping complex newly developed on the former site of the Franciscan Pottery Works. In contrast, San Fernando Road has both commercial and industrial uses, and Fletcher Drive contains a poorly differentiated mixture of commercial, industrial, residential, and institutional uses. The most northerly third of the community, generally north of Goodwin Avenue, is the most significant industrial area within Northeast Los Angeles; it includes the Los Angeles-Glendale Water Reclamation Plant. South of the industrial area, the lands immediately adjacent to the Los Angeles River are occupied by City support and maintenance facilities, an equestrian center and a public park.

**Cypress Park** is in some respects the best known and least known community in Northeast Los Angeles. The community lies north of the Pasadena Freeway and generally south of Division Street between Mt. Washington and the Los Angeles River. The rail lines and major thoroughfares, San Fernando Road and Figueroa Street, are traveled daily by commuters passing north and northeast. Cypress Park is the site of the largest railroad yard in the City, the largely-abandoned Taylor Yard, and is the site of the former Lawry's California Center, which was a major regional destination for dining and an international destination for tourist shopping. It also has a long history as a residential and small industrial community with

commercial activity almost exclusively serving the immediate neighborhoods scattered along Cypress Avenue, Figueroa Street, and San Fernando Road.

In recent years, the area has lost many of its major employers but has received considerable interest by investors because of the opportunities for redevelopment of the Lawry's site and the Taylor Yard, which has been largely abandoned for railroad usage. Considerable interest has also been raised concerning the recreational potential of the Los Angeles River frontage. There is also a need to resolve land use conflicts between industrial and residential uses that are the result of former zoning patterns.

**Eagle Rock** is located at the northern end of the Plan Area; it is generally bounded by Glendale on the west, the Verdugo Hills on the north, Pasadena on the east, and Highland Park and Glassell Park on the south. Initially the community was developed as a separate suburban city but was annexed to Los Angeles in 1923. The Ventura Freeway (State Route 134) traverses Eagle Rock to the north of the developed community, but south of the distinctive Verdugo Hills ridgeline and its steep upper south-facing slopes; there is convenient access to this freeway and the Glendale Freeway (State Route 2) that runs along the western boundary of the community. Eagle Rock is served by three major streets: Eagle Rock Boulevard running north-south through the center, Colorado Boulevard running east-west near the north, and Figueroa Street running north-south near the eastern edge; York Boulevard runs east-west near the southern border, but is tangential to Eagle Rock.

The community is distinguished by a number of landmarks of significant historical and architectural interest. The largest, and perhaps best known of these, is the campus of Occidental College, a nationally recognized liberal arts college, with its own master plan and many buildings designed by Myron Hunt. The Eagle Rock itself, a major granite monolith that is the subject of local Indian legend, is a City monument at the northeast corner of the community, near the Arroyo Seco and Rose Bowl in Pasadena. Historical monuments include the headquarters of the Greater Los Angeles Council on Deafness (originally occupied as a WCTU retirement home), the Sparkletts Water Plant near the southern boundary, and, on Colorado Boulevard, the Cultural Center (originally a Carnegie Library), and the City Hall building. Also on Colorado Boulevard is the architecturally important Women's 20<sup>th</sup> Century Club building. A rich variety of historic homes is distributed throughout the hilly terrain of Eagle Rock.

Commercial uses are situated primarily along the Eagle Rock Boulevard and Colorado Boulevard arterials, with the Eagle Rock Plaza located at the western end of the latter. A main center of the original City of Eagle Rock was at the corner of these two Boulevards, where the first bank and a transfer point for the old Red Car lines were located. Some of the early commercial buildings are still present here, offering a major opportunity for re-use and revitalization. A Specific Plan covers most of the Colorado Boulevard commercial corridor, and similar protection is under consideration for Eagle Rock Boulevard.

Development trends include preservation and rehabilitation of older single-family dwellings as well as of buildings of commercial and civic importance. Respect for the area's strong architectural heritage is found in the design of

many new buildings. Retaining open space, especially above the 134 freeway, and pleasant viewsheds are high priorities among residents, as is resistance to large multi-family and other out-of-scale development. Local citizens continue to play a prominent role in these efforts, and are deeply involved in stimulating business development that is both architecturally and economically attractive, so that it reflects and enhances Eagle Rock's distinguished history and character as a college town with civic pride.

***El Sereno*** is located in the southeast part of the Plan area adjacent to the cities of South Pasadena, Alhambra, and Monterey Park and City Terrace, an unincorporated community in Los Angeles County. The San Bernardino Freeway (I-10) generally corresponds to the southern boundary, and the Long Beach Freeway (I-710) and its proposed northerly extension to Pasadena parallels the eastern boundary. Huntington Drive, which formerly carried a major streetcar line is the principal commercial east-west corridor, and Eastern Avenue is the most prominent north-south commercial street. The historic railroad alignment along the Valley Boulevard/Alhambra Avenue corridor also serves as one of the major truck routes and industrial areas in the Plan Area. It also serves as a major alternate route for traffic avoiding congestion on the San Bernardino Freeway.

This industrial corridor is where some of the most intractable land use problems in Northeast Los Angeles are concentrated. These include incompatibilities between industrial, commercial, and residential uses; inadequacy of commercial development to support major residential communities; vacant industrial sites; and multiple deleterious effects of the at-grade railroad crossing near the intersection of Alhambra Avenue, Marianna Avenue, Eastern Avenue, and Valley Boulevard. Other land use issues include the need to revitalize existing commercial strips and conserve major open space resources on steep hillsides with limited access.

Although El Sereno was annexed to the City of Los Angeles in 1915, a number of neighborhoods have a strong sense of individual identity. These include Hillside Village, University Heights, and Emory Park, which extends into Alhambra, and the historic Short Line Villa area, which is on the National Registry. The largest land use in the area dates only from the late 1950's, when the campus of California State University at Los Angeles was relocated there from its original site on Vermont Avenue.

***Glassell Park*** is in many respects a complex corridor linking Cypress Park, Mt. Washington, Atwater Village, Highland Park, and Eagle Rock. It is primarily a residential and commercial area, with some industrial activity, located generally east of San Fernando Road along an axis formed by Eagle Rock Boulevard between Division Street and York Boulevard. Outlying neighborhoods extend up the northern slopes of Mt. Washington, along the Fletcher Drive corridor between San Fernando Road and Eagle Rock Boulevard, and in the Verdugo Road corridor between Eagle Rock Boulevard and the City of Glendale.

Land uses have evolved into a complex and troublesome mixture in some areas. Residential uses are often not buffered adequately from neighboring industrial and commercial uses. Some extremely large apartment complexes intrude into older, lower density residential areas. There are also inadequate neighborhood retail services to support the areas where several of the large

residential complexes, mostly built in the 1980's, are concentrated. Entertainment uses are almost non-existent.

In recent years, Glassell Park has increased its visibility and identity in Northeast Los Angeles. The Mount Washington/Glassell Park Specific Plan is widely known as the primary mechanism regulating development east of Verdugo Road and south of El Paso Drive. Moreover, the community has erected attractive monument signs in the median of Eagle Rock Boulevard to announce itself to passing motorists.

**Highland Park** is a community that developed in the latter part of the nineteenth century along the axis provided by the Arroyo Seco and Figueroa Street, the principal transportation route between downtown Los Angeles, South Pasadena, and Pasadena to the north and east. It extends from Mt. Washington to the City boundary on the north side of the Arroyo and from Montecito Heights and the Monterey Hills on the South. The historic nature of the community has many facets. Long-established Highland Park neighborhoods persist with their own identities such as Garvanza, Hermon, and Mt. Angelus, although they were annexed to the City of Los Angeles in the last years of the Nineteenth Century. Highland Park was the earliest artist colony in the emerging metropolis and a vibrant center of the Arts and Crafts movement in the early Twentieth Century. Highland Park was also one of the oldest streetcar suburbs in Los Angeles and is still traversed by a portion of what was Historic Route 66.

This history is represented by a rich architectural heritage. It includes a well-developed low-rise commercial strip on Figueroa Boulevard, south of York Boulevard. Less continuously developed commercial strips are found on York Boulevard west of Avenue 64 and, to a lesser extent, on Monte Vista Street. The preponderance of the housing stock consists of Craftsman and numerous revival styles, which were popular in the early part of the Twentieth Century.

The architectural resources have been threatened by the effects of time as well as by demolition for the construction of apartment houses during several separate periods since the 1950's. These encroachments were distributed haphazardly because of overly permissive zoning, and were responsible for drastically altering the aesthetic quality of many neighborhoods. The most recent problems of encroachment were exacerbated by the unadorned, boxy design of the buildings, their lack of amenities, and cheap construction.

Dissatisfaction with the character and effects of this type of speculative development lead to the creation of the Highland Park Heritage Trust in 1981 and the enactment of the Highland Park Preservation Overlay Zone in 1994.

A light rail system to link Los Angeles and Pasadena adjacent to the historic Figueroa Street Corridor has been proposed and designed. Planned station stops in Highland Park are seen as an opportunity to spur commercial revitalization and rehabilitation of residential structures. A specific plan is being prepared to regulate development near the station stops and guide development so that the mistakes of the recent past are not repeated.

**Lincoln Heights and Montecito Heights** are located east of the Los Angeles River and south of the Arroyo Seco. They contain the oldest traces of urban development in Northeast Los Angeles, dating from the 1870's. This is a result of the proximity of these communities to the center of Los Angeles. They were, in fact, within the original pueblo. The northeast corner of the pueblo lands is located in the steep hills that characterize Montecito Heights to the west of Monterey Road. Lincoln Heights and Montecito Heights are generally separated from El Sereno and Monterey Hills to the east by Soto Street, Mission Road, and Monterey Road and from Highland Park to the north by the Debs Regional Park. It is an area that is generally bypassed by most regional non-freeway traffic, except on its southern boundary along Mission Road and Valley Boulevard.

The major land use issues in Lincoln Heights and Montecito Heights are found principally on the level areas adjacent to the historic transportation corridors. Thoroughfares such as North Main Street, North Broadway, Avenue 20, and Avenue 26 are characterized by incompatibilities among land uses and some major pockets of deterioration. These present major challenges to policy-makers to direct resources in a manner that promotes revitalization and yet preserves the historic resources that give the area so much of its distinctive character.

Three areas within Lincoln Heights provide unique challenges and opportunities for revitalization efforts. The North Broadway commercial corridor has suffered from high vacancy rates and rapid turnover. The large area centered on the County-USC Medical Center and USC Health Science Campus is in the midst of redevelopment owing to the impending replacement of County Hospital and other obsolete or seismically unsafe structures. Finally, an active artist-in-residence community that is principally housed in the historic Eastside Brewery complex offers an unparalleled opportunity in Northeast Los Angeles for development of a Commercial and Artcraft District.

In purely residential areas, at greater distances from the main streets, the challenge is similar, i.e. preserving the best of the past residential character while permitting rehabilitation and new construction to accommodate the future needs of the community. Farther up the steep hillsides, there is a tension between the desirability of maintaining the open space and views that are a major community resource against the pressure for permitting some low density development in these areas of difficult access and variable geologic stability. These areas are also burdened by obsolete subdivisions and clouded titles.

**Monterey Hills** is the only example of a planned residential community in Northeast Los Angeles. It is located in a portion of the high hills lying east of Monterey Road that separate El Sereno to the south from the City of South Pasadena to the north and east. The community consists almost entirely of a project area under the authority of the Community Redevelopment Agency, which began assembly of the largely undeveloped parcels in 1973 in accordance with a redevelopment plan adopted by the City Council in 1977. To date more than 1,200 multiple-family units have been constructed in sixteen different buildings featuring abundant landscaping, active and passive recreational areas, and security. The project area boundaries also encompass some other single-and multiple-residential buildings and a small shopping center.



As a completely planned and recently constructed project, Monterey Hills does not suffer from the inappropriate juxtapositions of uses, visual blight, and illegal construction that plague so much of Northeast Los Angeles. However, the residents are isolated from supporting services and public transportation.

**Mount Washington** is residential enclave located east of Cypress Park, north and west of Figueroa Street and Marmion Way, west of Avenue 50 and south of El Paso Drive. It is characterized by steep canyons and narrow ridges, in which cabins began to be built near the end of the Nineteenth Century. The area has since been developed incrementally with single-family houses served by narrow, winding streets. In recent years, the threat of construction of a housing tract with numerous extremely large houses resulted in the enactment of a specific plan to regulate development to preserve more of the rustic ambience and viewsheds that have been major attributes of the community.

Mt. Washington residents are not served by adjacent or readily accessible commercial or institutional uses, except for an elementary school. Near its crest, however, is the international headquarters and monastery for the Self Realization Fellowship, a religious organization that dates from the 1920's. It occupies the buildings and grounds of a former resort hotel, built near the turn of the century and connected to the base of the hill by a funicular railroad, which has long been dismantled.

## **COMMUNITY PARTICIPATION**

The Los Angeles City Council adopted a resolution on February 5, 1988, which provided for the creation of Community Plan Advisory Committees (CPAC). This resolution ensured citizen involvement in the Community Plan Revision process.

The Northeast Los Angeles CPAC was established in an advisory capacity and has made recommendations regarding changes needed in the community. By creating an active open forum, citizens have been able to voice their concerns as well as contribute to creative planning solutions for their community.

The CPAC has provided an invaluable resource to the Community Planning process by:

- Providing an ongoing active and open forum for discussion;
- Reviewing data and proposals generated by Planning Department staff;
- Providing information and insights concerning the needs, desires, resources, and unique character of each of the distinctive neighborhoods in the community;
- Informing residents, property owners, and business operators about the planning process;
- Taking positions on pending planning issues and development proposals to inform the legislative process.

- C Encouraging community participation in the planning process.
- C Building support for approval of the plan and its implementation.

The Northeast Community Plan has also benefitted from an extensive public outreach program. Staff conducted numerous neighborhood meetings to present land use and zoning proposals, explain their potential impact, and receive comments from the participants.

Upon preparation and approval of the Community Plan or any amendments thereto by the City Planning Commission, the approved changes are presented by the Director of Planning, together with the Commission's report and recommendations, to the Mayor and the City Council for adoption.

## COMMUNITY PROFILE

The following charts and tables were compiled from a variety of sources. Population projections were derived from a disaggregated regional population forecast and are higher than the reasonably expected population from the land use recommendations in this plan.

## COMMUNITY ISSUES AND OPPORTUNITIES

The following land use planning issues and opportunities have been identified in the Northeast Los Angeles Community Plan area. They form the basis for the policies and programs listed in Chapter III.

### GENERAL

Preservation and enhancement of the character of Northeast Los Angeles by strengthening the viability and identity of its neighborhoods and communities and improving the quality of life for all its residents.

#### Issues

- C Incompatibilities among types of land uses and scale of development that detract from established neighborhood or community character.
- C Lack of features providing community and neighborhood identification and cohesion.
- C Unsightliness of and lack of amenities and public access to areas adjacent to the Los Angeles River, Arroyo Seco, and other flood control channels.
- C Destruction and deterioration of community resources, including scenic views and viewsheds, open space, open space corridors, and historic structures.
- C Major impact of potential development near proposed light rail stations.

- C Unsightly and generally outdated infrastructure especially utility poles, lines, and appurtenances, which line most thoroughfares.
- C Lack of effective enforcement of government regulations pertaining to construction, land use, and signage.

**Opportunities**

- C Revising land use and zoning patterns to minimize incompatibilities and reinforce the character of neighborhoods and communities through community-based design standards.
- C Development of community-based design standards and promotion of features to reinforce the unique identities of neighborhoods and communities.
- C Preservation of open space and open space corridors, and enhancement of greenways amenities and public access, particularly in hillside areas and near flood control channels.
- C Development of measures to require that hillside development be of low density, appropriate in scale, and minimally disruptive of the natural terrain.
- C Development of regulations and incentives to preserve historic and architecturally important structures, context elements, and neighborhoods.
- C Potential for specific plans or other zoning actions to limit density and intensity of development, encourage compatible uses and services, and enhance visual character near light rail station stops and major development sites.
- C Developing guidelines and schedules for upgrading or removing unsightly infrastructure facilities, e.g. utility poles.
- C Encouraging inter-agency cooperation to improve code enforcement.

**RESIDENTIAL**

Preservation and enhancement of the positive characteristics of residential neighborhoods while providing a variety of compatible new housing opportunities.

**Issues**

- C Encroachment of incompatible uses and inappropriately-scaled development into single-family and low density neighborhoods.
- C Impacts on residential neighborhoods from adjacent commercial and industrial activity, including, building signs and billboards, traffic, parking, and noise.
- C Development exceeding infrastructure and service capabilities, particularly in hillside areas.

- C Displacement and threat of displacement of residents because of acquisition of land for new development.
- C Deterioration of housing stock, including historic residences and other architecturally significant structures through neglect or inappropriate remodeling.
- C Imbalance in quality of housing stock.
- C Recent construction that is out of scale and of poor quality in design, construction, and maintenance.
- C Inadequacy of senior housing.
- C Lack of open space buffering or landscaping in and near apartment projects.
- C Rising cost of housing.
- C Illegal and unsafe housing units through conversion of commercial spaces, residences, and garages and new construction without building permits.
- C Overcrowded apartment units.

