

REFERENCE ONLY



**CONCEPT**  
**LOS ANGELES**

THE CONCEPT FOR THE LOS ANGELES GENERAL PLAN

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# **THE CONCEPT FOR THE LOS ANGELES GENERAL PLAN**

JANUARY 1970

DEPARTMENT OF CITY PLANNING LOS ANGELES, CALIFORNIA







# PREFACE

This report presents a proposed Concept for the long-range development of the City of Los Angeles, together with the goals upon which it is based. The Concept is intended to serve as the basic framework for the Los Angeles General Plan, which is scheduled to be completed by the end of 1970. The report is the first in a series of recommendations for the General Plan.

The General Plan is the basic component of the comprehensive planning process. Its purpose is to provide City officials with a guide for decision making on planning and development matters and to inform the public of the expected future development of the City.

The proposals included in the Concept are intended to be ambitious and far reaching, looking to the attainment of the full potential of Los Angeles. The Concept is designed to meet the needs of a future city of five million people. Other portions of the General Plan will be more explicit and will be tied to specific time periods.

The Concept seeks to restructure the City in order to eliminate or alleviate current problems and anticipate and deal with future issues before they become serious problems. In the judgment of the Planning Department staff, the Concept would result in a physical structure consistent with the goals and objectives of the City's citizens, as expressed through the Goals Program and other planning research.

Adoption and implementation of the General Plan is the responsibility of the elected officials of the City — the Mayor and City Councilmen. The future nature and form of Los Angeles must be determined by the representatives of the citizens, not by special interests either public or private.

on of the Concept recommended in report will imply strong commitments to following broad policies and actions:

Continued growth should be permitted and must be guided by a *comprehensive* planning process.

The funding and development of a rapid transit system must be advocated and supported, in order to provide for efficient movement of people within the city. Station locations should be confined to the most part to intensively developed centers. Local feeder lines should be built as an integral part of the rapid transit system.

Certain areas must be designated for permanent retention in low-density use, and held inviolate from zoning actions which would result in higher densities.

Changes in the State property tax laws must be advocated, such changes to provide that assessments shall be based upon the land use potentials designated by the general plan of a city, not on land prices which reflect a speculative expectation of some other use, or on any other inter-estimation as to the "highest and best" use.

Desired development must be stimulated through new approaches involving partnership between public and private enterprise.

A comprehensive development code, incorporating zoning, land subdivision and building regulations, must be adopted, in order to give assurance of coordinated and well-planned development and to facilitate technological innovations in construction methods.

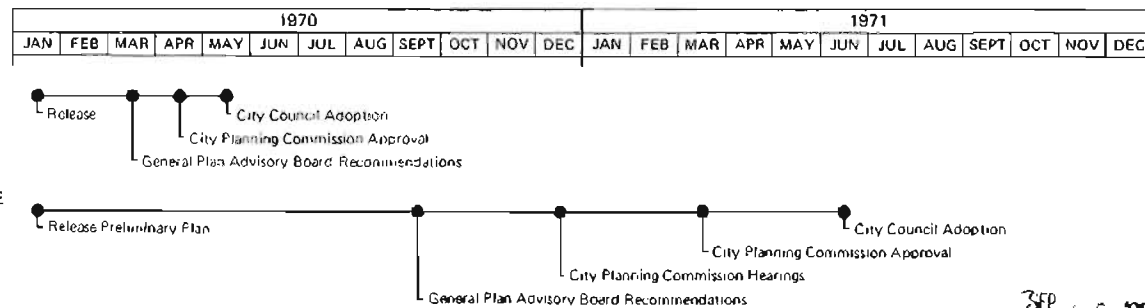
7. An open space program utilizing both public acquisition and land use controls must be formulated and implemented, in order to prevent the loss of private recreational lands threatened by development and reserve needed open lands in undeveloped areas; the passage of whatever State legislation is necessary to such a program must be advocated.
8. A long-range continuing program of balancing anticipated City expenditures and revenues must be established, so as to provide optimum fulfillment of the need for public services.

Other elements and components of the General Plan will show how the development of various aspects of the City will proceed according to the Concept. They will include five and twenty year implementation programs. It is essential that a long-range concept such as that described in this report be adopted, so that these more detailed plans and programs may be completed.

The Director of Planning recommends that this Concept be approved by the City Planning Commission, after review and recommendation by the General Plan Advisory Board, and be adopted by the City Council and the Mayor as a part of the General Plan of the City of Los Angeles.

The chart below indicates the Planning Department's schedule for preparation of the Concept and the Citywide Plan, and the suggested timing of official actions by said bodies.

**SCHEDULE FOR GENERAL PLAN ADOPTION**



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# INTRODUCTION

## CHARACTERISTICS OF LOS ANGELES

The reputation of Los Angeles has long rested primarily upon the way of life of the City's residents. The majority of residents enjoy a unique and pleasant style of life, characterized by the ownership and occupancy of the single-family house. The mild and sunny climate of Southern California makes outdoor recreation possible throughout the year. Mountains, desert and ocean are all within an hour's drive of the Civic Center.

### Development Patterns

Los Angeles grew with the automobile. More than in any other large city, it has permitted the migration of the middle-income population to the suburbs. As a consequence, the City has become a vast agglomeration of single-family houses.

Today, the only large vacant lands remaining available for either new residential development or for parks and open space are in the Santa Monica Mountains and in the fringe areas of the San Fernando Valley. As developable land has become scarce, construction of apartments has begun to overtake that of single-family dwellings.