### **Opportunities**

- C Undertaking planning and zoning actions to minimize encroachments of commercial, industrial, and multiple-residential uses into single-family residential areas.
- C Undertaking planning and zoning actions to minimize incompatibilities between residential uses and commercial or industrial use.
- C Identification of areas most suitable for multiple-family development based on adequacy of infrastructure; services, especially schools; and employment, as well as neighborhood character.
- C Development and implementation of regulations and incentives to promote identification and preservation of historically or architecturally significant structures.
- C Identification, preservation, and rehabilitation of historic residences.
- C Capitalizing on access and proximity to employment as an inducement for residential development.
- C Protecting public safety, health, and welfare by improving enforcement of building and zoning codes.
- C Strategically targeting sites for appropriate low density hillside development.

- C Exploring potential for compatible residential and mixed use development along commercial corridors.
- C Clustering projects on undeveloped or underdeveloped land.
- C Potential for appropriately-scaled new housing in proximity to new transit facilities.

## COMMERCIAL

Improving the function, design, and economic vitality of commercial areas

### Issues

- C Incompatibility between some commercial uses and nearby single-family and low-density residential or industrial uses.
- C Inadequacy of some commercial areas for serving demand from adjacent residential or institutional neighborhoods.
- C Overlong or discontinuous commercial strips, interrupted by multiple-family residential uses, and lacking complementary uses or cohesive design.
- C Lack of overall parking and access within commercial areas because of such physical constraints as shallow commercial depths or lack of curbside parking.
- C Unsightliness of new construction because of the lack of landscaping, architectural character and scale.
- C Absence of features that express and strengthen community identity.
- C Sign clutter.

### Opportunities

- C Undertaking planning and zoning actions to minimize conflicts and increase compatibility of commercial areas with nearby residential, industrial, and institutional uses.
- C Undertaking planning and zoning actions to increase complimentary uses, cohesiveness and vitality of commercial areas, incorporating such features as pedestrian-friendly shopping areas, improved parking and access, and ground-floor retail activity.
- C Implementing community-based design standards for new construction and supporting efforts for preserving and rehabilitating historic commercial structures.
- C Supporting and publicizing efforts to incorporate features to identify individual commercial areas.
- C Advocacy of stronger sign enforcement.

- C Support for efforts to preserve and rehabilitate commercial historic structures.
- C Complement any unique existing development/uses to reinforce desirable design characteristics and uses to enhance community and neighborhood identity.
- C Establish appropriate transitions between commercial and adjoining uses, especially residential.
- C Create pedestrian-friendly shopping areas by incorporating street trees, benches, convenient parking/ access, and maintaining retail frontage at ground level.
- C Develop and implement regulations and incentives to reduce visual blight including open storage and sign clutter adjacent to residential neighborhoods and in neighborhood-serving commercial areas.

## **INDUSTRIAL**

Promote the effective use of existing industrial land while minimizing undesirable impacts on surrounding properties

### **Issues**

- C Incompatibility of industrial uses with nearby residential, commercial, or institutional uses.
- C Fragmented land ownership patterns or access problems that limit effective use of industrially-zoned land.
- C The cost of abating soil contamination or underground tanks prior to expansion or redevelopment of industrial sites.

### **Opportunities**

- C Undertaking planning and zoning actions to ensure that industrial uses maximize opportunities for off-street parking and buffering with walls and landscaped setbacks to minimize conflicts with other nearby land uses.
- C Undertaking planning and zoning actions to ensure that industrial parcels are adequate in size and appropriately located with respect to infrastructure and services.
- C Identifying areas with soil contamination and underground storage tank problems and promoting abatement programs.

## **CIRCULATION**

Increase the compatibility of the transportation needs of the residents, employees, students, and business operators in Northeast Los Angeles with the users of cross-district streets, freeways, and rail lines.

### **Issues**

- C Competition for priority between cross-community and local need for streets.
- C Impacts of major infrastructure projects, i.e. potential I-710 Freeway extension, Los Angeles-Pasadena Blue Line extension, and Burbank-Glendale-Los Angeles Light Rail Transit Line.
- C Major traffic bottlenecks and rail/ surface street conflicts.
- C Underused and poorly integrated systems of non-motorized traffic.

### **Opportunities**

- C Undertaking planning and zoning actions to maximize compatibility between the circulation system and demands upon it.
- C Application of specific plans and other zoning tools to maximize community benefit and minimize adverse impacts in proximity to planned transit stops.
- C Supporting efforts to alleviate major bottlenecks and selected grade separations to alleviate congestion and improve safety.
- C Supporting efforts to enhance pedestrian-friendly environments in and around neighborhood commercial areas and major institutional and recreational activity areas.
- C Supporting improved linkages for bikeways, hiking trails, and equestrian trails.

# Chapter II

## FUNCTION OF THE COMMUNITY PLAN

### INTRODUCTION

A Community Plan is an integral part of the General Plan, the fundamental policy document of the City of Los Angeles. The General Plan defines the framework by which the City's physical and economic resources are to be managed and utilized over time. Decisions by the City are all guided by the Plan with regard to the intended use of its land, design and character of buildings and open spaces, conservation of existing housing stock and provision of new housing, provision of supporting infrastructure and public and human services, protection of environmental resources, and protection of residents from natural and man-caused hazards.

The General Plan clarifies and articulates the City's intentions with respect to the rights and expectations of the general public, property owners, prospective investors, and business interests.

### STATUTORY REQUIREMENTS

California State law (Government Code Section 65300) requires that each city prepare and adopt a comprehensive, long-term general plan for its development. It must contain seven elements: land use, circulation, housing, conservation, open space, noise, and safety.

In fulfillment of the State's requirements, the City's General Plan contains a Framework Element that establishes overall planning policy. It also contains citywide elements for all of the required topics, except land use. Other optional Citywide elements include such topics as Service Systems and Air Quality. The thirty-six Community Plans comprise the Land Use Element and contain policy and standards for each geographically distinct area.

The Land Use Element has the broadest scope of the General Plan elements required by the State. Since it regulates how land is to be utilized, many of the issues and policies contained in all other plan elements are impacted and/or have an impact on this element. California Law requires that the Circulation Element be correlated with the Land Use Element and zoning.

Government Code Section 65302(a) requires that land use elements designate the proposed general distribution and general location and extent of uses of the land for housing; business and industry; open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty; education; public buildings and grounds; solid and liquid waste disposal facilities; and other categories of public and private uses of land. The land use element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan.



The Land Use Element addresses other elements of the General Plan and is internally consistent with the Citywide Elements of the General Plan. Such Citywide Elements are the primary policy documents except where unique needs and requirements of a community are called out in its Community Plan.

## **ROLE OF THE COMMUNITY PLAN**

Community Plans guide public agencies, the general public, property owners, prospective investors, business interests, and community-based organizations regarding the community's goals, policies, and development standards, as established by the City Planning Commission and the City Council. The Plan thus communicates what is expected of both the public and private sectors to meet its objectives.

Community Plans are intended to promote an arrangement of land uses, streets, and services that will encourage and contribute to the economic, social and physical health, safety, welfare, and convenience of the people who live and work in the community. The plans are also intended to guide development in order to create a healthful and pleasant environment. These plans feature goals, objectives, policies, and programs to meet the existing and future needs and desires of the community. The plans are intended to coordinate development among the various areas of the City of Los Angeles and adjacent municipalities in a fashion both beneficial and desirable to the residents of their communities and compatible with infrastructure and service levels.

Community Plans ensure that sufficient land is designated to provide for the housing, commercial, employment, educational, recreational, cultural, social, and aesthetic needs of the residents of the plan area. The Plan identifies and provides for the maintenance and protection of significant environmental resources within the Plan Area. The Plan also seeks to recognize and enhance neighborhoods and communities within the Plan Area.

## **PURPOSE OF THE COMMUNITY PLAN**

The Northeast Los Angeles Community Plan was completed in 1979. Since that time, considerable growth has occurred, new issues have emerged, and new community objectives regarding the management of new development and community preservation have evolved. Consequently, it is necessary to update the Community Plan to not only reflect changed conditions, but to accurately reflect the prevailing visions and objectives of the area's residents, property owners, and business operators.

This revised Community Plan has been developed in the context of promoting a vision of the Northeast Los Angeles area that looks at its past with pride and approaches its future with confidence, while maintaining the individual identity of its neighborhoods and communities.

Accordingly, this comprehensive community plan revision has the following purposes:

- C Preserving and enhancing the positive characteristics of existing residential neighborhoods while providing a variety of compatible new housing opportunities.
- C Improving the function, design, and economic vitality of the commercial districts.
- C Preserving and enhancing the positive characteristics of existing uses and ensuring that future developments improve the identity and appearance of neighborhoods and communities by providing guidance regarding scale, height, bulk, setbacks, design, and landscaping.
- C Regulating the development opportunities associated with the future rail transit system to maximize the economic potential while minimizing any adverse impacts.
- C Revitalizing commercial and industrial development sites with needed job producing uses that improve the economic and physical condition of the Northeast Los Angeles Community Plan Area.

## **ORGANIZATION, CONTENT AND IMPLEMENTATION OF THE COMMUNITY PLAN**

The Northeast Los Angeles Community Plan consists of this text and the accompanying map. The Community Plan text states the goals, objectives, policies, and programs to address identified issues. The Community Plan Map, footnotes and legend outline the arrangement and intensities of land uses, the street system, and the locations and characteristics of public service facilities.

This Plan sets forth goals, objectives, policies, and programs that pertain to Northeast Los Angeles. These reflect the broader issues, goals, objectives, and policies provided by the Citywide General Plan Framework Element.

The Plan is organized and formatted to facilitate periodic updates. The State recommends that the entire plan be comprehensively reviewed every five years to reflect new conditions, local attitudes, and technological advances.

The principal method for the implementation of the Land Use Map is the companion zoning actions. The City's Zoning Map must be updated to remain consistent with the adopted Land Use Map. Together, the land use and zoning will identify specific types of land uses, as well as intensity of use and development standards applicable to specific areas and parcels of land within the community.

Special zoning ordinances are also used as plan implementation tools to provide detailed development controls in areas with unique attributes, problems, or resources. Currently, portions of Northeast Los Angeles are regulated by the Colorado Boulevard Specific Plan and the Mount Washington/Glassell Park Specific Plan, as well as the Highland Park Historic Preservation Overlay Zone. It is anticipated that implementation of this Plan will involve, in part, a Pedestrian-Oriented District in Atwater Village

and a specific plan in the Marmion Way Corridor Transit Area in Highland Park. There will also be a series of Community Design Overlay Districts in different parts of the plan area. For example, one in Lincoln Heights will assist historic preservation and commercial revitalization efforts.

It is of critical importance to plan implementation efforts that the document is disseminated as widely as possible to public agencies, property and business interests, community-based organizations, and the general public.

## RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

The Citywide General Plan Framework Element is the umbrella concept of the General Plan which will provide the overall guiding vision for Los Angeles into the 21st Century. It is based on preserving single-family and low-density neighborhoods. This is achieved by a directed growth strategy which targets residential and commercial growth to boulevards and corridors and community focal points and high activity centers where there is a closer relationship with available infrastructure. It also creates conservancy areas where existing density is preserved. This dual strategy expands the Centers concept, which was adopted by the City Council in 1974 as the City's long-range development strategy.

The proposed General Plan Framework Element forecasts the following population, housing, and employment levels for the Northeast Community Plan for the year 2010:

<i>Population (2010) projection:</i>	<i>298,084</i>
<i>Employment (2010) projection:</i>	<i>85,829</i>
<i>Housing (2010) projection:</i>	<i>89,118</i>
<i>Multiple-Family:</i>	<i>47,586</i>
<i>Single-Family:</i>	<i>41,532</i>

The above population, employment, and housing projections are provided as reference during the Community Plan revision. It needs to be recognized, however, that these figures are only best estimates and are derived from regional data that were disaggregated to the City and then the community level. Population, jobs, and housing could grow more quickly, or slowly, than anticipated depending on economic trends. City-wide forecasts do not always reflect the adopted community plan land use capacity or buildout estimated from planned land use. Plan capacity or buildout is also an imprecise estimate and depends on specific assumptions about future density of development and household size, which may be more or less, than actually occur. It should also be noted that the community plan population and housing capacity under a reasonable build-out scenario, is 268,000 and 79,000, respectively. This does not include housing in commercial districts.

In addition to the seven State-mandated elements, the City's General Plan includes a Service System Element, a Cultural Element, a Major Public Facilities Element, a Safety Element and an Air Quality Element. All the

provisions and requirements of these General Plan elements apply to the Northeast Los Angeles Community Plan.

## **PLAN CONSISTENCY**

The City of Los Angeles has the responsibility to maintain and implement the City's General Plan. Since State law requires that the General Plan have internal consistency, the Northeast Los Angeles Community Plan must be consistent with the other elements and components of the General Plan.

Each land use category in the Plan reflects the land use designations in the General Plan Framework Element. Each category also references corresponding zones, which in some cases are further restricted by the text, footnotes, adopted Specific Plans, or other specific limitations on discretionary approvals. The Plan recognizes that achieving the full residential densities and the commercial and industrial intensities depicted on the Plan map will not occur because of constraints imposed by inadequate infrastructure and services and economic trends.

For each plan category, the plan permits all identified corresponding zones, as well as those zones which are more restrictive, as referenced in Section 12.23 of the Los Angeles Municipal Code. Any subsequent action that modifies the plan or any monitoring review that results in changes to the plan must be based on consistency findings at the time of the decision.

City actions on most discretionary projects require a finding that the action is consistent or in conformance with the General Plan. In addition to this required general finding, decision-makers acting on projects in the Northeast Los Angeles Community Plan Area shall refer to the applicable policies and programs in Chapter III of this Plan. To further substantiate the consistency findings, decision-makers may cite other portions of this plan which would be furthered by the proposed project. In addition, Chapter V of the Plan requires decision-makers to make a finding of conformance with applicable design standards for discretionary projects.

## **PLAN MONITORING**

The Plan has a land use capacity greater than the development likely to occur during the Plan period, and thus does not directly protect the Plan Area against the prospect that population might exceed the capacities and resources of infrastructure facilities and services, or of the local employment base.

The Framework Element of the City of Los Angeles General Plan commits the Department of City Planning to develop a monitoring system and prepare an annual report on growth and infrastructure for public officials, including the City Planning Commission, Mayor, and City Council. Copies will also be provided to the Community Plan Advisory Committee. These reports will be used to gauge the appropriateness of projected growth levels and provide for their modification, as well as to guide future capital investment and development decisions.

In the third year following the plan adoption (and every three years thereafter), the Director shall report to the Commission on the present and expected relationships among population, infrastructure, employment, housing, and plan capacity. If population has exceeded, or is in danger of exceeding within

the next five years, the present or projected infrastructure or employment capacities, a revised environmental analysis shall be prepared by the Department, and appropriate reductions in planned population density and residential capacity shall be recommended by the Community Planning Division. Further, the recommendations shall specify the existing or projected infrastructure and employment deficiencies, with recommendations for remedying them, as appropriate.

Such action shall include enactment of temporary legislation limiting certain types of growth-inducing development, establishing discretionary review with required public hearing for projects that would contribute to additional growth, revising the environmental analysis used for preparation of this Plan, and amending the Plan to reflect the unanticipated development and serve as the basis for permitting future development.

This requires that standards for adequacy of infrastructure and services must be established and published as part of the environmental review process for the plan along with margins of safety. Three categories of adequacy for facilities and services are:

- C Essential: required to maintain fundamental community integrity and health, i.e. water and energy supply, solid waste and wastewater disposal, health services
- C Vital: required to provide for the general safety and civil order, i.e. police and fire protection, schools.
- C Civilizing: necessary for maintaining communal welfare and quality of life, i.e. libraries, recreational areas, open space, cultural resource.

This Plan has been prepared to depict appropriate long-term land uses on the basis of information and policies at the time of adoption. The Plan takes cognizance of the 2010 SCAG population, employment, and housing forecasts. However, the Plan Map depicts residential densities and commercial and industrial intensities designed to limit development because of existing shortfalls in needed infrastructure and services and anticipated delays in providing them.

# Chapter III

## LAND USE POLICIES AND PROGRAMS

### INTRODUCTION

Land use patterns in the Northeast Los Angeles Community Plan area have been extensively reviewed in the preparation of this Plan. It is the intention of the Plan to address, to the extent that a land-use plan is able to do so, a variety of important civic problems that have evolved in the Northeast during the last two decades and more. Many Northeast neighborhoods are at critical stages: the Plan area is an historic and strategically located part of the City, with a long single-family residential tradition that gives it many relatively old, often distinctive structures in neighborhoods that could either deteriorate rapidly through neglect as the community continues to age, or be attentively re-invigorated through careful planning, taking advantage of its strengths and counteracting the sources of decay. The Plan adopts the latter stance, and looks unequivocally toward neighborhood renovation.

A comprehensive land use plan was first adopted for Northeast Los Angeles in 1979, after more than a century of land development activity. The 1979 plan attempted to minimize future conflicts between incompatible land uses, provide support for programs to improve the area, and reduce residential density. Density rollbacks were accomplished by adjusting land use recommendations downward to better reflect prevailing densities by introducing the Low Medium I and II residential land use categories (corresponding to the RD1.5 and more restrictive zones) in areas that had previously been zoned R3 and R4; and introducing Very Low and Minimum designations to the steepest and least accessible hillside areas. Zoning actions served to implement the Plan in the 1980's through the City-wide Land Use/Zoning Consistency Program. Other major actions to implement the Plan included adoption of the Colorado Boulevard Specific Plan, the Mount Washington /Glassell Park Specific Plan, and the Highland Park Preservation Overlay Zone.

Revision of the 1979 plan is necessary to further reduce residential densities in response to changing situations and priorities. Residential land use designations established by the 1979 plan permitted flexibility in the siting of multiple-residential projects but provided for growth far in excess of the capacity necessary to accommodate the growth in population that has occurred or that could be accommodated by the infrastructure and services existing to date. Moreover, public investment necessary to provide supporting infrastructure and services has been drastically reduced since 1978, as a result of Proposition 13, which limited property tax increases throughout California. If population were to grow beyond projected levels without needed infrastructure and services to support it, the adverse consequences for quality of life and livability in Northeast Los Angeles could be very serious.

The quality of life and stability of neighborhoods throughout Northeast Los Angeles critically depends on providing infrastructure resources, such as police and fire protection, water, parks, greenways, libraries, schools,

hospitals, and a transportation system, commensurate with the needs of its population. If population growth occurs faster than projected and without needed investment in improvements to keep pace with that growth, the consequences for livability within Northeast Los Angeles could be very serious.

Accordingly, the proposed Plan has three fundamental premises. First, is limiting residential densities in various neighborhoods to the prevailing density of development in these neighborhoods. Second, is the monitoring of population growth and infrastructure improvements through the City's *Annual Report on Growth and Infrastructure* with a report to the City Planning Commission every three years on the Northeast Los Angeles District following Plan adoption. Third, if this monitoring finds that population in the Plan area is occurring faster than projected; and that infrastructure resource capacities are threatened or exceeded, particularly critical resources such as water and sewerage; and that there is not a clear commitment to begin the necessary improvements within twelve months; then Plan amendments must be developed to reduce the potential for residential development, with building controls put into effect until the District Plan and corresponding zoning are revised.

Consideration must also be given to other changes that have occurred during the past twenty years. Commercial areas have struggled to prosper in the face of competition from new shopping centers and revitalized commercial areas in nearby jurisdictions. Major industrial properties have been abandoned or recycled. Development plans for major institutional uses, notably California State University at Los Angeles, Los Angeles County/USC Medical Center, and Occidental College have changed. The need to review the adequacy of existing infrastructure and services is obvious in response to reduced expenditure in the face of greater demand. There have also been major changes affecting circulation patterns and innovations in traffic management. Finally, the Framework Element of the General Plan was adopted in 1996, which introduces new principles and concepts to guide planning practice throughout the City, and new zoning tools have been devised to implement the Community Plans by promoting improved design, encouraging adaptive re-use and mixed use, and abating nuisance uses.

Among the signal advantages of the Northeast are a distinguished architectural heritage; a persistent – even stubborn – sense of neighborhood character and identity in the various distinct community areas, most of which have their own active neighborhood and homeowners organizations; and an especially advantageous location between downtown Los Angeles and a number of neighboring communities, particularly cosmopolitan Pasadena and the financial and commercial centers located in Glendale. The area is topographically complex and visually interesting, with an abundance of hills and valleys. Nearly everywhere one finds splendid views of the San Gabriel Mountains and its foothills rising to the north.

The primary problems that must be squarely addressed are the cumulating effects of an aging housing and building stock; a recent history of unfocused, opportunistic and often insensitive development; and an aged and increasingly fragile infrastructure, including already - inadequate public services such as police protection, schools, parks and recreation centers, and libraries. These conditions and their effects on the local quality of life, for a quarter of a

million people, require highly localized attention, including vigorous local participation in the planning and development review processes, as is recognized in the following Goals, Objectives, Policies, and Programs.

When taken together these measures should establish a balanced pattern of future land uses that provides a safe, healthy, convenient, and aesthetically rewarding residential and working environment, that is economically vigorous and as self-sufficient as possible; that is supported by reliable and fully adequate infrastructure and public services; that takes full advantage of the Northeast's strategic location; and that is designed to preserve and renew the local foundations of civic pride and neighborhood identity throughout the area, directly engaging members of the local community in the planning and development review processes.

## **RESIDENTIAL**

Residential land use is by far the predominant use designated in the Northeast Los Angeles Plan area. The existing pattern is characterized by single-family homes in hillside areas and a mixture of single and multiple-residential dwellings on level lots. Sloping terrain is obviously more challenging for developers of multiple-family residential properties. Also multiple-residential neighborhoods need the support that is possible from proximity to transportation systems, public services, and commercial districts that are predominantly in transportation corridors. Such practical considerations are reinforced by the historic zoning pattern, which has largely reserved hillside areas for single-family homes while providing for an unrealistically large capacity for multiple-residential construction elsewhere.

Fortunately, this capacity has never been exploited as fully as it might have been. Extensive hillside areas remain unbuilt because they were subdivided at a time when no infrastructure improvements or access was required or provided for and where, because of the passage of time, titles have become clouded. There are stable single-family neighborhoods in areas that have been zoned for multiple-family uses since the first zoning maps were drawn more than 70 years ago. However, it is very common for neighborhoods in areas of less relief to consist in varying degrees, of both single- and multiple-family residential structures, often of varying ages, scales, and architectural styles. In fact, this visual diversity is a major feature of most residential neighborhoods in Northeast Los Angeles because development has typically been incremental in contrast to more recently developed communities, where large tracts have been built over a limited period.

Since the early 1990's, there has been little pressure for multiple-family construction because of a major economic downturn. However, there was considerable development activity through the late 1980's that resulted in the construction of large apartment houses, many of which were out of scale with existing development, overtaxed underfunded infrastructure and service systems, and eroded neighborhood character. This resulted in the enactment of an Interim Plan Revision Ordinance in 1990 that has largely constrained by-right housing developments to the RD2 zone density (1 unit for each 2000 square feet of lot area) and imposed additional development standards regarding height, setbacks, massing, and the number of lots that can be assembled. Project permits obtained pursuant to the Interim Plan Revision Ordinance must address issues of compatibility for projects not built in accordance with the standards contained in the ordinance.



This plan attempts to more firmly establish and refine the provisions of the Interim Plan Revision Ordinance. The guiding principle for the land use and zoning recommendations contained in the plan is to constrain future residential development to the densities that have already occurred in the neighborhoods throughout Northeast Los Angeles. This should allow for a reasonable accommodation of expected population growth while protecting existing neighborhoods from incompatible intrusions, overwhelmed infrastructure and services, and traffic congestion. The plan increases the acreage for single-family residential development while providing for multiple-family development in locations where it can best be supported by infrastructure and services and will enhance rather than detract from commercial revitalization efforts. It also establishes design criteria to improve the visual character of those neighborhoods where further development occurs and reinforces protections afforded by the Mount Washington/Glassell Park Specific Plan and the Highland Park Historic Preservation Overlay Zone.

The Plan designates residential land use densities as indicated in Table I. The table depicts the reasonable expected population and dwelling unit count for the year 2010, using the mid-point of the range for the dwelling units per net acre category. The midpoint represents a reasonable factor to use, as new development within each land use category is not likely to occur at one or the other extreme of the range but rather throughout the entire range.

## PLAN POPULATION AND DWELLING UNIT CAPACITY

Residential Land Use Category	Dwelling Units Per Net Acre Midpoint	Number of Dwelling Units	Net Acres	Persons Per Dwelling Unit (2010)	Reasonable Exp. Population (2010)
<b>Minimum</b>	.5 (0 to 1)	98	197	3.49	343
<b>Very Low</b>	2 (1+ to 4)	1,136	455	3.49	3,966
<b>Low</b>	6.5 (4+ to 9)	35,107	5,401	3.49	122,523
<b>Low Medium I</b>	13.5 (9+ to 18)	6,953	515	3.51	24,407
<b>Low Medium II</b>	23.5 (18+ to 29)	29,712	1,264	3.51	104,290
<b>Medium</b>	42 (29+ to 55)	3,545	84	3.51	12,444,
<b>High Medium</b>	82 (55+ to 109)	- 0 -	- 0 -	3.51	- 0 -
<b>TOTALS</b>		<b>76,551</b>	<b>7,916</b>		<b>267,973</b>

**GOAL 1**

***A SAFE, SECURE, AND ATTRACTIVE RESIDENTIAL ENVIRONMENT FOR ALL ECONOMIC, AGE, AND ETHNIC SEGMENTS OF THE COMMUNITY.***

**Objective 1-1**

To preserve and enhance existing residential neighborhoods.

## Policies

- 1-1.1 Protect existing stable single-family and other lower density residential neighborhoods from encroachment by higher density residential and other uses that are incompatible as to scale and character or would otherwise diminish the quality of life.

**Program:** The Plan map identifies areas where only single-family residential development is permitted; it protects these areas from encroachment by designating, where appropriate, transitional Low Medium multiple-residential and mixed-use buffers and height district limitations.

- 1-1.2 Promote neighborhood preservation, particularly in existing single-family neighborhoods, as well as in areas with existing multiple-family residences.

**Program:** The City Planning Department should coordinate effectively with implementing agencies to publicize and encourage participation in housing rehabilitation programs operating in targeted areas of Northeast Los Angeles. Current programs include:

- C Neighborhood Recovery Program, administered by the City Housing Department, to identify programs and organize City services including rehabilitation loans and home ownership programs.
- C Neighborhood Preservation Program, administered by the City Housing Department, to provide funding for rehabilitation of single-family and multiple-family residences.

## Objective 1-2

To allocate land for new housing to accommodate a growth of population that is consistent with and promotes the health, safety, welfare, convenience, and pleasant environment of those who live and work in the community based on adequate infrastructure and government services, especially schools.

## Policies

- 1-2.1 Designate specific areas to provide for adequate residential development to accommodate anticipated increases in population while maintaining a balance between single-family and multiple-family uses.

**Program:** The Plan Map identifies most privately-owned undeveloped areas as suitable for development as single-family or lower density multiple-family residences only.

**Program:** The City Planning Department should continue to assist the City Housing Department to identify vacant or underutilized City-owned properties that have potential for development for affordable housing.

**Program:** The Plan Map identifies specific areas where multi-family residential development is permitted within accessible areas where

prevailing densities would ensure compatibility with existing development and where infrastructure and public services are adequate.

- 1-2.2 Locate higher residential densities near commercial and institutional centers, light rail transit stations, and major bus routes to encourage pedestrian activity and use of public transportation, providing that infrastructure, public service facilities, utilities, and topography will fully accommodate this development.

**Program:** The Plan Map generally retains the highest density land use designations near major transportation arteries, commercial centers, and major institutional uses.

- 1-2.3 Encourage mixed-use development in selected commercially- zoned areas.

**Program:** The Plan map identifies areas where mixed use is encouraged in commercial zones especially pedestrian-oriented districts and transit-oriented districts.

### **Objective 1-3**

To preserve and enhance the residential character and scale of existing single- and multi-family neighborhoods.

#### **Policies**

- 1-3.1 Protect the quality and scale of the residential environment through attention to the appearance of new construction including site planning and compatible building design.

**Program:** The Plan Map is based on the principle of maintaining prevailing densities, which will promote compatibility.

**Program:** The Plan contains Chapter V - Urban Design, which is supplemented by Design Guidelines and Standards for residential development, which include architectural and landscaping standards. In addition, the Plan recommends the establishment of Community Design Overlay Districts in which additional Design Standards and Guidelines would be implemented.

- 1-3.2 Consider factors, such as neighborhood character and aesthetics, identity; compatibility of land uses; impacts on livability, services, public facilities, and traffic levels, when changes in residential densities are proposed.

**Program:** The Plan Map redesignates all High-Medium density residential uses to Medium density or lower density residential designations and reclassifies R4-zoned properties to R3 or more restrictive zone classifications.

### **Objective 1-4**

To preserve and enhance neighborhoods with a distinctive and significant historical or architectural character.

## Policies

- 1-4.1 Encourage identification and documentation of historic and architectural resources in the Plan area.

**Program:** The Plan Map is based on analysis of a detailed survey of historic resources.

**Program:** The Plan map will be updated when historic districts, historic preservation zones, or National Register Historic Districts are designated.

**Program:** City agencies will actively assist local efforts to identify historic and architectural districts.

- 1-4.2 Protect and encourage reuse of historic resources in a manner that maintains and enhances the historic appearance of structures and neighborhoods.

**Program:** Implementation of the Plan is based, in part, on continued application of the Highland Park Historic Preservation Overlay Zone.

**Program:** The Plan amends residential land use and zoning classifications, in areas where there are major concentrations of historic homes, to the lowest designations possible, to better preserve and protect them.

**Program:** The Plan encourages adaptive re-use of historic buildings when the proposed uses are found to be compatible with existing residential uses.

**Program:** The Plan Map identifies a potential area in Lincoln Heights for consideration a Community Design Overlay District with a historic preservation component.

**Program:** The Departments of Building and Safety and City Planning will continue to maintain an inventory of residential structures proposed for demolition for use by those interested in relocating them.

- 1-4.3 Preserve architecturally or historically significant features, such as designated trees and stone walls and incorporate such features as an integral part of new development when appropriate.

**Program:** Historic Preservation Overlay Zone(s) can define resources broadly to include such features as significant trees and stone walls and provide appropriate protection measures.

## Objective 1-5

To limit the intensity and density of development in hillside areas.

## **Policies**

- 1-5.1 Limit development according to the adequacy of the existing and assured street circulation system within the Plan Area and surrounding areas.

**Program:** The Plan Map significantly reduces plan designations and corresponding zones in areas located at the base of hillside communities previously designated Medium density residential to reduce impact on access in hillside areas.

**Program:** Implementation of the Plan is, in part, based on continued application of the Citywide Hillside Ordinance and the Mount Washington/Glassell Park Specific Plan.

- 1-5.2 Ensure the availability of paved streets, adequate sewers, drainage facilities, fire protection services and facilities, and other emergency services and public utilities to support development in hillside areas.

**Program:** Decision makers should adopt findings which address the availability of these services and utilities as part of any decision relating to hillside residential development.

**Program:** Continue the implementation of the Citywide Hillside Ordinance.

- 1-5.3 Consider the steepness of the topography and the geologic stability in any proposal for development within the Plan area.

**Program:** The Plan Map retains restrictive land use designations and zones in hillside areas because of topography, geologic stability, and restricted access.

- 1-5.4 Require that any proposed development be designed to enhance and be compatible with adjacent development.

**Program:** Plan implementation is based, in part, on the continued application of the Washington/Glassell Park Specific Plan and the Citywide Hillside Ordinance.

- 1-5.5 Encourage clustering of residential projects in order to use the natural terrain to best advantage.

**Program:** The Plan Map designates significant hillside areas for Low density residential corresponding to the RD6 or RD5 zones that permit lot assembly and concentration of units to optimize adaptation to site characteristics.

## **Objective 1-6**

To promote and ensure the provision of fair and equal housing opportunities for all persons regardless of income and age groups or ethnic, religious, or racial background.

## Policies

- 1-6.1 Promote individual choice in type, quality, price, and location of housing.

**Program:** The Plan promotes individual choice through allocation of lands for a variety of residential densities.

- 1-6.2 Promote mixed use in all multiple-family residential projects in commercial zones.

**Program:** The Plan Map identifies areas where combined residential and commercial uses are encouraged in commercial zones, including all Pedestrian-Oriented Districts and Transit-Oriented Districts.

**Program:** The Plan encourages the development of live/work buildings in selected commercial areas.

- 1-6.3 Ensure that redevelopment activity minimizes displacement of residents.

**Program:** Plan implementation is based, in part, on continued application of tenant relocation provisions of the Municipal Code.

- 1-6.4 Provide for development of townhouses and duplex housing units to increase home ownership options.

**Program:** The Plan cannot require that condominium units be built instead of rental units; however, the Plan encourages such type of development by designating specific areas for Low Medium residential land use categories, where compatible with prevailing densities.

**Program:** The Plan Map designates significant areas for the Low Medium I density, corresponding to the R2 zone to permit the development of rental units to help support ownership units on individual lots.

## COMMERCIAL

Commercial land use in the Northeast Los Angeles Community Plan Area is increasingly in need of carefully focused planning and coherent development in order that commercial vitality be revitalized in the face of the challenges of competition from neighboring cities, changing demographics, recent construction of a haphazard plethora of mini-malls along commercial strips, and a proliferation of large shopping centers and malls in and near the Area. Not only has the vitality and character of commercial activity deteriorated in most of the Northeast, but the sense of neighborhood identity and aesthetic quality that has centered on the Area's traditional retail areas has significantly declined during the last two decades. These trends have had negative impact on the attractiveness and convenience of surrounding residential neighborhoods. One of the highest priorities for the Plan Area is the invigoration of well-suited commercial activity, in order to increase local employment opportunities, provide better access to goods and services for

residents and business operators, and strengthen the focus of community identity that tends to be centered where local commerce thrives.

Commercial land resources in Northeast Los Angeles are concentrated in strips along thoroughfares separated from one another by the hilly terrain and residential communities. The commercial strips are developed more continuously and for greater length along the arterials, especially at the major intersections that were the historic commercial hubs of such long-recognized communities as Lincoln Heights, Highland Park, Eagle Rock, El Sereno, and Atwater Village. Commercial strips demonstrating less length and continuity tend to be located on the more heavily-traveled streets linking the better established commercial strips. The commercial uses tend to have intermixtures of residential or industrial uses. Other minor concentrations of commercial activity are found adjacent to major industrial or institutional establishments. Only one shopping mall, the Eagle Rock Plaza, is located within the Plan area.