Providing goods and services to the large population of Los Angeles requires a commercial establishment of the first magnitude. The commercial districts of Downtown, Wilshire, Hollywood, Beverly Hills and Westwood have grown into an almost continuous corridor of high-intensity development, which has become the core of business, financial, cultural and governmental activities of the Southern California region.

Los Angeles has also become a major industrial center. The most important industries are aerospace, entertainment, oil extraction and processing, and electronics. Recent industrial development has taken place mainly in outlying areas, close to the workers living in the expanding suburbs. Since land there has been relatively inexpensive and large acreages have been needed for parking, suburban industrial districts tend to exhibit the same sprawl as housing. The newer aerospace industry has located mostly in the San Fernando Valley, which has also been the area of greatest population growth.

Los Angeles has also become an important center of education, science and technology. Several major universities and a number of smaller public and private colleges attract students and faculty from around the world. Scientists and engineers, particularly, are attracted by the aerospace and electronics industries.

### Urban Problems

As the population of Los Angeles City approaches three million (in a metropolitan area of seven million), the City's amenities are more and more offset by emerging problems. These may be characterized as social, economic and physical; most, however, involve aspects of all three types.

Some of the most critical problems, such as air pollution, traffic congestion, inadequate public transportation and limited airport capacity, are regional in nature. Their solution will require concerted action by Los Angeles



County, all of the 77 cities in the County, special regional districts, and the State and Federal governments. Los Angeles City, however, because of its dominance in size and population, is in a position to give leadership to a comprehensive problem-solving effort.

Other problems are more directly the responsibility of the City. These include: blight and obsolescence, limited choice of housing types, poorly designed apartment buildings, intrusion of residential neighborhoods by incompatible uses of other types, inefficient strip patterns of commercial development, hillsides scarred by excessive grading, poor access to beaches, inadequate park lands, and the drab cluttered appearance of older commercial and residential areas.

One particular group of problems weighs most heavily upon low-income and minority people. Substandard housing, high unemployment, and limited opportunity for higher education lock many of the poor, aged and minority people in a physical and spiritual ghetto. Elimination of the poverty, poor housing and limited opportunities that perpetuate this ghetto condition must be a top concern in the planning of the future Los Angeles.

## **Development Trends**

Continuation of present growth and development trends of Los Angeles points to intensification rather than solution of current problems and to the attainment of something less than the City's full potential. Changes in public policies and business practices relating to development and services will be necessary if these undesirable consequences are to be avoided.

Under present trends, the few remaining large vacant areas will be subdivided for single-family residences. As population and housing demand increase, older single-family areas will be rebuilt with low-rise apartments of standard design and minimum quality. Good single-family houses will become increasingly expensive and low and moderate-cost housing of this type will not be built. Substandard housing will increase, as programs for its rehabilitation lag behind the rate of decay. Economic and social segregation will continue.

Since most of the remaining open lands in the City will be taken for housing, little will be left for the parks and recreation areas needed by the added population. Developed land will have to be acquired at high cost to correct the most glaring deficiencies.

Business and financial institutions as well as government offices will be concentrated more and more in the City's central core, creating ever-increasing congestion. However, retail commercial services in the core will continue to decline, as major stores follow their customers to the suburbs. Commercial strips along the major streets in older areas will deteriorate as their trade potential decreases, and will exert a blighting influence on adjacent residential neighborhoods. The appearance of most commercial areas will be little improved despite sporadic attempts at beautification.

Transportation problems will intensify. The increased number of automobiles operated by the growing population will require the continuous addition of freeways, major highways, local streets and parking lots, just to keep congestion from getting worse. More and more land will be used for street purposes, and will be removed from the tax rolls. The public transportation system will be limited to buses, which will compete with automobiles for space on the City's crowded streets and freeways. Adequate bus service will not be provided due to the high cost of serving widely separated destinations, and persons without automobiles will continue to lack mobility.

Finally, smog threatens to remain a problem. Improved technical methods for the reduction of emissions from the internal combustion engine can be expected; however, these will to a large extent be offset by the increased number of vehicles.

# THE PLANNING PROGRAM FOR LOS ANGELES

Planning has been of significant value in guiding the development of Los Angeles. However, it has not kept pace with the City's rapid growth. Plans for different aspects of development have frequently not been well coordinated. Many of the problems which have surfaced in recent years could have been avoided by a comprehensive planning process.

One possible way of minimizing future problems would be to place a restraint upon the City's growth. However, it is not considered feasible to limit population within the foreseeable future; to attempt to do so would probably result in severe economic and social repercussions. Furthermore, the large physical size of Los Angeles is adequate to accommodate continued growth without detriment to the City's established life style if such growth is guided by comprehensive planning.

## Comprehensive Planning Process

The following steps are the essence of the comprehensive planning process:

1. Gather the facts: identify problems, issues and potentials; survey land use and development; inventory human, economic and physical resources; study population and economic trends and make projections.
2. Identify goals, based upon the preferences expressed by citizens.
3. Determine what the possibilities are: alternative concepts for the future development of the City.
4. Select the concept which will best serve to achieve the goals.

5. Prepare a general plan, based upon the selected concept and incorporating goals, policies and implementation programs.
6. Develop the technical means to carry out the general plan: land development code; programming and budgeting of public services; systems for monitoring physical, social and economic conditions; neighborhood maintenance, rehabilitation and rebuilding programs; plan review and revision procedures.

The Los Angeles City Charter provides that a General Plan for the City shall be prepared and adopted, and specifies its nature and content together with the broad procedures for its implementation. The Concept presented in this report is the first and most basic element of the General Plan. Completion of the General Plan is scheduled for late in 1970.