As a general rule, the commercial buildings are not more than two stories in height, with second-story space used for storage, offices, residences, and some retail activity, or left essentially vacant. In some areas, shops are built to the sidewalk, provide continuous retail frontages, and have adequate on- and off-street parking, which are generally regarded as prerequisites for healthy commercial strips. Other areas have discontinuous storefronts, with major interruptions by driveways, parking lots, or non-retail uses; lack adequate parking; or have other deficiencies. However, virtually all commercial areas are in need of revitalization as evidenced by high vacancy rates and high turnover among commercial tenants. The principal reason for this condition is the increasing competition from shopping malls and redeveloped commercial areas in neighboring cities.

Strategies to revitalize the commercial strips in Northeast Los Angeles involve more clearly separating potential pedestrian-oriented shopping districts from those where design or function are more compatible with auto-related shopping and reducing intrusions of multiple-family residential projects. Other approaches include creating Pedestrian Overlay Zones, Business Improvement Districts, and specific plans. These approaches can result in reconfigured shopping areas, access and parking improvements, or design treatments that emphasize cultural, historical, or architectural themes.

The commercial land use policies reflect the need to locate new commercial uses in the community to facilitate convenient shopping and easy access to professional services. Redevelopment of existing commercial strips and areas, and conversion of existing structures to more appropriate uses should result in the physical and aesthetic upgrading of these areas.

Plan policies provide for the development of single or aggregated parcels for mixed use commercial and residential development. These structures would either incorporate retail, office, and/or parking on the lower floors and residential units on the upper floors or permit several of these uses side-by-side on a given lot. The intent is to provide housing in close proximity to jobs, reduce vehicular trips, reduce congestion and air pollution, assure adequate sites for housing, and stimulate pedestrian-oriented areas to enhance the quality of life in the Plan area. While the Plan does not mandate multiple-family or mixed-use projects in commercial areas, it encourages them in

certain areas, such as in pedestrian-oriented areas and in transit-oriented districts, where design controls and other tools can ensure their compatibility with commercial revitalization efforts.

**GOAL 2**

***STRONG AND COMPETITIVE COMMERCIAL AREAS THAT SUITABLY SERVE THE NEEDS OF THE COMMUNITY AND ATTRACTS CUSTOMERS FROM OUTSIDE THE PLAN AREA BY SATISFYING MARKET DEMAND AND MAXIMIZING CONVENIENCE AND ACCESSIBILITY WHILE PRESERVING UNIQUE HISTORIC AND CULTURAL IDENTITIES OF EACH COMMERCIAL AREA.***

**Objective 2-1**

To conserve and strengthen potentially viable commercial areas in order to stimulate and revitalize existing businesses and create opportunities for appropriate new commercial development.

**Policies**

2-1.1 Consolidate commercial areas through appropriate planning and zoning actions to strengthen the economic base and expand market opportunities.

***Program:*** The Plan Map expands commercial designations and zoning in selected locations by deepening lots fronting on commercial strips to accommodate needed parking, eliminate non-conforming uses, and increase correspondence with existing property lines.

***Program:*** The Plan Map reduces commercial designations and zoning in selected locations to minimize conflicts with other land uses and eliminate non-conforming uses.

2-1.2 Protect commercially planned/zoned areas, from residential-only development.

***Program:*** Provisions of the Zoning Code currently restrict floor area of buildings in most commercial zones, including residential buildings, to one-half the floor area allowed in residential zones. These provisions effectively discourage residential-only developments in commercial zones. It is recommended that future requests to change commercial to residential zoning in commercially-developed areas not be given favorable consideration by decision-makers.

Residentially-zoned properties within commercially planned areas are proposed to be rezoned with commercial zones to further implement this policy.

**Objective 2-2**

To enhance the identity and appearance of commercial districts.

**Policies**

2-2.1 Identify the salient features that distinguish the major commercial districts.



**Program:** Inventories should be developed and maintained of uses located in areas targeted for revitalization programs, such as Business Improvements Districts and the Local Area Neighborhood Initiative Program, as well as in areas regulated by Community Design Overlay Districts, historic preservation overlay areas, pedestrian oriented districts, or specific plans.

**Program:** Displays should be developed and maintained that depict favorable and unfavorable aspects of development in commercial areas for use by groups and organizations promoting commercial development.

2-2.2 Require that projects in commercial areas be designed and developed to achieve a high level of quality, distinctive character, and compatibility with appropriate existing uses and development.

**Program:** The Plan Map designates land uses, zones, and height districts to achieve compatibility of uses and intensity between new and existing development in commercial areas and preserve viewsheds.

**Program:** The Plan contains Design Guidelines (Chapter V) that set forth standards for commercial areas addressing such issues as location and design of parking areas, enhancement of pedestrian access, amenities, and landscaping.

### **Objective 2-3**

To minimize conflicts between auto-related and pedestrian-oriented activities and encourage use of public transportation in commercial areas.

#### **Policies**

2-3.1 Allow for an adequate allocation of land for auto-related uses.

**Program:** The Plan Map designates General Commercial areas where automobile-related uses are accommodated, particularly along major thoroughfares, adjacent to industrial areas, or near major private or public institutions.

2-3.2 Encourage the formation of pedestrian-friendly shopping environments.

**Program:** Application of the Colorado Boulevard Specific Plan should continue.

**Program:** The Plan Map identifies potential pedestrian-oriented districts that will include such features as ground floor retail establishments, improved pedestrian linkages, access by public transportation, limitations on auto-related uses, delivery areas and parking lots located away from sidewalks, landscaping, and enhanced street furniture.

**Program:** A specific plan(s) will be developed in connection with the development of light rail station stops to minimize the conflicts between automobile, train, and pedestrian traffic, and encourage

development of pedestrian-oriented activities and mixed commercial-residential developments.

**Program:** Design standards for parking areas are included in Chapter V - Urban Design, to improve safety and aesthetics.

## **INDUSTRIAL**

Northeast Los Angeles has a long history of industrial development because of its central location and proximity to major transportation facilities. Functional obsolescence is common as evidenced by the number of abandoned, and underutilized industrial properties, with the largest concentration near the Los Angeles River and a secondary concentration along the rail line that generally follows Main Street and Valley Boulevard. Redevelopment of these areas is problematic because of antiquated structures, poorly configured or fragmented land holdings, inadequate infrastructure, and toxic contaminations. Some of the sites, notably the Taylor Yard, offer enormous potential for redevelopment.

Industrial uses provide needed employment opportunities and economic benefits to the community and should be encouraged when impacts to surrounding land uses can be mitigated. However, industrial sites that are adjacent to residential and commercial properties provide a serious challenge to plans because of incompatibilities.

### **GOAL 3**

***SUFFICIENT LAND FOR THE RANGE OF INDUSTRIAL USES NECESSARY TO PROVIDE MAXIMUM EMPLOYMENT OPPORTUNITIES, ESPECIALLY FOR LOCAL RESIDENTS; THAT ARE SAFE FOR THE ENVIRONMENT AND THE WORK FORCE; AND HAVE MINIMAL ADVERSE IMPACT ON ADJACENT USES AND INFRASTRUCTURE RESOURCES.***

#### **Objective 3-1**

To resolve conflicts between industrial uses and other adjacent uses.

##### **Policies**

3-1.1 Preserve existing industrial areas that have the greatest viability and compatibility and the least adverse impact on nearby uses.

**Program:** The Plan Map identifies areas with Industrial land use designations and M zones that preclude new residential development.

**Program:** The Plan Map redesignates some residential properties adjacent to well-established or expanding industrial uses to encourage the phasing out of incompatible residential uses.

#### **Objective 3-2**

To provide for existing and future industrial uses that contribute job opportunities for residents and minimize adverse environmental and visual impacts on the community.

## **Policies**

- 3-2.1 Designate lands for the continuation of appropriate existing industry and development of new industrial parks, research and development uses, light manufacturing, and similar uses that are compatible with nearby uses, provide employment opportunities, and have minimal impact on the environment.

**Program:** The Plan Map identifies lands which have Industrial land use designations to accommodate the variety of uses noted above. The plan recommends plan amendments and corresponding zone changes to implement this policy.

- 3-2.2 Require compatibility through design treatments, compliance with environmental protection standards, and health and safety requirements for industrial uses that adjoin residential neighborhoods and commercial uses.

**Program:** The Plan, through plan amendments and corresponding zone changes, establishes transitional buffers between residential and industrial uses; environmental protection standards, health, and safety requirements are enforced by other public agencies.

- 3-2.3 Require that any proposed development be designed to enhance and be compatible with adjacent development.

**Program:** The Plan contains Design Guidelines to implement Chapter V that include standards for industrial projects.

**Program:** Large industrial areas should be considered for inclusion in Community Design Overlay Districts to avoid problems of incompatibility.

## **Objective 3-3**

To retain industrial plan designations in order to attract appropriate industrial development to maintain the industrial employment base for community residents.

## **Policies**

- 3-3.1 Protect large rail yards and other large industrially-planned parcels located in predominantly industrial areas from development by other uses that do not support the industrial and economic base of the city and the community.

**Program:** The Plan Map identifies areas with Industrial land use designations and M zones that preclude new residential development.

**Program:** The Plan sets forth guiding principles for protecting specific viable industrial sites that address the need to consider the preservation of industrial designations and promote developments that provide an employment base. In addition, the Plan retains most existing industrial designations.

In addition to retaining existing industrial plan designations, the Plan recognizes existing viable industrial uses which were located in residential plan designations and rectifies this incompatibility by changing the plan designation and zone to industrial to reflect the existing uses.

## **PUBLIC AND INSTITUTIONAL LAND USE AND SERVICES**

Existing public facilities such as fire stations, libraries, schools, parks and police stations are shown on the Northeast Los Angeles Community Plan map.

This plan seeks to achieve balance between the location, characteristics, and phasing of public facility and utility developments with proposed land use patterns. Further, the intent is to achieve economy and efficiency in the provision of services and facilities consistent with standards for environmental quality.

### **OPEN SPACE**

In the Northeast Los Angeles Community Plan Area, important open space areas exist separate from land under the control of the City of Los Angeles Department of Recreation and Parks. Open space is important for physical and environmental protection. There are two classifications for Open Space, distinguishing that which is publicly owned from that which is privately owned.

Open Space is broadly defined as land that is essentially free of structures and buildings and/or is natural in character and enhances Northeast Los Angeles by providing:

- C Recreational or educational opportunities
- C Scenic, cultural, or historic resources
- C Public health or safety
- C Community identity
- C Rights-of-way for utilities or transportation facilities
- C Nature preserves or ecologically important areas
- C Preservation of physical resources, including ridge protection.

### **RECREATIONAL AND PARK FACILITIES**

The Public Recreation Plan of the City of Los Angeles provides an official guide for considering minimum needs of neighborhoods and communities for recreational sites. It sets forth standards for the size, service areas, and types of facilities needed as recreation sites. It also assesses need for different types of recreational facilities.

In the Northeast Los Angeles Community Plan area, the City Recreation and Parks Department manages three types of parks, neighborhood, community, and regional, which are described as follows:

#### **Neighborhood Parks**

The Department of Recreation and Parks designates a neighborhood park as providing at least two acres of parkland per 1,000 persons within a one-

half-mile service radius. The Department tries to locate parks so that users do not have to cross major roadways to access the parks and tries to provide facilities and programs tailored to the clientele served.

### **Community Parks**

Community park land is also designated by the two-acre-per 1,000 residents standard. However, the ideal park should contain at least 20 acres and the facilities or programs offered would reach a larger service radius usually two miles. Community parks may offer swimming pools; community buildings; tennis, shuffleboard and basketball courts; baseball diamonds; or senior citizen facilities.

### **Regional Parks**

Regional Parks should have over 50 acres and provide specialized facilities such as lakes, golf courses, campgrounds, wilderness areas, and museums; they serve people from beyond the City boundaries. There are four regional parks which serve the immediate Northeast Los Angeles Community Plan Area. Ernest B. Debs Regional Park and Arroyo Seco Park are located within the Plan Area. The others, Griffith Park and Elysian Park are immediately adjacent to the Plan Area.

## **SCHOOLS**

In the Plan Area, based on the Los Angeles Unified School District enrollment and capacities table of 1992, the overall planned capacity of students in the elementary schools was 13,368 with an actual enrolment of 14,447 students. The junior high schools had a planned operational capacity of 4,070 students with an actual enrollment of 4,465 students. At the senior high schools, the operational capacity was 10,087, with an actual enrollment of 9,887 students.

The Los Angeles Unified School District, anticipating significant increases in enrollment over the next several years, is presently considering numerous options for student enrollment patterns. Factors involved in determining future student enrollment range from legal decisions, State financing, construction of new or expansion of existing schools, and the overall Unified School District Budget.

On the private school level, the Plan Area has a total of nineteen elementary, junior and senior high schools, randomly distributed throughout the community.

Higher education facilities in the Plan Area include the following: California State University of Los Angeles, a State university; Occidental College, a private liberal arts college; and the USC Health Sciences Campus, a private university where degrees are offered in medicine, pharmacy, nursing, physical therapy and occupational therapy.

## **LIBRARIES**

Public libraries serve as foci of community activity by providing reading materials, information, and services for students, and meeting places. The Public Libraries Plan of the City of Los Angeles serves as a guide for the construction, maintenance, and operation of public library facilities. It sets forth generalized standards for community and regional libraries as follows:

community libraries have a service radius of two miles and serve a population of 25-50,000; regional libraries serve populations of 300-350,000.

The Plan Area is serviced by six public branches, one is of a regional scale, and the remaining five are community branches. The oldest is the Lincoln Heights branch, built in 1916, which has recently been reinforced, renovated, and expanded. The most recently built is the Atwater Village branch, built in 1989. Only two branches meet the standards while the remaining four, including the Arroyo Seco Regional branch, are in need of further renovation and expansion.

Apart from the Los Angeles Public Library facilities, the Northeast community is also served by the libraries at California State University at Los Angeles, Occidental College, and the University of Southern California Medical Center.

## **POLICE PROTECTION**

Police protection services are provided by the Los Angeles Police Department. Two police stations serve the Plan Area. The Northeast area station is located in the Atwater Village neighborhood and serves the area north and west of the Pasadena Freeway. The area south and east of the Pasadena Freeway is served by the Hollenbeck station located in the Boyle Heights Community. There are no plans for further expansion of facilities by the Police Department at this time. However, "stop-in locations," staffed part-time, are located in Eagle Rock, Highland Park, El Sereno, and Cypress Park.

## **FIRE PROTECTION**

The Fire Protection and Prevention Plan of the City of Los Angeles provides an official guide to City Departments, other governmental agencies, developers, and interested citizens for the construction, maintenance, and operation of fire facilities. The adequacy of fire protection is based on travel distance from existing fire stations and required "fire-flows," which is a standard of water and hydrant availability that varies according to the type and density of land use. The Fire Protection and Prevention Plan also sets forth fire safety standards for different types of development, such as distance from roadways, ingress and egress roads, and fire lanes.

Fire protection in the Northeast Los Angeles Plan Area is provided by four Single Engine Company Stations and four Task Force stations. The Los Angeles Fire Department currently considers some portions of the Northeast Los Angeles Community Plan Area inadequate in terms of existing staffing and response distances from existing facilities. Many structures in the Northeast Los Angeles and Community Plan Area are older and, therefore, lack fire protection systems, which increases the potential for property damage and personal injury from fire. Limited street access, and steep winding grades, which characterize the hillside areas, as well as traffic congestion, will additionally slow response time. This is a particularly serious issue at major railroad grade crossings. The Fire Prevention and Protection Plan provides an important basis for evaluating the need to expand or relocate existing facilities as land patterns change.

## OPEN SPACE

### GOAL 4

**SUFFICIENT OPEN SPACE, IN BALANCE WITH DEVELOPMENT, TO SERVE THE RECREATIONAL, ENVIRONMENTAL, AND HEALTH NEEDS OF THE COMMUNITY AND TO PROTECT ENVIRONMENTAL AND AESTHETIC RESOURCES.**

#### Objective 4-1

To preserve existing views in hillside areas.

##### Policies

4-1.1 Encourage the retention of passive and visual open space which provides a balance to the urban development of the Plan Area.

**Program:** Plan implementation is, in part, based on continued application of the adopted Citywide Hillside Ordinance and the Mount Washington/Glassell Park Specific Plan, which contribute to preservation of views.

**Program:** The Plan Map designates most privately-owned hillside areas for Low, Very Low, and Minimum residential density categories and most publicly-owned hillside areas as Open Space.

**Program:** The Plan Map protects ridgeline properties northerly of the I-134 Freeway and adjacent to the I- 210 Freeway by amending the Plan designations and changing the zone to ensure maximum open space preservation.

#### Objective 4-2

To preserve existing open space resources and, where possible, encourage acquisition of new open space.

##### Policies

4-2.1 Accommodate and promote active use of parklands and open space and promote and preserve greenways.

**Program:** The Plan Map designates publicly-owned lands for open space uses including Lincoln Park, Ernest B. Debs Regional Park, Hazard Park, Ascot Reservoir, and Arroyo Seco Park.

**Program:** Master plans should be prepared for Ernest B. Debs Regional Park and Ascot Reservoir to emphasize preservation of open space and natural habitats, complimented by outdoor educational programs.

**Program:** The City Planning Department should assist in efforts to preserve and protect the greenway and wetland between Hazard Park and Ascot Reservoir. The City Environmental Affairs Department should assist in identification and enhancement of other potential greenway opportunities.

**Program:** A master plan should be prepared for the Taylor Yard area to include protection for public open space/recreational activity areas near the Los Angeles River and linkages to the Arroyo Seco.

## RECREATION AND PARK FACILITIES

### GOAL 5

#### ***ADEQUATE RECREATION AND PARK FACILITIES TO MEET THE NEEDS OF THE RESIDENTS IN THE PLAN AREA.***

#### **Objective 5-1**

To conserve, expand, maintain, and better utilize existing recreation and park facilities to address the recreational needs of the community.

##### **Policies**

5-1.1 Preserve the existing recreational facilities and park space.

***Program:*** The Plan assists in preserving such facilities and park space by changing existing zones, as applicable, to the Open Space Zone, which provides such protection.

5-1.2 Increase accessibility to park land along the Arroyo Seco and potential parkland along the Los Angeles River.

***Program:*** The Plan Map and legend retain the proposed equestrian trail which would provide a means to increase accessibility along this area. In addition, the Plan text supports the completion of this trail.

5-1.3 Maximize retention of utility company lands as open space and greenways.

***Program:*** The Community Planning Division, in conjunction with the affected Council Offices, shall develop a system for identifying lands owned by the Department of Water and Power, the Southern California Edison Company, and other public utilities, and develop programs to maximize acquisition by public entities or conservancies.

## SCHOOLS

### GOAL 6

#### ***APPROPRIATE LOCATIONS AND ADEQUATE FACILITIES FOR SCHOOLS TO SERVE THE NEEDS OF EXISTING AND FUTURE POPULATION.***

#### **Objective 6-1**

To site schools in locations complementary to existing land uses and community character.

##### **Policies**

6.1.1 Encourage compatibility in school locations, site layout, and architectural design with adjacent land uses and community character; use schools, as appropriate, to create logical transitions and buffers between uses such as multiple-family and single-family residential or commercial and residential uses.



**Program:** Decision-makers involved in a discretionary review for a proposed school should be made aware that a finding should be adopted to support the implementation of this policy.

**Program:** The City Planning Department should coordinate with major institutions of higher learning to ensure compatibility of master planning and construction activities are compatible with surrounding neighborhoods and nearby commercial revitalization efforts.

## LIBRARIES

### GOAL 7

#### **ADEQUATE LIBRARY FACILITIES AND SERVICES FOR THE AREA'S RESIDENTS.**

#### **Objective 7-1**

To assist the City Library Department in providing adequate library service which responds to the needs of the community.

#### **Policies**

7-1.1 Support construction of new libraries and rehabilitation and expansion of existing libraries as required to meet the changing needs of the community.

**Program:** The Plan designates the existing library sites in the Public Facilities plan category and changes the zone to Public Facility (PF). This new designation provides more protection to retain the existing uses on site which allows for greater certainty for needed City approvals when rehabilitating or expanding structures on site.

7-1.2 Encourage flexibility in siting libraries and similarly accessible facilities in mixed-use projects and transit-oriented districts.

**Program:** Through the inclusion of this policy in the Plan text and a Plan Map Footnote, the Plan supports these identified locations as desirable sites for new libraries and recommends that this policy be considered when the Library Department and decision-makers review potential sites for new libraries.

**Program:** Support efforts to improve access to library facilities through expanded shuttle bus service or other measures.

## POLICE PROTECTION

### GOAL 8

#### **ADEQUATE POLICE FACILITIES AND SERVICES TO PROVIDE FOR THE PUBLIC SAFETY NEEDS OF THE COMMUNITY**

#### **Objective 8-1**

To provide adequate police facilities and personnel to correspond with population and service demands.

## **Policies**

- 8-1.1 Coordinate with Police Department as part of the review of significant development projects and General Plan Amendments affecting land use to determine the impact on service demands.

**Program:** A decision-maker should include a finding which considers the impact on police service demands of the proposed project or land use plan change.

This consultation with the Police Department is currently in effect for plan amendments which must be reviewed by the General Plan Advisory Board, which includes representation from the Police Department.

- 8-1.2 Promote the establishment of Police facilities which provide police protection at a neighborhood level.

**Program:** Through a Plan Map footnote, floor area utilized for a Police substation within projects or in transit-oriented districts, is exempted from the calculation of total floor area permitted.

- 8-1.3 Encourage design of building and facilities in accordance with principles that minimize opportunities for crime and enhance personal safety.

**Program:** The Plan contains Design Guidelines (Chapter V) that incorporate and promote crime prevention strategies developed by the Police Department.

## **FIRE PROTECTION**

### **GOAL 9**

#### ***ADEQUATE COMMUNITY PROTECTION THROUGH A COMPREHENSIVE FIRE AND LIFE SAFETY PROGRAM.***

#### **Objective 9-1**

Ensure that fire facilities and protective services are sufficient for the existing and future population and land uses.

#### **Policies**

- 9-1.1 Promote land use policies that enhance accessibility for fire fighting equipment and are compatible with effective levels of service.

**Program:** The Plan Map concentrates future multiple-family commercial, residential, and industrial development in areas served by major thoroughfares and designates hillside areas for low and very low density residential uses and open space.

**Program:** The Fire Department will continue to be an active participant on the Subdivision Committee of the Deputy Advisory Agency to ensure that subdivision requests are evaluated for adequacy of fire prevention and protection measures.

**Program:** The Planning Department will continue to rely on Fire Department participation on the General Plan Advisory Board, which reviews all changes in plan designations for impact on fire safety.

**Program:** The Planning Department will continue to notify the Fire Department of all discretionary actions, such as zone changes, for impact on fire safety.

**Program:** Continued implementation of the citywide Hillside Ordinance and the Mt. Washington/Glassell Park Specific Plan will help to minimize development in areas with narrow, winding streets.

#### 9-1.2 Review adequacy of fire stations

**Program:** Monitoring of the Plan should include periodic review, in cooperation with the Fire Department, of the adequacy of fire station location based on travel distances and required water availability.

## CIRCULATION

Northeast Los Angeles serves as a gateway for much of the traffic that enters and leaves the City. This movement involves goods and people flowing to and from the San Gabriel Valley, the San Fernando Valley, nearby foothill communities, and the Los Angeles Basin. Much of this traffic simply passes through on freeways, arterial streets, and rail lines and has minimal impact on land use, the economy, or infrastructure and service systems. Its most pronounced effect is at peak commuter periods when traffic congestion worsens and curbside parking is prohibited on heavily-traveled streets to create temporary additional traffic lanes. Most passenger and freight rail traffic similarly has minimal impact except for a few isolated grade crossings at which auto and truck traffic is severely impacted for short periods at irregular intervals. However, the grade crossing at the intersection of Valley Boulevard and Eastern Avenue is severely impacted because of the heavy volume of railroad traffic across a complicated four-way intersection.

Traffic generated by the residents, businesses, and institutions in Northeast Los Angeles obviously contributes to peak hour congestion of local freeways, arterials, and grade crossings. However, it also has profound implications for land use planning decisions. For example, access and parking are crucial determinants of success for commercial and industrial enterprises, acceptable levels of convenience and safety for residents, and effectiveness in delivery of services by public and private agencies.

In Northeast Los Angeles, the circulation system is challenged by major natural and man-made barriers. Moreover, there are significant discordances in a system that has evolved over the past century, leaving imprints of different approaches to applications of engineering principles and technology for moving goods and people. For example, the service yard for a newly-established commuter rail line is located in the Plan area on a portion of the abandoned Taylor Yard, which had been one of the largest freight marshaling yards in Southern California. Similarly, the area is served by some of the most recently constructed freeways, having such features as High Occupancy Vehicle lanes, while being bisected by one of the oldest freeways in the nation, with its short on-and-off ramps, many with severely impaired visibility.

Despite its shortcomings, the circulation system is adequate to serve its fundamental purposes, as indicated by the relatively small number of severely impacted intersections at rush hour. However, a lack of investment in transportation infrastructure in recent years, combined with limited mass transit service, is straining the system when demand is heaviest. This militates against encouraging additional residential density or major commercial, industrial, or institutional developments without requiring mitigations that minimize traffic or enhance the circulation system. Residential density will also continue to be constrained for the foreseeable future in hillside areas served by steep substandard streets that make access by emergency vehicles difficult, especially when additionally constricted by on-street parking.

## **FREEWAYS, AND STREETS**

The Northeast Los Angeles Community Plan Area is bounded by five major freeways, Ventura/Foothill (I-215, State 134), Golden State (I-5), Glendale (State 2), San Bernardino (I-10) and the end of the Long Beach Freeway (I-710) and is bisected by the Pasadena Freeway (State 110). Routes designated as Boulevards are , Huntington Drive, Mission Road,, West Broadway, Eagle Rock Boulevard, and Colorado Boulevard, .

Roadways are required to be developed in accordance with standards and criteria contained in the Mobility Plan, an element of the General Plan and the City's Standard Street Dimensions except where environmental issues and planning practices warrant alternate standards consistent with street capacity requirements.

The full residential, commercial, and industrial densities and intensities proposed in the plan are predicated upon the eventual development of the designated transportation infrastructure. No increase in density shall be effected by zone change or subdivision unless it is determined that infrastructure, including transportation, serving the property can accommodate the traffic generated.

## **PUBLIC TRANSPORTATION**

While it is anticipated that, within the time frame of the Community Plan, the private automobile will remain the principal mode of transportation, bus service will provide the basic public transportation system.

Some of the major opportunities within the Plan Area relate to the proposed development of light rail transit lines. Light rail transit provides opportunities for integrated land use patterns around the rail stations especially commuter-related services. Such stations can be major contributors to commercial revitalization, rehabilitation of residential neighborhoods, and enhancement of access to services.

The Los Angeles- Pasadena Light Rail Project, which generally follows Marmion Way, will extend the Long Beach-Los Angeles Light Rail Transit line from Union Station to Pasadena through the Lincoln Heights and Highland Park communities. Four of the stations on the alignment are within the Plan Area, namely: Avenue 26; French Avenue, Southwest Museum, and Avenue 57 - Marmion Way. It will provide residents living in the Los Angeles-Pasadena Corridor with an alternate means of transportation. The operation

of this safe, convenient, and efficient mass transit line should also decrease dependence on the private automobile and the need for additional freeway capacity.

The City Council, in November, 1993, adopted a Land Use-Transportation Policy which provides a basis to guide future development around transit station areas. The Land Use-Transportation Policy is a long-term strategy for integrating land use, housing, transportation and environmental policies into the development of an urban form that complements and maximizes the utilization of the region's transit system. The Policy includes land use, housing, urban design, ridership strategy, parking and traffic circulation, equity, economic development, and community components.

Among the objectives of the Land Use-Transportation Policy are to:

- C Focus future growth of the City around selected transit stations.
- C Increase land use intensity in transit station areas, where appropriate.
- C Create a pedestrian-oriented environment in the context of an enhanced urban environment.
- C Accommodate mixed commercial/residential use development where appropriate.
- C Provide for places of employment.
- C Provide a wide variety of housing for a substantial portion of the projected Citywide population.
- C Reduce reliance on the automobile.
- C Protect and preserve existing single-family neighborhoods.

The Plan Map identifies the boundaries of a Transit Oriented District near the proposed transit station at Avenue 57 and Marmion Way in accordance with the Land Use Transportation Policy. Further refinement of design guidelines, incentives for community facilities, and other strategies to meet the identified objectives of the Policy, will be studied and recommended for implementation through a subsequent, focused, coordinated effort with the Metropolitan Transit Authority.

## **NON-MOTORIZED TRANSPORTATION**

The Plan provides for various modes of non-motorized circulation. It identifies potential pedestrian-oriented areas along portions of York Boulevard, Glendale Boulevard, Los Feliz Boulevard, the Blue Line Transit Corridor, North Broadway, Huntington Drive, and Eagle Rock Boulevard.

The Mobility Plan (2035) identifies several backbone and support facilities through the Northeast Los Angeles Community Plan Area. The Mobility Plan has been adopted by City Council.

The Citywide Major Equestrian and Hiking Trails Plan identifies one equestrian trail paralleling the Los Angeles River. The trail is proposed for

future connection with the Arroyo Seco Channel. The Plan supports the completion and connection of these trails so as to better serve the community's recreational needs and improve the accessibility to other open space resources.

**TRANSPORTATION  
IMPROVEMENT AND  
MITIGATION  
PROGRAM (TIMP)**

A Transportation Improvement and Mitigation Program (TIMP) prepared for the Northeast Los Angeles Community Plan Area through the Environmental Impact Report establishes a program of specific measures which are recommended to be undertaken during the life of the Community Plan. The TIMP document, which is an implementation program for the circulation needs of the Plan Area, consists generally of an analysis and evaluation of the following:

- C Transit Improvements
  - 1. Review of existing Metropolitan Transit Authority lines
  - 2. Proposed new or expanded Los Angeles Department of Transportation Commuter Express Services
  - 3. Proposed or expanded Park-and-Ride lots
  - 4. Review of existing and proposed new commuter shuttle/DASH lines
  - 5. Para Transit (e.g. jitney, Dial-a-Ride, Vanpools, subscription buses)
  
- C Capital Improvements
  - 1. Freeway ramps
  - 2. Street widening
  
- C Transportation Demand Management (TDM) Strategies
  - 1. TDM requirements for new developments
  - 2. Bicycle facilities
  - 3. Parking management program
  - 4. TDM monitoring program
  
- C Transportation System Management
  - 1. Automated Traffic Surveillance and Control System (ATSAC)
  - 2. High Occupancy Vehicle (HOV) lanes
  - 3. Neighborhood protection (e.g. traffic control measures and plan)

**GOAL 10**

***TO THE EXTENT FEASIBLE AND CONSISTENT WITH THE MOBILITY PLAN 2035'S AND COMMUNITY PLANS' POLICIES PROMOTING MULTI-MODAL TRANSPORTATION AND SAFETY, A SYSTEM OF FREEWAYS AND STREETS THAT PROVIDES A CIRCULATION SYSTEM WHICH SUPPORTS EXISTING, APPROVED, AND PLANNED LAND USES WHILE MAINTAINING A DESIRED LEVEL OF SERVICE AT INTERSECTIONS.***

**Objective 10-1**

To the extent feasible and consistent with the Mobility Plan 2035's and the Community Plans' policies promoting multi-modal transportation and safety, comply with Citywide performance standards for acceptable levels of service and ensure that necessary road access and street improvements are provided to accommodate traffic generated by new development.

## Policies

- 10-1.1 To the extent feasible and consistent with the Mobility Plan 2035's and the Community Plans' policies promoting multi-modal transportation (e.g., walking, bicycling, driving, and taking public transit) and safety, maintain Levels of Service for streets and not to exceed LOS "D" for avenues, collector streets, and local streets; not to exceed LOS "E" on Boulevards or in the community's major business districts.

**Program:** Improve (substandard segments of those arterials) to their designated standard specifications, which are expected to experience heavy traffic congestion by the year 2010.

**Program:** Encourage the completion of the following street programs in the City's Capital Improvement Program, where feasible and consistent with the Mobility Plan:

- *Grade Separation at the Valley Boulevard/Mariana Avenue railroad crossing* - Design and construct an elevated roadway to relieve traffic congestion and enhance pedestrian safety at the most severely impacted intersection in Northeast Los Angeles.
- *San Fernando Road between Avenue 26 and Verdugo Rd* - Widen to Boulevard Standards (three lanes in each direction with two-way-left turn lane). There will not be any right-of-way acquisition. The required roadway width will be dedicated when adjacent parcels are developed.
- *York Boulevard between Verdugo Rd. and Eagle Rock Blvd.* - Widen to Avenue II (two lanes in each direction to minimize disruption to existing residences). There will not be any right-of-way acquisition and
- *Figueroa Street realignment at Avenue 62* - Realign with a larger curve radius to facilitate the flow of traffic and to reduce potential accidents at the intersection of Figueroa Street and Avenue 62.

- 10-1.2 Design new development projects to minimize disturbance to existing traffic flow with proper ingress and egress to parking.

**Program:** Require that major new development projects incorporate Transportation System Management and/or Transportation Demand Management programs and/or transit improvements consistent with the Citywide Land Use Transportation Policy.

- 10-1.3 Discourage non-residential traffic flow for streets designed to serve only residential areas by the use of traffic control measures.

**Program:** The Plan supports the use of Residential Neighborhood Protection Plans to relieve congestion on collector streets that are expected to experience traffic congestion by the year 2010.

# PUBLIC TRANSPORTATION

## GOAL 11

**DEVELOP A PUBLIC TRANSPORTATION SYSTEM THAT IMPROVES MOBILITY WITH CONVENIENT ALTERNATIVES TO AUTOMOBILE TRAVEL.**

### Objective 11-1

To encourage improved local and express bus service throughout the community and bus routes that connect with freeways and rail facilities.

#### Policies

- 11-1.1 Coordinate with the Metropolitan Transit Authority (MTA) to improve local bus service to and within the Northeast Los Angeles plan area.

**Program:** Recommend service improvements of higher capacity buses and/or increased service frequency on:

Line 81 (Figueroa Street - York Boulevard);  
Line 84 (Cypress Avenue - Eagle Rock Boulevard); and  
Line 181 (Hollywood - Glendale - Pasadena - via Yosemite Drive).

- 11-1.2 Encourage the expansion, wherever feasible, of programs aimed at enhancing the mobility of senior citizens, disabled persons, and the transit-dependent population.

**Program:** Replace existing bus services along particular routes with new local buses, support the development of a Transit Center and the implementation of new DASH and paratransit lines.