## Goals Program

The Los Angeles Goals Program was initiated in 1967, in response to the Planning Department's recognition that a valid plan must reflect the needs and desires of citizens. The opinions and suggestions of individuals and groups were solicited. An important part of the program was the appointment of the Los Angeles Goals Council by joint action of the Mayor and City Council of Los Angeles City, the Board of Supervisors of Los Angeles County, and the League of California Cities. The Goals Council has recently published a final report reflecting the concerns of the various participants and presenting its final recommendations for goals for the Los Angeles area.

Significantly, the recommendations of the Goals Council are not limited to the traditional concerns of urban planning or to the specific responsibilities of the Los Angeles City government. The development of solutions to many of today's complex urban problems requires full consideration of not only physical but also social and economic conditions and trends, in a comprehensive regional context.

Many of the recommended goals concern problems that require immediate attention. After careful review, the Planning Department staff identified ten issues of primary concern, which are examined in a working paper entitled: "Priority Goals for Los Angeles". These urgent problems must first be dealt with through comparatively short-range plans and programs. They will accordingly be given detailed consideration in the development of the Citywide Plan and its five and twenty-year programs.

This Concept, however, looks not only to the solution of current problems but also to the long-range evolution of the best possible City. It must also provide a framework for maximum achievement of the City's long-range potential. The Concept, therefore, deals with both long and short range goals and policies, in the following basic areas: housing, economic growth and employment, transportation, public services and facilities, recreation, open space and environmental design.

## **Alternative Concepts**

Possible patterns for the future growth and development of Los Angeles were described in "Concepts for Los Angeles", a recent publication of the Department of City Planning. Four alternative concepts were presented: "Centers", "Dispersion", "Corridors" and "Low Density".

These alternatives were based on different fundamental assumptions relating to the nature and interrelationships of: population distribution and housing types; employment and commercial service patterns; transportation modes and routes; and open space patterns. Each sought to maintain desirable existing conditions and trends and to change those which are not desirable.

## **Formulation of the Concept**

This Concept represents the final recommendations of the City Planning Department. It has evolved as a result of numerous detailed studies by the Department as well as other organizations. The more significant of such studies are listed in the Bibliography. Invaluable assistance was given by Goals Program participants and other persons concerned with the various aspects of planning.

None of the four original alternatives was found to offer a unique and completely satisfactory basis for the General Plan. The Concept most closely resembles "Centers" but has been drawn from all four, as well as other sources.

The Concept provides a long-range view of the City, characterized by (1) the development of high intensity activity centers and their satellites, and (2) the preservation of low density suburban areas. The two contrasting types of development are tied together by a comprehensive transportation system and a network of parks and open spaces.



**CONCEPT  
FOR THE  
GENERAL PLAN**



# PURPOSE AND CONTENT

## General Plan

As provided by the Los Angeles City Charter, the General Plan is a comprehensive declaration of purposes, policies and programs for the development of the City, including, where applicable, diagrams, maps and text setting forth objectives, principles, standards and other features. The General Plan includes a Land Use Element, a Circulation Element and a Service-Systems Element. It is presented by means of a long-range Concept and a 20-year Citywide Plan, which provide its framework, together with a number of sub-elements and local area (community) plans.

As further provided, the General Plan is intended to serve as a basic and continuous reference in (a) planning for City development, (b) developing official regulations, controls, programs and services, and (c) attaining coordination of services and administration by all governmental agencies, private organizations and individuals involved in the development of the City.

The Concept map-diagram (see insert) covers a large part of the Los Angeles metropolitan region, much of which is under the jurisdiction of other local governments. A regional context is necessary in the Concept's presentation because the issues, problems and opportunities to which it is addressed do not recognize political boundaries. To governmental jurisdictions outside of the City of Los Angeles, the Concept is offered as a general guide for dealing with local planning matters which have region-wide implications. To regional agencies which have the authority and responsibility for the planning and provision of certain public facilities and services within the City of Los Angeles, the Concept declares the intent of the Los Angeles City government as to the overall long range development of the City.

## Concept

The Concept consists of this text together with the accompanying map-diagram and sketches.

The purpose of the Concept is to declare the long-range goals and policies for the development of Los Angeles and to describe the physical features and functional relationships appropriate to such goals and policies. The Concept is intended to be used as the basic reference for the preparation and maintenance of all other components and elements of the General Plan.

# GOALS FOR THE GENERAL PLAN

The following goals are established for the City of Los Angeles with respect to the General Plan:

1. Preserve the low-density residential character of Los Angeles: protect stable single-family residential neighborhoods from encroachment by other types of uses; rehabilitate and/or rebuild deteriorated single-family residential areas for the same use; make single-family housing available to families of all social and ethnic categories.
2. Provide maximum convenience for the occupants of high and medium density housing (apartments): locate the bulk of such housing within, or near to, concentrations of urban facilities and employment opportunities; make high and medium density housing available to persons of all social and ethnic categories.
3. Provide employment opportunities and commercial services at locations convenient to residents throughout the City: reserve suitable and adequate lands for industrial and commercial uses; make Los Angeles an attractive location for new industries and businesses.
4. Provide adequate transportation facilities for the movement of people and goods: provide a choice of transportation modes; alleviate traffic congestion; increase the speed and convenience of all transportation modes; achieve economy and efficiency in the movement of goods.
5. Provide needed public services to all persons and businesses: achieve economy, flexibility and efficiency in the provision of services, both those furnished by the City of Los Angeles and those furnished to Los Angeles citizens by other governmental jurisdictions; provide suitable sites for public facilities at locations convenient to their users.