### Objective 11-2

To increase the work trips and non-work trips made on public transit.

#### Policies

- 11-2.1 Develop an intermodal mass transportation plan to implement linkages to future mass transit service.

**Program:** Develop “transit centers” strategically located to allow easy transfers to other routes and services, employment corridors, shopping centers, and other major community activity centers for residents of the Northeast Los Angeles Community Plan Area, in proximity to the Pasadena Blue Line Station at Avenue 26/Figueroa Street and at Eagle Rock Plaza

**Program:** Implement DASH bus services for Lincoln Heights/Chinatown and Highland Park, to serve the commercial districts and other activity centers in the area.

**Program:** Implement community-based “circulators” along collector and local streets to provide convenient access to major rail or bus transit services and activity centers along three routes which should cover the following areas:



1. North of York Boulevard, east of the Glendale Freeway (SR-2), and south of the Ventura Freeway (SR-134);
2. Figueroa Street, east of San Fernando Road, and south of Fletcher Drive and York Boulevard; and
3. South of the Pasadena Freeway (SR-110) and north of Valley Boulevard, east of the Golden State Freeway (I-5).

11-2.2 Encourage the provision of safe, attractive and clearly identifiable transit stops with user-friendly design amenities.

**Program:** The Community Design and Landscaping Guidelines established the Urban Design Chapter Implement policy.

11-2.3 Maximize opportunities for affordable housing and pedestrian access adjacent to rail stations.

**GOAL 12**

***A COORDINATED, INTEGRATION OF DEVELOPMENT AROUND TRANSIT STATIONS IN ORDER TO IMPROVE SERVICES, ACCESS, AND ECONOMIC VITALITY OF THE COMMUNITY***

**Objective 12-1**

To reflect the objectives and guiding principles of the City Council adopted Land Use Transportation Policy.

**Policies**

12-1.1 Support the completion of rail stations along Figueroa Street and San Fernando Road.

**Program:** The Plan Map identifies a transit-oriented district and pedestrian-oriented areas which encourage complementary uses and commercial intensities and residential densities that strengthen the future viability of rail stations.

12-2.2 Identify pedestrian-oriented areas and preferred locations for mixed-use projects.

**Program:** The Plan, through the Plan text and Plan map, identifies pedestrian-oriented areas, some of which are adjacent to transit stations, and through a Plan Footnote that establishes that preferred locations for mixed-used projects include pedestrian-oriented areas and Transit-Oriented Districts.

12-2.3 Promote child care facilities, libraries, senior citizen and community centers, and other human service facilities at transit stations.

**Program:** Through the inclusion of this policy in the Plan text, the Plan supports the location of these facilities in proximity to transit stations and recommends that such facilities be incorporated in joint development or other significant development projects.

# NON-MOTORIZED TRANSPORTATION

## GOAL 13

### ***A SYSTEM OF SAFE, EFFICIENT AND ATTRACTIVE PEDESTRIAN, BICYCLE AND EQUESTRIAN FACILITIES.***

#### **Objective 13-1**

To promote an adequate system of safe bikeways for commuter, school and recreational use.

#### **Policies**

13-1.1 Assure that local bicycle facilities are identified and linked with facilities of neighboring areas of the City.

***Program:*** The Plan Map identifies the following as bikeway routes: 1) one starting from Riverside Drive and following the bank of the Los Angeles River to Forest Lawn Drive; 2) one beginning at the intersections of Figueroa Street and San Fernando Road, following Pepper Avenue, Cypress Avenue, Eagle Rock Boulevard, and running east and west along Colorado Boulevard 3) one generally following the Pasadena Freeway and Griffin Avenue; and 4) one following Huntington Drive between the City of Alhambra Boundary and Mission Road and 5) one following the Department of Water and Power easement within the Taylor Yard. Coordinate with the ongoing revision and updating of the Mobility Plan (2035) to insure implementation of this policy.

13-1.2 Encourage the provision of showers, changing rooms and bicycle storage at new and existing non-residential developments and public places.

***Program:*** Through the inclusion of this policy in the Plan text, the Plan supports the provision of bicycle facilities particularly in pedestrian oriented areas and Transit-Oriented Districts and recommends that this policy be considered, in the revision of the Mobility Plan. In addition, Los Angeles Municipal Code Sections 12.21 A 16 and 91.0705 provide for bicycle parking requirements and employee facilities for showers and lockers.

#### **Objective 13-2**

To promote pedestrian-oriented areas, greenways, and pedestrian routes for commuter, school, recreational use, economic revitalization, and access to transit facilities.

#### **Policies**

Identify pedestrian-oriented areas.

***Program:*** The Plan text and Map identifies the locations of pedestrian-oriented areas.

#### **Objective 13-3**

To develop equestrian trails for recreational use.

## Policies

- 13-3.1 Support the development of equestrian trails along the Los Angeles River and the Arroyo Seco Channel.

**Program:** The Plan Map depicts these trails in accordance with the Citywide Major Equestrian and Hiking Trails Plan.

# CULTURAL AND ARCHITECTURAL HISTORY

## COMMUNITY HISTORY

The Northeast Los Angeles Community Plan Area consists of several distinct neighborhoods which developed as separate cities or communities. Between 1910 and 1930 most of these areas were annexed into Los Angeles. Developed near transportation corridors or a notable landmark, each area is defined by its topography and architectural character. For instance, Lincoln Heights contains the highest concentration of pre-1910 residences in the Plan Area. The numerous hills and vistas define the area's topographical character. The San Rafael Hills, Mount Washington, Montecito Heights, and the Los Angeles River are the major natural features in the Northeast Area. The Pasadena Freeway known originally as the Arroyo Seco Parkway was the first parkway built in Southern California. Rows of historic street trees make an important contribution to the ambience of many neighborhoods.

Local streetcars spurred residential development. Until the establishment of the Los Angeles and Pacific Electric system, horse-drawn street cars connected downtown with outlying areas. Individual businessmen owned the street railway franchises and they eventually changed to cable roads to improve access. This change dramatically increased property values and established the historic pattern of commuting into the central city for work. Passenger rail stations were located in every community.

The proximity of rail lines determined which streets would become important commercial centers. For example, in Eagle Rock, the intersection of Colorado Boulevard and Townsend Avenue was intended to serve as the town center. However, the Colorado and Eagle Rock Boulevards intersection, where two streetcar lines intersected a circular walking area was constructed deviating from the original plans.

Single-family homes were the predominant type of residential development. Victorian styles were the predominant style prior to 1900. Craftsman style began to appear around the same time. Other architectural styles began to appear after 1900. Architectural styles included Classical or Colonial Revival bungalows, and Mediterranean Streamline Modern and Modernist. Many were constructed in the Mt. Washington area. Defined by the home styles that dominated this region in the 1920's and 1930's, residential neighborhoods such as Atwater Village, Glassell Park, Eagle Rock and El Sereno, remain stable well-maintained single-family communities.

The Northeast Los Angeles Community Plan Area contains several phases of architectural evolution in Los Angeles which are listed below:

- C Queen Anne Revival (1885-1900)

- C Turn of the Century (1895-1905)
- C American Foursquare (1895-1910)
- C Craftsman (1895-1920)
- C Colonial Revival (1895-1915)
- C Spanish Colonial Revival (1915-1941)
- C Utilitarian Commercial (1915-1929)
- C Art Deco (1920-1941)
- C Streamline Modern (1930-1941)

In addition to the built form and streetscape, natural and man-made open space amenities define the area. The Los Angeles River's riparian habitat flowing through the Atwater Village area is among the natural features with greatest potential. Other geologic landforms such as the San Rafael Hills, Mount Washington, Eagle Rock, and the Montecito Heights add to the richness of the natural landscape of the Northeast communities which also includes open spaces, park lands and equestrian trails.

## PRESERVATION OF HISTORIC AND CULTURAL AMENITIES

This section provides a basis to effectively preserve, enhance and maintain sites and structures which have been deemed culturally and/or historically significant. Policies and programs for historic preservation are also addressed in the residential section of this Chapter.

### GOAL 14

***A COMMUNITY WHICH PRESERVES AND RESTORES THE MONUMENTS, CULTURAL RESOURCES, NEIGHBORHOODS AND LANDMARKS WHICH HAVE HISTORICAL AND/OR CULTURAL SIGNIFICANCE.***

### Objective 14-1

To ensure that the Plan Area's significant cultural and historical resources are protected, preserved and/or enhanced.

#### **Policies**

14-1.1 Establish one or more Historic Preservation Overlay Zones (HPOZ) to protect and enhance the use of historic structures and neighborhoods.

***Program:*** The Plan Map identifies: 1) a potential Historic Preservation Overlay Zone for the Lincoln Heights area which if adopted by the City Council will afford protection and promote the enhancement of the area; and 2) the adopted Historic Preservation Overlay Zone for Highland Park.

14-1.2 Identify all designated City of Los Angeles Historic and Cultural Monuments in order to foster public appreciation of the City of Los Angeles' valuable historic resources and to promote education of the public by preserving Los Angeles' historic past and to promote that any other appropriate landmarks of unique architectural and historical significance continue to be identified for the purpose of inclusion in the list.

**Program:** The Plan includes in the Appendix, a complete list of sites which have been designated by the Los Angeles City Council as Historic and Cultural Monuments in the Northeast Los Angeles Community Plan Area. In addition through inclusion of this Plan policy, the Plan supports the continued identification of appropriate landmarks.

**Objective 14-2**

To protect and enhance historic and architectural resources in commercial areas in a manner that will encourage revitalization and investment in these areas.

**Policies**

14-2.1 Encourage the preservation, maintenance, enhancement and adaptive reuse of existing buildings in commercial areas through the restoration of original facades and the design of new construction which complements the old in a harmonious fashion, enhancing the historic pattern.

**Program:** Continue implementation of the Highland Park Historic Preservation Overlay Zone; addition of proposed Lincoln Heights Historic Preservation Overlay Zone; implementation of the Historic Preservation design standards in the Urban Design Chapter of this Plan.

**Objective 14-3**

To enhance and capitalize on the contribution of existing cultural and historical resources in the community.

**Policies**

14-3.1 Support the Southwest Museum as a cultural resource, encourage expansion both on and off site, and preserve its present location in Mt. Washington.

**Program:** The Plan's policies and programs, regarding transit stations and transit-oriented districts improve the viability and accessibility of the museum and reinforce its significance as a focal point of the community.

14-3.2 Support the continued progress in the relocation and restoration of Victorian-era structures on the site along the Arroyo Seco Channel between Avenue 43 and Pasadena Avenue in Heritage Square.

**Program:** The Plan supports the continued progress of Heritage Square, which is designated by the Los Angeles City Council as a

Historic and Cultural Monument and identified in the Plan's Appendix.

14-3.3 Maintain the continued preservation of the unobstructed view from public locations of the unique natural formation of the Eagle Rock.

**Program:** The Plan designates the area immediately surrounding the Rock for Low Residential and cluster type housing in order to preserve a view of the Rock.

Decision-makers should make a finding that any project in the immediate vicinity of the Eagle Rock will not obstruct views of the Rock.

The 1979 Plan designated approximately two-thirds of the total land area for residential use. Of this portion, 70 percent was designated for single-family use only. Current plan policy provides for preservation of the existing residential neighborhoods throughout the area, retaining existing single-family districts and multi-family clusters.

## ECONOMIC DEVELOPMENT

An Economic Development Element is not one of the State-mandated elements of a General Plan. However, such an Element is appropriate in a General Plan where significant economic changes have occurred. Over the past 30 years, the plight of business and the loss of job opportunities affecting Northeast Los Angeles requires that strategies be developed in this plan to address these economic issues. This Economic Development element is intended to examine current conditions within the economy, identify problem areas, and establish strategies to resolve these problems.

For Northeast Los Angeles, this Element addresses the following major concerns:

- Ⓒ The revitalization and redevelopment of commercial and industrial areas.
- Ⓒ The identification of initiatives for the maintenance and enhancement of economic development opportunities and technological changes.
- Ⓒ The establishment of the preconditions for maintaining and attracting new job opportunities.
- Ⓒ Provision of needed job skills within the labor force.
- Ⓒ Improvement in the conditions and opportunities in industries dominated by unskilled labor.

Traditional economic development strategies have emphasized the introduction of large commercial or industrial enterprises to serve as catalyst to generate a variety of spinoff enterprises to revitalize communities. Within Northeast Los Angeles, the environment is conducive to the creation of such operations as long as it is recognized that:

- C Large, vacant parcels are available to accommodate such developments.
- C Large areas of obsolete or under-utilized industrial property will require demolition and/or assemblage of parcels under different ownerships.
- C Adequate infrastructure and appropriate incentives must be established and publicized.
- C Skilled labor pools must be developed.
- C Social and economic barriers, resulting from structural disinvestment, are removed.

The goal and the challenge is to reinvest in both human and capital resources in order to address the issues described above. Changing these conditions would have a significant effect on the results of any economic development strategies devised for the establishment of large commercial and industrial facilities within these communities. In addition, the development of locally-based, small enterprises within the community, should be encouraged as a vital part of the strategy to revitalize neighborhoods. The significant issues that would affect the achievement of this goal are:

- C Training in, knowledge of, and experience in the business world.
- C Access to ongoing funding sources.
- C Availability of economic development opportunities in the area.
- C Sources of information on available land and personnel resources in the Community.
- C Revitalized commercial areas.
- C Public and private investment to meet development needs.

Any policies and programs should consider the following characteristics of the community:

- C Need for jobs and training.
- C Age distribution of the population.
- C Level of educational attainment.
- C The need for specific social services, e.g. day care for working mothers.
- C Households in poverty.
- C Households with children.
- C Existing levels of economic activity.
- C Available income.

Policies and program, therefore, focus on the following:

- C Training and development of human resources.
- C Creation of a physical environment conducive to increasing economic activity.

- C Coordination of public and private resources engaged in economic development activities.
- C Streamlining of regulations and, where appropriate, the removal of regulatory barriers/obstacles to economic development programs.
- C Creation of appropriate incentive programs designed to encourage business development.

**GOAL 15**

***THE REVITALIZATION OF A PHYSICAL ENVIRONMENT CONDUCIVE TO INCREASING AND IMPROVING ECONOMIC ACTIVITY.***

**Objective 15-1**

To improve the visual environment of existing commercial and industrial areas.

**Policies**

15-1.1 Identify distinct commercial and industrial areas within the community.

**Program:** Plan map and text in Chapter III of this Plan identify commercially- and industrially-planned areas with supporting policies and programs.

15-1.2 Develop architectural and design guidelines and standards for revitalization and new development in targeted commercial and industrial areas.

**Program:** The Plan includes Chapter V: Urban Design and an Appendix of Standards and Guidelines to address this policy.

15-1.3 Assess the needs of commercial and industrial areas to retain and improve their functional and aesthetic character.

**Program:** Implement, where appropriate:

- a. Revitalization/Redevelopment Programs.
- b. The Commercial and Industrial Policies in Chapter III, Land Use Policies and Programs.
- c. Community Design Overlay Districts, Pedestrian Overlay Districts, Historic Preservation Overlay Districts.

**GOAL 16**

***THE COORDINATION OF RESOURCES GENERATING ECONOMIC ACTIVITY IN ORDER TO MAXIMIZE THEIR IMPACT.***

**Objective 16-1**

To identify public and private resources generating economic activity within the community.

**Policies**

16-1.1 Establish a clearing house for community resources to identify agencies and organizations engaged in economic development.



**Program:** Utilize the outreach programs in the Planning Department and Council Offices in compiling and reviewing such a resource list.

- 16-1.2 Strengthen contacts and cooperation between public and private sector organizations engaged in economic development activities within the community.

**Program:** Determine an appropriate agency or organization to initiate a regular schedule of meetings and networking activities between public and private interests in targeted neighborhoods and communities.

- 16-1.3 Encourage the improvement of infrastructure facilities to meet existing community needs and assist in the revitalization of blighted areas.

**Program:** Continue implementation of the City's Capital Improvement Program.

- 16-1.4 Support and encourage the expansion of existing programs operated by all agencies that are designed to assist in the formation and growth of viable small businesses in the community.

**Program:** Continue programs such as low-interest loan programs, management assistance, business retention programs, and the establishment of incubation centers.

- 16-1.5 Develop with appropriate agencies, a comprehensive package of incentives in order to stimulate economic growth.

**Program:** Continue expansion and implementation of City, State, and Federal incentive programs.

- 16-1.6 Support appropriate State and Federal enterprise and revitalization zones.

**Program:** Continue cooperation with the Community Redevelopment Agency, Community Development Department, and Department of Housing in determining boundaries for such zones where development programs are necessary.

## **Objective 16-2**

To streamline, and where appropriate, revise regulations, including zoning, that create barriers to economic development.

### **Policies**

- 16-2.1 Identify and amend or remove local ordinances that are duplicative and/or do not offer protection to the community from hazards and nuisances while impeding appropriate economic development.

**Program:** Continue implementation of a regular review of local ordinances and their effectiveness in protecting health, safety, and welfare.

16-2.2 Encourage legislative advocacy which generates proposals appropriate for the community and the City of Los Angeles.

**Program:** Continue to provide analysis and data for legislative programs that address land use and economic development issues affecting the community.

**GOAL 17**

***THE TRAINING AND DEVELOPMENT OF THE COMMUNITY'S HUMAN RESOURCE POTENTIAL TO TAKE ADVANTAGE OF THE JOB OPPORTUNITIES OF THE FUTURE.***

**Objective 17-1**

**Policies**

17-1.1 Encourage local school boards to develop programs in consultation with local businesses to prepare students for the job market.

**Program:** Develop business outreach programs that target schools for student participation in business activities apprenticeship and internship programs.

17-1.2 Target job training programs toward groups and geographic areas most impacted by long-term structural unemployment.

**Program:** Utilize programs of the Community Development Department which establishes training for the expansion of existing and new business within the community.

**SUMMARY OF LAND USE**

CATEGORY	LAND USE	CORRESPONDING ZONES	NET ACRES	%AREA	TOTAL NET ACRES	TOTAL % AREA
<b>RESIDENTIAL</b>						
	<b>Single Family</b>				<b>6,098</b>	<b>38.9</b>
	Minimum	OS, A1, A2, RE40	213.89	3.5		
	Very Low	RE20, RA, RE15, RE11	452.60	7.4		
	Very Low I	RE20, RA	2.21	0.0		
	Low	RE9, RS, R1, RU, RD6, RD5	5,429.78	89.0		
	<b>Multiple Family</b>				<b>1,856</b>	<b>11.8</b>
	Low Medium	R2, RD4, RD3	6.35	0.3		
	Low Medium I	R2, RD3, RD4, RZ3, RZ4, RU,	569.02	30.7		
	Low Medium II	RD1.5, RD2, RW2, RZ2.5	1,202.62	64.8		
	Medium	R3	78.30	4.2		
<b>COMMERCIAL</b>						
	General	C1.5, C2, C4, P	260.00	40.7	<b>638</b>	<b>4.1</b>
	Highway & Limited		1.37	0.2		
	Neighborhood	C1, C1.5, C2, C4, P	329.00	51.6		
	Community	CR, C2, C4, P, PB	48.00	7.4		
<b>INDUSTRIAL</b>						
	Commercial	CM, P	3.48	0.3	<b>1,128</b>	<b>7.2</b>
	Limited	CM, MR1, M1, P	544.00	48.2		
	Light	MR2, M2, P	81.00	7.1		
	Heavy	CM, M1, M2, M3, C2, P	500.22	44.3		
<b>OPEN SPACE/PUBLIC FACILITIES</b>						
	Open Space	OS, A1	1,597.39	52.6	<b>3,038</b>	<b>19.4</b>
	Public Facilities	PF	1,440.98	47.4		
<b>STREET</b>						
	Private Street		0.29	0.0	<b>2,923</b>	<b>18.6</b>
	Public Street		2,922.00	100.0		
<b>TOTAL</b>					<b>12,759</b>	<b>100.0</b>

# Chapter IV

## COORDINATION OPPORTUNITIES FOR PUBLIC AGENCIES

The policies and programs set forth in Chapter III will have a direct influence on land use patterns that will, in turn, affect the community's quality of life. That Chapter also highlights the complementary relationship of land use, supporting infrastructure, service programs, and an involved community. Although the land use plan does not initiate construction or maintenance of infrastructure or delivery of service programs, the Plan can influence their scope and priority. There is a critical need for responsible agencies to carefully document the most serious needs and coordinate responses so that existing problems are not neglected or exacerbated and to maximize the benefits of scant resources. This Chapter identifies actions that the City should promote, through the appropriate City Departments, other governmental and non-governmental agencies, and private parties, to further the goals of the Plan.

### **PUBLIC WORKS**

1. Encourage awareness of the importance of the streetscape component of community-wide urban design policies among the agencies responsible for construction and maintenance on public property, especially rights-of-way.
2. Encourage cooperation between public works and utility agencies to maximize opportunities for undergrounding utilities.
3. Seek active involvement of those agencies regulating public property, especially rights-of-way, in the preparation of specific plans or overlay district ordinances to implement this Plan.
4. Coordinate a program for locating and phasing public facilities to meet existing and future needs.

### **CODE ENFORCEMENT**

1. Promote more effective enforcement of all applicable government codes regulating the built environment and environmental quality.
2. Assist enforcement agencies in increasing community awareness of existing and proposed building, housing, and zoning regulations.
3. Encourage greater inter-agency cooperation in developing zone code amendments and other zoning tools to better define roles and responsibilities for review and enforcement.
4. Encourage cooperation in updating and disseminating zoning maps and data bases in a timely manner among regulatory agencies to ensure that regulations are applied more consistently.
5. Provide inter-departmental training opportunities on an on-going basis to respond to changing enforcement issues.

**RECREATION AND  
PARK FACILITIES**

1. Encourage cooperation among Los Angeles Unified School District, City Recreation and Parks Department, and other Federal, State, County and City agencies to jointly make facilities available to residents after school and on weekends. Joint use is proposed as a way to maximize the amount of land available to these agencies by using all available sites for recreation and education.
2. Encourage continuing efforts by County, State, and Federal agencies and conservancy organizations to acquire and maintain land for publicly-owned open space.
3. Ensure that parks are adequately secured and illuminated for safe use.
4. Provide for the supervision of park activities, adequacy of security patrols, and enforcement of codes restricting illegal activity.
5. Coordinate among the Recreation and Parks Department, the Police Department, the City Attorney's Office, and other relevant agencies to ensure maximum involvement of local youth in park upkeep and program development.
6. Increase utilization of existing nature education and recreational facilities and encourage development of additional facilities.
7. Coordinate with City departments; neighboring cities; and County, State, and Federal agencies to utilize existing public lands such as flood control channels, utility easements, and Department of Water and Power properties to provide for such recreational needs as hiking, biking, and equestrian trails.
8. Plan and design the expansion of existing facilities and the acquisition of new sites to minimize the displacement of housing and the relocation of the residents.
9. Give highest priority to Park and Recreation developments and improvement projects in areas with the greatest deficiencies.
10. Pursue resources to reclaim vacant land that could be used for public recreation safely.

**OPEN SPACE**

1. Coordinate with the Environmental Affairs Department to identify and promote greenway opportunities within the community.
2. Encourage maximum involvement of the Environmental Affairs Department in assisting other public agencies and community groups in greenway planning and implementation.

**SCHOOLS**

1. Encourage a formal mechanism to effectively coordinate the land development needs of the Los Angeles Unified School District with adopted community plans.

2. Consider large vacant or underutilized properties as a first alternative to accommodate the demand for new schools, prior to the displacement of existing uses.
3. Encourage vocational schools to locate in commercial or industrial areas where training opportunities are enhanced by the surrounding uses. However, siting of schools in areas planned for industrial uses should be evaluated in light of their proximity to any hazardous use.
4. Maximize the accessibility of school facilities for use by neighborhood and community organizations, including use for disaster training and preparedness and as disaster shelters and evacuation sites.

## **LIBRARIES**

1. Seek additional resources to maintain and expand library services to satisfy service demands.
2. Develop a Citywide policy for locating specialized materials and collections to maximize their use.
3. Encourage expanded use of computer technology in creating on-line access to the widest possible range of library collections and services.

## **POLICE PROTECTION**

1. Support and encourage community-based crime prevention efforts (such as Neighborhood Watch), through regular interaction and coordination with existing community-based policing, foot and bicycle patrols, watch programs, assistance in the formation of new neighborhood watch groups, and regular communication with neighborhoods and civic organizations.
2. Identify neighborhoods where facilities or personnel are needed to provide adequate police protection.

## **FIRE PROTECTION**

1. Provide that adequate facilities and fire service personnel are maintained by periodically evaluating population growth, level of service (response time and staffing), and fire hazards in the City.
2. Identify neighborhoods with deficient fire facilities and/or services.
3. Develop an acquisition strategy for fire station sites in areas deficient in fire facilities.

## **HISTORIC PRESERVATION**

1. Use the forums provided by historic preservation boards to increase community awareness of the advantages of preservation and to provide early warning for practices that threaten historic resources.
2. Assist private owners of historic resources to maintain and/or enhance their properties in a manner that will conserve the integrity of such resources in the best possible condition without adversely impacting nearby properties.

3. Disseminate information on Historic Preservation regulations to local real estate development, design, and construction companies.

## **HOUSING**

1. Locate senior citizen housing projects in neighborhoods within reasonable walking distance of health and community facilities, services, and public transportation.
2. Maintain and preserve the character and integrity of existing neighborhoods and encourage participation in self-help preventive maintenance to promote neighborhood conservation, beautification, and rehabilitation.
3. Improve the coordination of public service agencies to support neighborhood conservation activities.
4. Ensure that low- and moderate-income housing is equitably distributed throughout the Plan area predicated on a fair share basis in relationship to all other planning areas.
5. Encourage new and alternative housing concepts, as well as alternative materials and methods of construction, which are found to be compatible with City Codes.
6. Allow for the assembly and trade of public land in order to encourage new housing in appropriate locations within the Plan area.
7. Ensure that any development of transitional housing and emergency shelters is appropriately located.
8. Encourage the development of housing types intended to meet the special needs of senior citizens and the physically challenged.

## **INDUSTRIAL LAND RESOURCES**

1. Identify appropriately underutilized or abandoned industrial properties for industrial re-use or revitalization that can maximize benefits from the full range of City, State, and Federal programs.
2. Identify underutilized or abandoned industrial properties that can be more appropriately re-used or revitalized for non-industrial purposes through adaptive re-use or other measures.
3. Assist in the aggregation of smaller, older sites to facilitate revitalization or re-use, where appropriate.
4. Encourage improved access, circulation, and parking to better serve industrial purposes.

## **UTILITIES AND TELECOMMUNICATIONS**

1. Encourage programs that assess feasibility of undergrounding utilities and identify priority areas for undergrounding.
2. Encourage undergrounding of all new utilities through assessment districts or other funding mechanisms.

3. Develop a schedule for systematically maintaining and upgrading remaining above-ground utility and telecommunications facilities.
4. Encourage a master plan to coordinate the location of telecommunications towers and minimize their visual impact.

**EMPLOYMENT**

1. Encourage businesses to participate in job training programs for local residents.
2. Develop employment opportunities for a wide range of jobs, skills, and wages.
3. Encourage inter-agency cooperation to explore activities needed to attract and accommodate emerging technologies.

**PUBLIC  
TRANSPORTATION**

1. Coordinate with the Metropolitan Transit Authority and the City Department of Transportation to improve local bus and shuttle service to and within the Northeast Los Angeles Community Plan Area, giving particular emphasis to linking major destinations and transit hubs.
2. Encourage the expansion, wherever feasible, of programs aimed at enhancing the mobility of senior citizens, disabled persons, and the transit-dependent population.
3. Develop an intermodal mass transportation plan to improve efficiency between existing modes and future rail service.

**NON-MOTORIZED  
TRANSPORTATION**

Encourage funding and construction of bicycle facilities and greenways connecting residential neighborhoods to schools, open space areas, employment centers, and transit stations.



# Chapter V

## URBAN DESIGN

The built environment in the Northeast Los Angeles Community Plan Area reflects more than 100 years of development. There are some areas in which there is considerable harmony of uses and designs. However, the quality of life in many areas is impaired by a conspicuous lack of functional and aesthetic integration. Significant improvement can be achieved if new development is guided by the principles set forth in this Chapter through the Community Design Overlay Ordinance recently enacted by the City Council.

It is the purpose of this Chapter to set forth broad, general policies to guide the aesthetic aspects of future development throughout the Community Plan Area. The Chapter is divided into two sections. The first, entitled, "Community Design and Landscaping Policies", concerns streetscape and greenway improvements and landscaping in public spaces and rights-of-way. The second, "Design Polices for Individual Projects," is directed toward individual multiple-residential, commercial, and industrial projects.

Development of this chapter has been informed by a variety of sources. Most notably, Gruen Associates has contributed a survey of major arterial streets in Northeast Los Angeles and the Highland Park Commercial District on Figueroa Street between Avenue 50 and Avenue 60. The report, which has been annotated to reflect more recent changes and trends, evaluated existing characteristics of land use, architecture, and street trees and made recommendations for enhancement. This chapter also reflects the concerns and concepts embodied in a report issued by the Police Department entitled "Design Out Crime: Crime Prevention through Environmental Design."

The general policies found in this Chapter are expressed in greater detail in an illustrated companion document entitled "Northeast Los Angeles Community: Design Guidelines and Standards." The Guidelines and Standards, once adopted by the City Planning Commission, will provide the basis for evaluating development projects throughout Northeast Los Angeles after the Community Plan and subsequent Community Design Overlay ordinances are adopted by the City Council. For example, a Community Design Overlay area is proposed in Lincoln Heights to promote commercial revitalization and historic preservation.

These Guidelines and Standards are advisory and do not include the level of detail specified in areas governed by other design-intensive regulations, such as specific plans, historic preservation overlay zones, or pedestrian-oriented districts. At present, there are two specific plans and a Historic Preservation Overlay Zone that regulate development in Northeast Los Angeles: The Colorado Boulevard Specific Plan, the Mount Washington/Glassell Park Specific Plan, and the Highland Park Historic Preservation Overlay Zone. There are currently no pedestrian oriented districts, although one is currently under study in the Atwater Village Community. There are other areas where these zoning tools may be used such as the specific plan in preparation to control development and promote

commercial revitalization and improved linkages in the Marmion Way Transit Corridor in Highland Park.

The Design Policies are grouped as follows:

**1. COMMUNITY DESIGN & LANDSCAPING GUIDELINES**

- a. Entryways and Corridors
- b. Public Open Space, Greenways, and Plazas
- c. Streetscape/Landscape
  - (1) Street Trees
  - (2) Street Furniture
  - (3) Street Lighting
  - (4) Public Utilities and Telecommunication Equipment
  - (5) Sidewalks/Crosswalks
  - (6) Public Signage

**2. DESIGN/POLICIES FOR INDIVIDUAL PROJECTS**

- a. Commercial and Industrial
  - (1) Site Planning
  - (2) Building Height and Design
  - (3) Parking Structure Design
  - (4) Parking Lot Landscaping
  - (5) Light and Glare
- b. Multiple-Residential
  - (1) Site Planning
  - (2) Building Design
  - (3) Parking Structure Design

## **COMMUNITY DESIGN AND LANDSCAPING GUIDELINES**

Attractive public spaces are crucial to achieving the goals of the Northeast Los Angeles Community Plan and the Community Design Overlay ordinance. Community identity and appearance should be enhanced through streetscape improvements and well-maintained landscaping in all public spaces, including rights-of-way. The improvements will be implemented as opportunities in the Northeast Los Angeles Community Plan Area occur in connection with public improvements or when public and/or private projects affect public space and rights-of-way.

These improvements can create a sense of entry into Northeast Los Angeles from adjacent cities and communities. Additionally, public spaces and rights-of-way should capitalize on existing positive physical attributes of commercial districts, major institutions, and transportation corridors to differentiate the individual neighborhoods and communities that comprise Northeast Los Angeles. Finally, there is a need to incorporate design principles that enhance the attractiveness and utility of public places by enhancing personal safety.

Street trees are an important component of the aesthetic character of an area. Consistent use of appropriate street trees provides shade and a sense

of comfort during hot summer months. They also emphasize sidewalk activity and enhance its safety by separating vehicular and pedestrian traffic. Finally, they create an area-wide identity that emphasizes the attractiveness of the communities and neighborhoods within Northeast Los Angeles and assists in distinguishing them one from another.

The above-mentioned enhancements must be integrated with a substantial commitment by public agencies to repair and maintain existing infrastructure improvements, especially streets and sidewalks.

The following improvements are recommended:

## **ENTRYWAYS AND CORRIDORS**

Entryway improvements should be made along principal streets at the City boundary with adjacent jurisdictions, at major identified intersections, and at edges that clearly distinguish major entries to the City. Such improvements may include elements such as signage, landscaping, vertical pylons, and/or other distinctive treatments. Implementation of this policy can be accomplished by:

1. Establishing primary entry improvements at the following areas:
  - a. Colorado Boulevard near the State 134 Freeway
  - b. York Boulevard at San Pascual Avenue
  - c. Huntington Drive at Poplar Boulevard
2. Establishing secondary entry improvements at or near freeway off-ramps in the following areas:
  - a. Broadway at I-5 (Golden State) Freeway
  - b. Glendale Boulevard at I-5 (Golden State) Freeway
  - c. Los Feliz at I-5 (Golden State) Freeway
  - d. Avenue 52 at I-110 (Pasadena) Freeway
  - e. Avenue 43 at I-110 (Pasadena) Freeway
  - f. Valley Boulevard at I-710 (Long Beach) Freeway terminus
  - g. Figueroa Street at State 134 Freeway
3. Create entry improvements as gateway elements to major commercial districts or emphasize more centrally located community landmarks; these elements could consist of monument signs, banners on freestanding poles, banners hung from existing light or marbelite standards, or graphic elements hung from or attached to privately-owned buildings. These improvements should be located at the following intersections:
  - a. Colorado Boulevard and Eagle Rock Boulevard
  - b. York Boulevard and Eagle Rock Boulevard
  - c. Colorado Boulevard and Figueroa Street
  - d. Avenue 50 and Figueroa Street
  - e. Avenue 60 and Figueroa Street
  - f. Fletcher Drive and San Fernando Road
  - g. North Broadway and Daly Street
  - h. Huntington Drive and Eastern Avenue
  - i. Figueroa Street and York Boulevard

**PUBLIC OPEN SPACE,  
GREENWAYS AND  
PLAZAS**

Public open space standards should be established to guide the design of new public plazas, greenways, and open spaces to enhance their attractiveness and function. Priority should be given to the siting of public open space and greenways to maximize pedestrian accessibility and circulation, as well as personal safety. Siting should, therefore, include consideration of exposure to the elements, as well as adjacency to logical and established pedestrian routes and other open spaces. Consideration should be given to durability and maintenance requirements in the selection of plant and hardscape materials.