6. Provide a full range of facilities for leisure time activities at locations readily accessible to all persons: furnish adequate local recreational services; develop specialized recreational facilities; preserve the shoreline for public use.
7. Conserve the City's natural resources and amenities: preserve open space; protect outstanding geographical features; minimize air pollution, water pollution, noise and litter.
8. Enhance the quality of the City's physical environment: integrate all aspects of the City's development through the application of urban design principles; establish the identity of the various communities of the City; preserve historical and cultural features; control the placement of commercial signs; provide landscaping in intensively developed areas.

More specific goals and objectives are contained in the Citywide Plan and the various General Plan sub-elements.

The above goals are declared to be consistent with and supportive of those more comprehensive goals relating to all facets of urban activity which have been identified by the Los Angeles Goals Council. These broader goals, in general, call for: promotion of the general welfare and public convenience; attainment of economic health and balance, including full employment; availability of equal opportunities for education and employment to persons of all social, economic and ethnic groups; availability of adequate housing, with a choice as to types and locations, to persons of all social, economic and ethnic groups; alleviation of poverty; achievement of social order; availability of adequate recreational facilities to all persons; enhancement of the visual environment of the City; alleviation of pollution and noise; preservation of natural features and historic development.

# GENERAL FEATURES OF THE CONCEPT

The Concept is designed to accommodate a future population of 5,000,000 persons within the City of Los Angeles, and over 11,000,000 persons within the metropolitan study area included on the map-diagram. The Concept envisions employment levels of about 2,750,000 for the City and over 5,350,000 for the study area. The Concept does not specify the time for the attainment of these levels; based on projections made in 1969, it appears that they will not be reached until sometime beyond the year 2000.

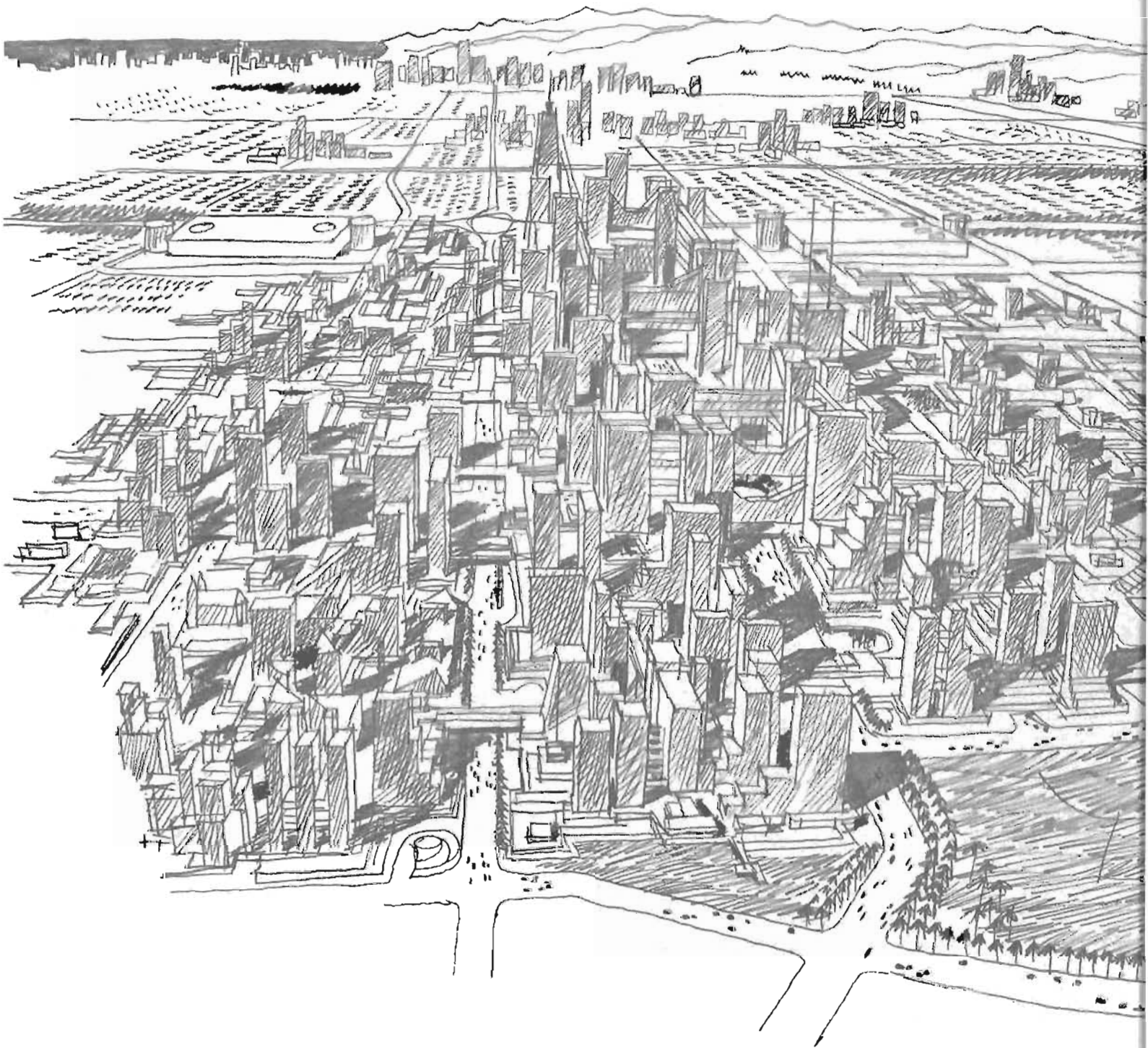
The Concept features five basic components:

1. Major "centers" having a high intensity of development and activity: employment, housing, retail services, business services, government services and entertainment.
2. Low-density\* "suburbs" comprised mainly of single-family residences with necessary facilities for local business and public services.
3. Open spaces of various sizes, including small public and private parks and plazas in centers; neighborhood and community parks and recreational facilities in suburbs; district and regional parks and recreational facilities, including golf courses; large natural areas; and a network of trails and/or corridor parks connecting other open spaces to the maximum extent feasible.
4. Industrial areas distributed throughout the City at locations convenient to both places of residence and freight transportation facilities, developed in a manner to assure compatibility with adjacent land uses of other types.
5. A comprehensive transportation system, including: a fully developed highway and freeway system, a rapid transit network with feeder lines, and local bus transit; a region-wide air terminal system serving local and inter-city movement; and a freight movement and terminal system.

\* See "Land Use-Housing", page 23, for residential density categories.

The Concept map-diagram (insert in back cover) indicates the citywide form to be taken by each of the described basic components and shows their interrelationships. The Concept allocates to the centers over half of the projected population growth and over two-thirds of the employment growth of Los Angeles after 1970. The provision of both high-density housing and places of employment in centers is intended to minimize travel time between home and work. The placement of a major part of new residential growth in centers is expected to lessen the pressures for development of medium intensity housing (apartments) in suburban areas, so as to reserve them primarily for single-family occupancy by families of various income levels.

In the "Regional Core", comprised of the Downtown, Wilshire, Miracle Mile, Hollywood and Beverly Hills Centers, together with intervening and peripheral areas, a much higher density of population and employment is designated than elsewhere in the City, as consistent with established trends in land use and development. Figure 1 is a hypothetical sketch of parts of the Regional Core, illustrating the contrast in building intensities between centers and suburban areas.





# Centers

The Concept map-diagram designates 48 centers within the metropolitan study area, of which 29 are located within the City of Los Angeles. Center designations are based upon: existing concentrations of population and employment; potential locations of population and employment growth, as indicated by current trends and projected growth patterns; geographical considerations relating to transportation routes; and the minimum spacing of rapid transit stations necessary to the attainment of an adequate overall speed.

Centers will vary in size, shape and intensity. They will be the dominant physical elements in the City due to their high development intensity and concentration of people and activities.

The physical form of a center is indicated by the accompanying illustrations. Figure 2 is a conceptual diagram of the center's components. Figure 3 indicates how the various components might be organized in an actual center — Miracle Mile. Figures 4 and 5 are conceptual diagrams that show future activity distribution and physical form, respectively. Figure 6 is an oblique aerial photograph of the Miracle Mile Center today. Figure 7 is a sketch of its possible future development.

Each center will have a "core", which will be the focus of activity. Figure 8 is a sectional view of a core. The core will contain the rapid transit station, high-rise office structures, department stores, hotels, theaters, restaurants and government offices. It will be designed to function on a three-dimensional basis, with extensive use of air rights to permit development over streets. The core will not be rigidly defined in a physical sense but will extend about one-quarter mile in all directions from the transit station.

Rooftops will be developed as landscaped plazas and open spaces for both public and private use. Schools, churches, government offices and public facilities can be located on upper levels, using landscaped rooftops as their grounds.

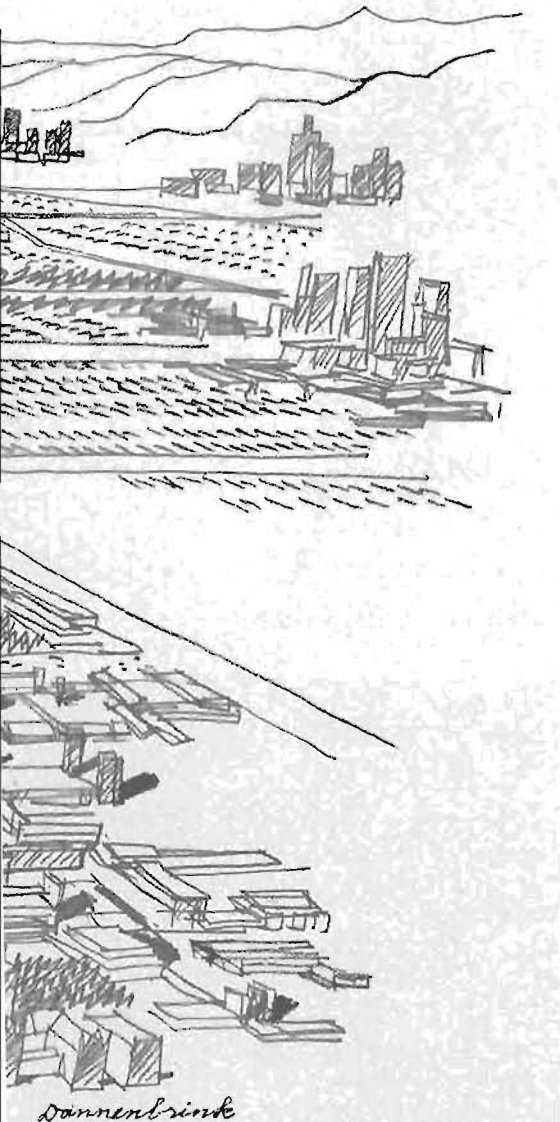


Fig. 1 Regional Core with centers and suburbs

The major emphasis in the core will be on business activities; however, the core will usually include housing, which in some cases will occupy the upper floors of multiple-function structures.