**STREETSCAPE /  
LANDSCAPE**

A comprehensive streetscape and landscape improvement and maintenance program should be established for identified corridors and districts that will set standards and priorities for the selection and installation of such items as street trees, street lighting, sidewalk/crosswalk paving, street furniture, and public signage, subject to the following criteria:

1. Priority for establishing streetscape and landscape standards and their implementation should be directed to areas where City policies for revitalization and preservation have been adopted, including specific plan areas, historic preservation areas, Business Improvement Districts, redevelopment areas, pedestrian-oriented districts, community design overlay areas, and areas receiving federal and state funds or having eligibility for tax credits and other incentives.
2. Strategies for preservation, improvement, and substantially better maintenance of existing landscaped median strips should be developed.
3. Selection of drought- and smog-tolerant and fire-resistant street trees and other plants should incorporate species that enhance the pedestrian character and convey a distinctive high quality visual image for the corridors, their immediate neighborhoods and complement the surrounding buildings and landscaping.

A system of functional distinctions for the street trees should be established in accordance with the Street Tree Master Plan and in keeping with existing community elements. They should include:

- C Major accent trees to be located at entry locations, intersections, and activity centers.
- C Street trees of a single species as the common tree for individual street frontages. A single flowering species may be selected for all residential neighborhoods and commercial districts or different species selected to distinguish one neighborhood, district, or street from one another. In residential neighborhoods, the trees should be full, to provide shade and color. In commercial districts, the trees should provide shade, but be more transparent to promote views of store fronts and signs.
- C Ornamental trees or special plantings to provide linkages to pedestrian walkways and plazas and outdoor dining areas. Ornamental trees should provide shade and color to emphasize and focus attention on those places.

4. Street furniture should be installed that encourages and complements pedestrian activity or physical and visual access to buildings and which is consistent in design with characteristic neighborhood features, functional, and comfortable. Street furniture includes such elements as kiosks, bus and pedestrian benches, bus shelters, trash receptacles, newspaper racks, bicycle racks, public telephones, landscaped planters, drinking fountains, and bollards. Priority should be given to providing street furniture in pedestrian-oriented areas and Business Improvement Districts.
5. Street lighting should be installed in commercial districts to enhance pedestrian use by being attractive, compatible in design with facades and other street furniture, and which provides adequate visibility, security, and a festive night-time environment. Additionally, street lighting types should be used in historic preservation, specific plan, and commercial revitalization areas that are compatible with the historic commercial fabric and coordinated with an overall street furniture and graphics/signage program.
6. Public Utility and telecommunications equipment should be treated as to minimize their contribution to visual pollution by:
  - a. Developing a systematic schedule for undergrounding utilities and upgrading remaining power and telephone poles.
  - b. Locating telecommunications equipment to minimize its visibility on rooftops and providing screening if it cannot be otherwise shielded from view.
7. Sidewalks/Crosswalks should be enhanced in principal commercial districts such as Colorado Boulevard, Figueroa Street, and Broadway. Brick pavers, concrete, or other safe, non-slip materials should be used to create distinctive sidewalks and crosswalks. These will visually and physically differentiate them from vehicle travel lanes and promote continuity of pedestrian pathways.

Sidewalk "pull-outs" can be installed at intersections, where they do not adversely impact traffic flow or safety, by extending the sidewalk to the depth of a parking stall, to accommodate landscaping and street furniture and reduce the width of crosswalks.

Major thoroughfares, including bridges, should be surveyed to determine where sidewalks are deficient to provide needed access and public safety.

8. Public signage, in accordance with the City sign ordinance, should be coordinated to emphasize the distinctive character of individual commercial areas by:
  - a. Establishing consistent themes for all public signage, including fixture type, lettering, colors, symbols, and logos designed for specific areas or pathways within neighborhoods and communities.

- b. Providing for distinctive signage which identifies principal entries to the principal commercial areas, unique neighborhoods, historic structures and districts, and public buildings and parks.
- c. Ensuring that public signage complements, and does not detract from, adjacent commercial and residential uses and that it enhances designated historic sites and districts.

## DESIGN POLICIES FOR INDIVIDUAL PROJECTS

### COMMERCIAL AND INDUSTRIAL

Areas designated for Commercial and Industrial uses in Northeast Los Angeles can be enhanced through a systematic approach that emphasizes attention to details of site planning and building design. Revitalization of commercial areas demands that special emphasis be placed on the aspects of design that strengthen the more intimate, pedestrian-oriented shopping areas designated for Neighborhood Commercial uses and minimize the deleterious effects of existing uses that may be incompatible.

#### Site Planning

Structures should be placed on their sites in such a way that they enhance the positive functional and aesthetic qualities of the site and its surroundings. This can be accomplished by:

- 1. Requiring that site plans include ancillary structures, service areas, pedestrian walkways, vehicular paths, loading areas, drop-off and pick-up areas, and landscaping, in addition to depictions of neighboring uses.
- 2. Providing, where feasible, the undergrounding of new utility services.

Good site planning enhances pedestrian-friendly commercial areas by:

- 1. Concentrating pedestrian traffic on commercial streets by:
  - a. Providing tenant spaces with street frontage suitable for neighborhood-scale retailing of goods and services.
  - b. Reserving the less visually prominent locations for those tenants not dependent on pedestrian traffic.
  - c. Locating surface parking to the rear of structures.
  - d. Creating attractive amenities in common areas to encourage their use and maintenance.
- 2. Minimizing conflicts between pedestrians and vehicular traffic by:
  - a. Providing pedestrian entrances at the fronts of businesses located on commercial streets.
  - b. Providing well-lighted walk-through arcades from the fronts of wide buildings to rear parking areas.

- c. Minimizing the number and widths of driveways providing sole access to the rear of commercial lots.
  - d. Providing speed bumps across driveways when they adjoin walkways for at least 50 feet.
  - e. Providing well-maintained landscaped strips between driveways and walkways accessing the rear of properties.
3. Enhancing public safety by:
- a. Exposing common areas to maximize visibility.
  - b. Defining common spaces to enhance their relationships to nearby specific uses and private spaces.
  - c. Providing clear, well-lit paths to commercial and industrial destinations from public streets and parking areas, as well as through landscaped areas and common areas within a development.
  - d. Providing security devices, such as walls and gates, where necessary, to control access.

### **Building Height and Design**

There is a major need to harmonize the built environment in commercial and industrial areas in Northeast Los Angeles through attention to details of building design. The facades of all proposed projects shall be articulated to provide variation and visual interest. Building materials shall be employed to provide relief to bland untreated portions of exterior building facades and minimize opportunities for graffiti. The purpose of these provisions is to ensure that construction projects do not present sterile expanses of blank building walls and are better integrated with and enhance their surrounding neighborhoods. Accordingly, plans for new buildings and substantial remodels shall be reviewed to maintain adherence to:

- 1. Requiring articulation, recessing, surface perforations, and porticoes to break up long, flat, building facades and free-standing walls.
- 2. Using building materials that accent or complement adjacent and nearby building facades.
- 3. Requiring development of a comprehensive signage program, suited in scale and character to the local environment, for major ownerships, large, individual buildings and buildings with multiple tenants.
- 4. Screening all mechanical and electrical equipment from public view.
- 5. Screening all rooftop equipment and building appurtenances from public view.
- 6. Enclosing all trash containers from view.

Particular attention needs to be paid to issues of mass, proportion, and scale in pedestrian-oriented commercial areas. Pedestrian-friendly environments are dramatically enhanced by:

1. Providing continuity of setbacks.
2. Maintaining height limits and minimizing very wide store frontages.
3. Maximizing the area devoted to transparent building elements, such as windows and doors, on retail businesses exposed to streets and parking lots.

#### **Parking Lot Landscaping**

Parking structures shall be integrated with the design of the buildings that they serve through:

1. Designing new parking structures in such a way that they promote commercial uses on the ground floor level.
2. Designing parking structure exteriors to match the style, materials, and colors of the main building.
3. Utilizing decorative walls and landscaping to buffer parking structures from nearby residential areas.
4. Landscaping to screen existing parking structures that are not architecturally integrated with their main building.

#### **Parking Lot Landscaping**

Surface parking lots shall enhance the appearance of the commercial areas that they serve by:

1. Landscaping in accordance with the standards contained in "Northeast Los Angeles Community: Design Guidelines and Standards."
2. Providing well-maintained landscaped perimeters.

#### **Light and Glare**

Illumination shall enhance the appearance and security of commercial areas but minimize adverse impact on adjacent areas by:

1. Installing on-site lighting along all pedestrian walkways, walk-throughs and arcades, and vehicular access ways.
2. Shielding and directing on-site lighting to illuminate driveways and walkways, walk-throughs and arcades, and not adjacent areas.



### **Site Planning**

Multiple-residential projects should be designed, built and maintained to enhance their surroundings and provide amenities for residents. Maintaining compatibility with the height and bulk of nearby structures is a crucial element in preserving neighborhood character. In general, all projects should minimize their obtrusiveness by attention to prevailing heights and setbacks and can enhance compatibility through such measures as upper-floor step-backs. Landscaping also should be used to soften the impact of multiple-residential developments while providing an amenity for residents. Usable open space, such as children's play areas and patios, should be used to significantly enhance the quality of life for residents and reduce the off-site impacts. Personal security should be enhanced by such measures as controlling access, increasing visibility in common areas, and providing lighting.

Major challenges and opportunities arise when lots are combined for the purposes of multiple-residential development. An insensitively designed structure can negatively affect the character and quality of life in a neighborhood by being out of scale and incompatible with prevailing heights and setbacks. However, combining lots for development purposes can provide a wealth of opportunity for creative massing, articulation, use of step-backs and indentations, landscaping, and accommodation of parking to make both a better living environment for tenants and to have a positive impact on the surrounding neighborhood. Such larger sites also provide a greater range of possibilities for inclusion of courtyards, active and passive open space areas, and landscaping as amenities for residents. In recognition of the challenges and opportunities presented by larger multiple-residential projects on combined lots, such developments are treated in greater detail in the provisions of this chapter's companion document "Northeast Los Angeles Community Design Overlay District: Guidelines and Standards."

### **Building Design**

The design of all buildings shall be of a quality and character that improves community appearance, avoiding both the extremes of excessive variety and monotonous repetition by:

1. Including articulation, recessing, surface perforations, and porticoes to break up long, flat, building facades.
2. Utilizing complementary building materials in building facades.
3. Incorporating design variation to define different levels.
4. Integrating building fixtures, such as awnings and security gates, into the design of buildings.
5. Screening all rooftop equipment and building appurtenances from adjacent properties.
6. Screening and enclosing trash containers completely.

### **Parking Structure Design**

Parking structures shall be integrated with the design of the buildings they serve through:

1. Maximizing complementary commercial uses on the ground floor in mixed-use projects.
2. Designing parking structure exteriors to match the style, materials, and colors of the main building.
3. Utilizing decorative walls and landscaping to buffer residential uses from parking structures.
4. Landscaping to screen parking structures not architecturally integrated with main building.

**RICHARD RIORDAN**, Mayor

James Kenneth Hahn, City Attorney

Rick Tuttle, Controller

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Con Howe, Director of Planning

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**COMMUNITY PLAN UPDATE**

**COMMUNITY PLANNING**

Dave Gay, Principal City Planner

Alta Shigeta, Senior City Planner

Terry Speth, City Planner

Jimmy Anguiano, City Planning Associate

Bill Landa, City Planning Associate

**GEOGRAPHIC INFORMATION SYSTEMS**

John Butcher, GIS Supervisor II

Paul Burns, GIS Supervisor I

Carmen Miraflor, GIS Supervisor I

Daniel Garcia, GIS Specialist

Cecelia Hernandez, GIS Specialist

**PUBLICATION**

Gary Booher, City Planner

Jae H. Kim, City Planning Associate

Hilda Garcia, Principal Clerk

Edna Roxas-Zafra, Clerk Typist

DEPARTMENT OF  
CITY PLANNING  
200 N. SPRING STREET, ROOM 525  
LOS ANGELES, CA 90012-4801  
CITY PLANNING COMMISSION

MABEL CHANG  
PRESIDENT  
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VICE-PRESIDENT  
JOY ATKINSON  
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MICHAEL MAHDESIAN  
BRADLEY MINDLIN  
THOMAS E. SCHIFF

GABRIELE WILLIAMS  
COMMISSION EXECUTIVE ASSISTANT  
(213) 978-1300

CITY OF LOS ANGELES  
CALIFORNIA



JAMES K. HAHN  
MAYOR

EXECUTIVE OFFICES

CON HOWE  
DIRECTOR  
(213) 978-1271  
FRANKLIN P. EBERHARD  
DEPUTY DIRECTOR  
(213) 978-1273  
GORDON B. HAMILTON  
DEPUTY DIRECTOR  
(213) 978-1272  
ROBERT H. SUTTON  
DEPUTY DIRECTOR  
(213) 978-1274  
FAX: (213) 978-1275  
INFORMATION  
(213) 978-1270  
[www.lacity.org/PLN](http://www.lacity.org/PLN)

April 21, 2005

All Interested Parties:

**RAS INTERPRETATION TO COMMUNITY PLAN FOOTNOTES  
DIRECTOR'S INTERPRETATION**

Attached is a copy of the Department of City Planning's interpretation of Ordinance 174,999, effective January 15, 2003, which established the RAS Zones. This published interpretation becomes final and effective 20-days from the date of this communication unless an appeal to the City Planning Commission is filed within this time period. Appeals shall be filed in duplicate on forms provided at any of the following public offices of the Department of City Planning, along with the required filing fee:

Planning Department – Public Counter  
201 North Figueroa Street, 3<sup>rd</sup> Floor  
Los Angeles, CA 90012  
Phone: (213) 482-7077

San Fernando Valley Office  
6262 Van Nuys Boulevard  
Van Nuys, CA 91401  
Phone: (818) 374-5050

If you have any questions regarding this case, please contact Jane Blumenfeld at (213) 978-1372 or myself at (213) 978-1274.

Sincerely,

CON HOWE  
Director of Planning

ROBERT H. SUTTON  
Deputy Director

CH/RHS:hkt

Attachment

cc: Council Planning Deputies  
Ray Chan, Building and Safety Department  
David Kabashima, Department of City Planning  
Jane Blumenfeld, Department of City Planning

April 21, 2005

**RAS RELATIONSHIP TO COMMUNITY PLAN FOOTNOTES  
DIRECTOR'S INTERPRETATION**

All Interested Parties:

SUBJECT:

Inquiries have been made regarding potential conflicts between Footnotes on the Community Plans and the RAS 3 and RAS 4 (hereafter referred to as RAS) Zones.

BACKGROUND:

The Residential/Accessory Services Zones (RAS) allow a greater floor area than commercial zones and greater height than otherwise allowed in height district 1VL.

“An example is:

Where a traditional C2-1VL with a Commercial plan designation is limited to a 1.5:1 FAR and a 45 height limit, the RAS 3-1VL and RAS 4-1VL shall not exceed a 3:1 FAR and 50 feet in height in accordance with the LAMC 12.10.5, 12.11.5 and 12.21.1.”

The Community Plans as recommend by the City Planning Commission and adopted by City Council are a general guide to development for the community and city as a whole. Rarely do the Community Plans specify special planning rights or restrictions for particular parcels.

Some community plan maps contain footnotes regarding height and floor area. Footnotes appear on the map legend next to the commercial land use categories or in some cases on specific properties or areas. The footnotes that are attached to the commercial land use categories generally relate in a broad-brushed manner to all areas of the plan designated for that particular use. Typically such footnotes are not site specific, and as such, do not relate to specific locations, blocks, or parcels within the community plan area.

“An example of such a footnote which appears in most Community Plans reads:

Footnote 1: ‘Height District 1VL’

This means all properties within the commercial land use category that have this footnote are limited to an FAR of 1.5:1 with a 45-foot height limit.”

DISCUSSION:

When the City Council adopted the RAS Zones in 2002, their purpose was to promote mixed use development in the city's commercial zones, particularly in the commercial corridors which provide the greatest access to transit. In their adoption of the RAS Zones, the City Council recognized that

the additional floor area and height allowed by the RAS zones are necessary to make such primarily residential projects viable. However to protect the integrity of the Community Plans, the Council limited the residential density permitted in the RAS 3 and RAS 4 Zones to correspond to the residential densities permitted in the R3 and R4 Zones, respectively. Thus, they permitted RAS 3 and RAS 4 Zones in Plans that permit R4 and higher zoning but only permitted the RAS 3 Zone (and not RAS 4) in Plans that previously had R3 as the highest zoning category.

In one particular plan, the Plan Footnote on a Neighborhood Commercial area states:

“Floor Area Ratio 1:1.”

In this specific situation it cannot be the intent of Council to allow a 3:1 FAR since they knowingly restricted the property to a 1:1 FAR.

#### INTERPRETATION:

It is hereby interpreted that the RAS Zones can exceed a Community Plan Footnote when that footnote is general in nature and generally refers to all parcels under that plan category. Where there is a specific footnote that refers to (a) specific parcel(s) that is more restrictive, the RAS Zone would not be permitted without a corresponding Plan Amendment.