Automobiles and delivery trucks will, for the most part, be restricted to the ground level. Interconnected pathways for pedestrian circulation will be provided at the second floor and higher levels. This nearly complete separation of vehicles, transit and pedestrians will enhance the convenience, safety and pleasantness of the core.

Centers will also include local concentrations called "nodes". These may number as many as twenty or as few as two. Nodes will be connected to the rapid transit station in the core and to each other by a secondary transit system operating on its own grade-separated right-of-way. Nodes will contain commercial, residential and institutional uses, with intensities usually somewhat less than that of the core. A node may be oriented to some specialized use but will usually contain residential and service commercial facilities. Nodes of higher intensities will be designed similarly to the core, with grade-separated pedestrian circulation.

Where a node is distinctly separated from the center but connected to it by the secondary transit system, it is termed a "satellite". Spaces between the core, nodes and satellites and lands at the periphery of centers will usually be occupied by medium intensity uses – residential, commercial, institutional or restricted industrial – and, in some cases, by parks and open space.

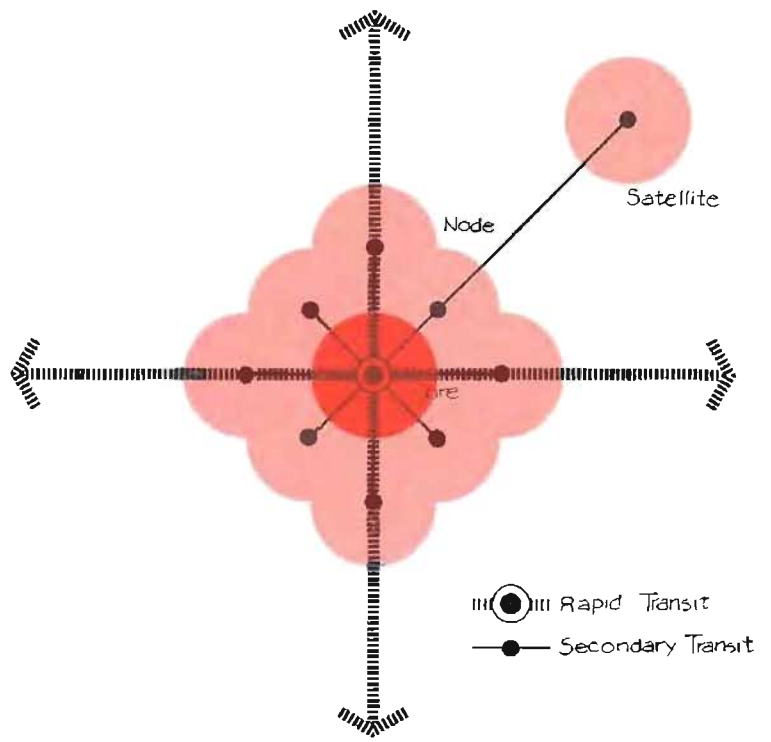


Fig. 2 Conceptual Diagram of a Center

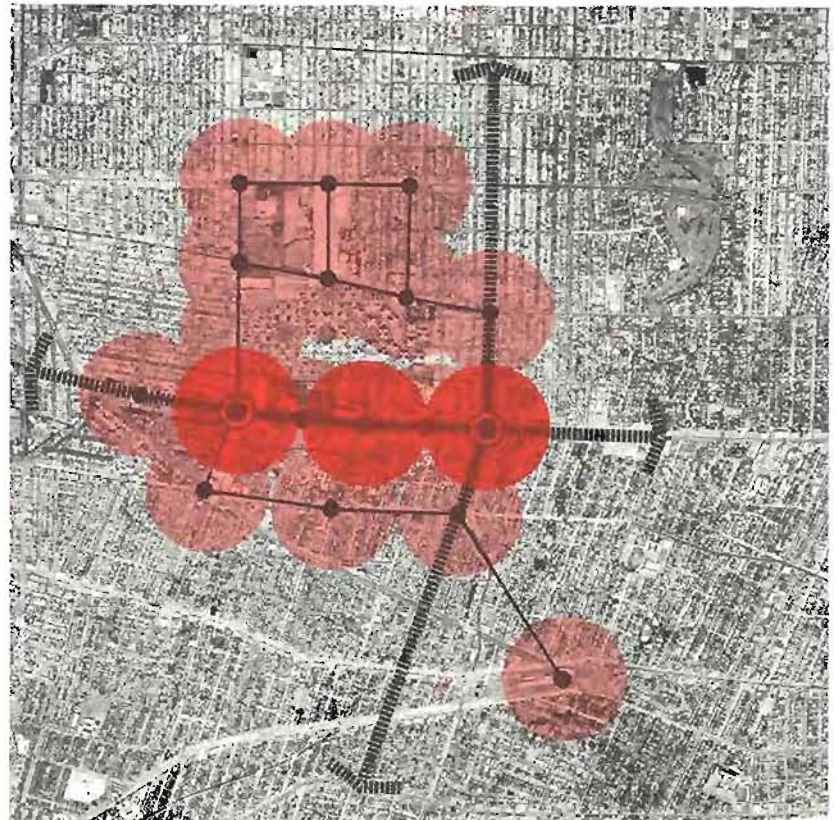


Fig. 3 Conceptual Diagram of Miracle Mile

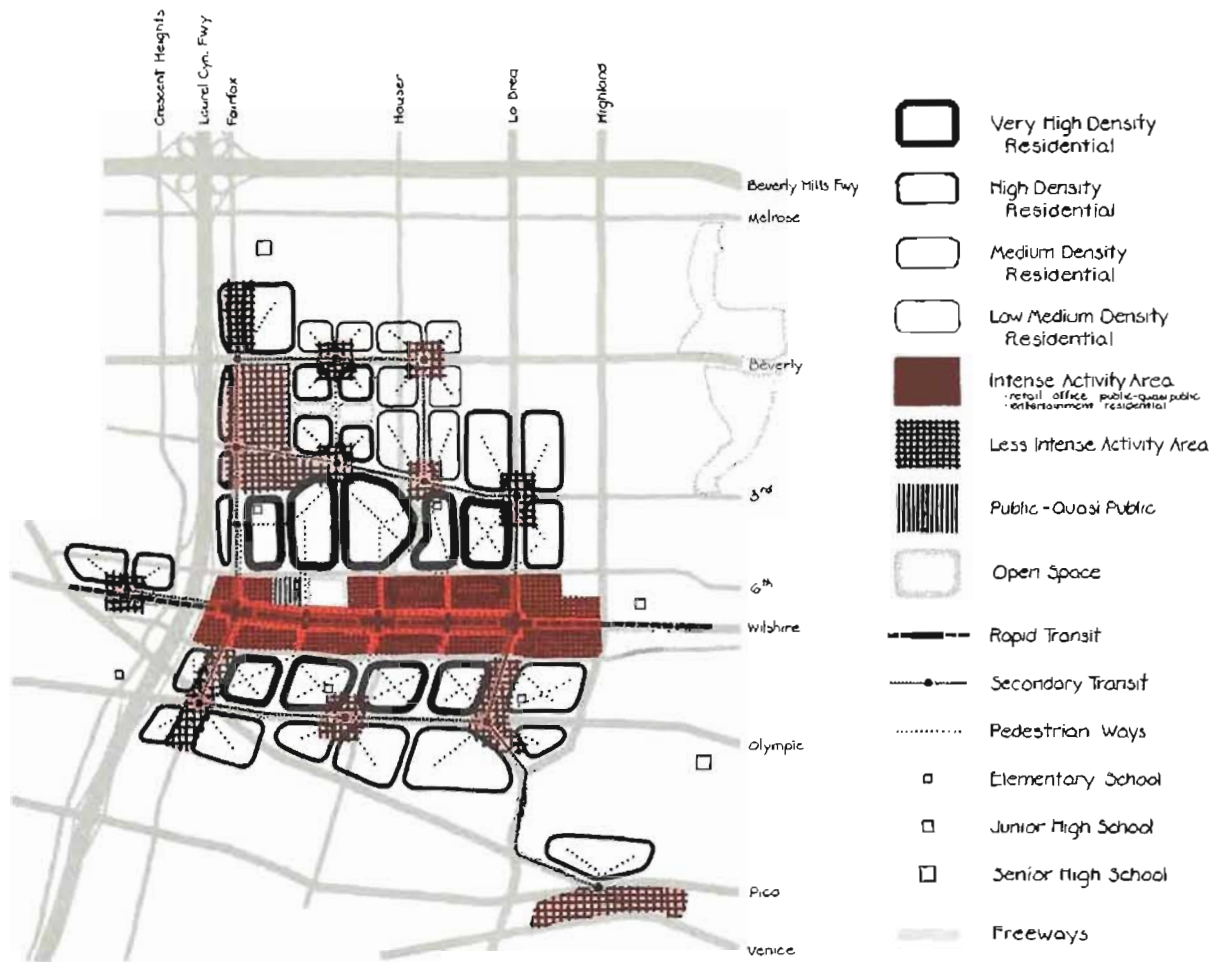


Fig. 4 Conceptual Activity Diagram of Miracle Mile



Fig. 5 Conceptual Form Diagram of Miracle Mile





Fig. 6 Miracle Mile today

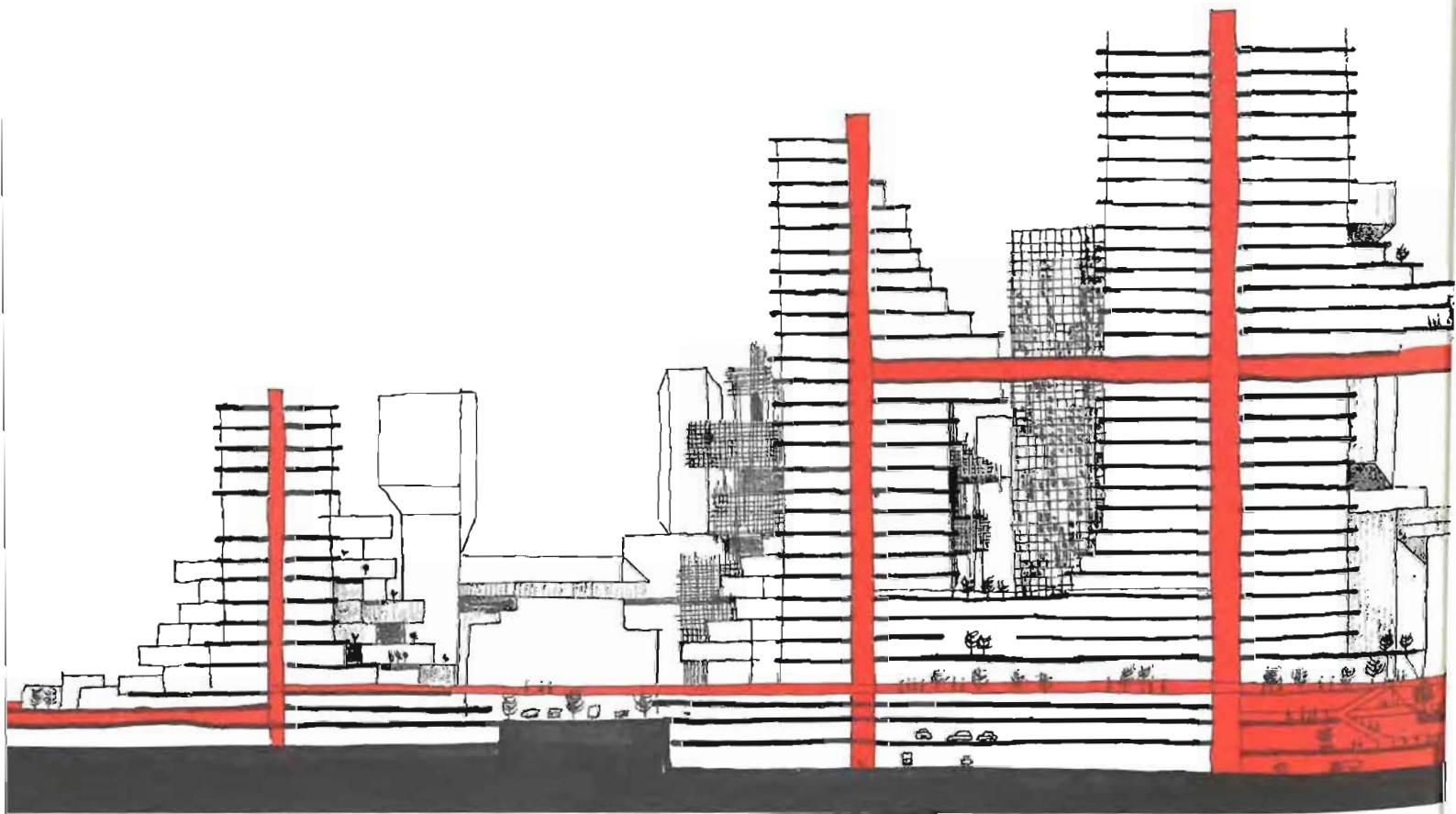


Fig. 8 Sectional view of center core



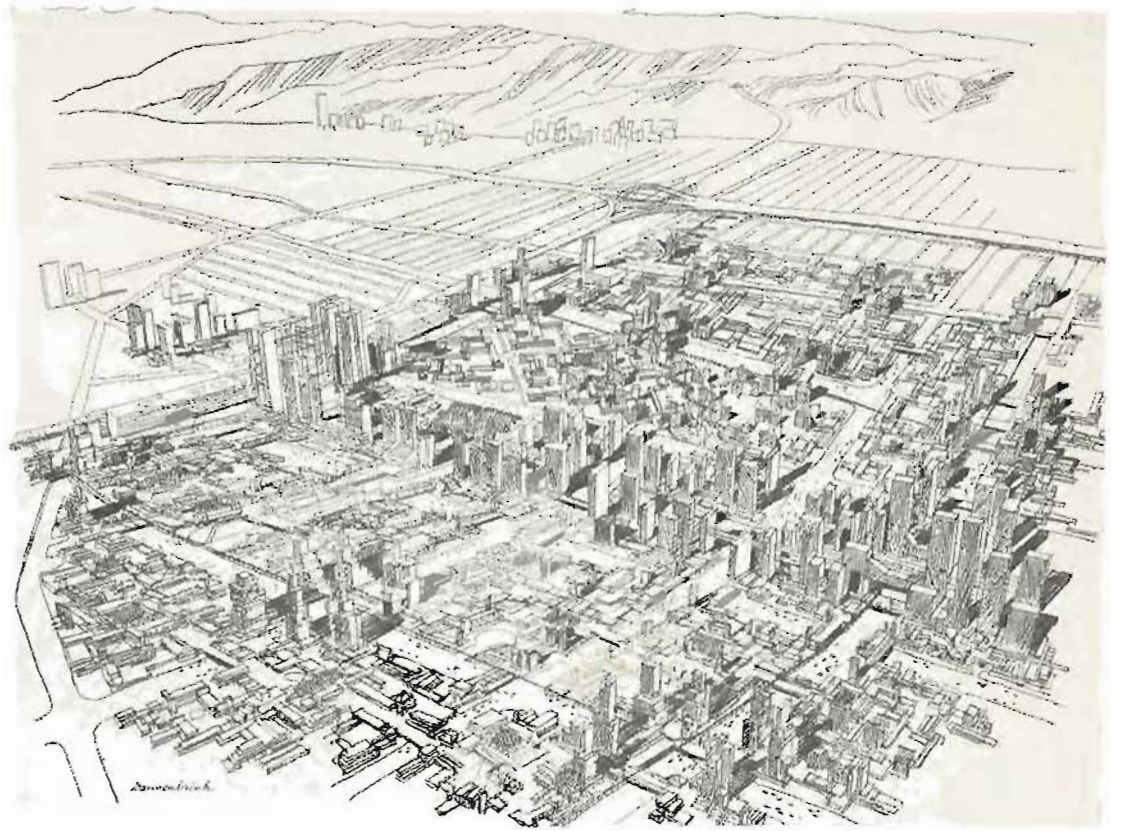
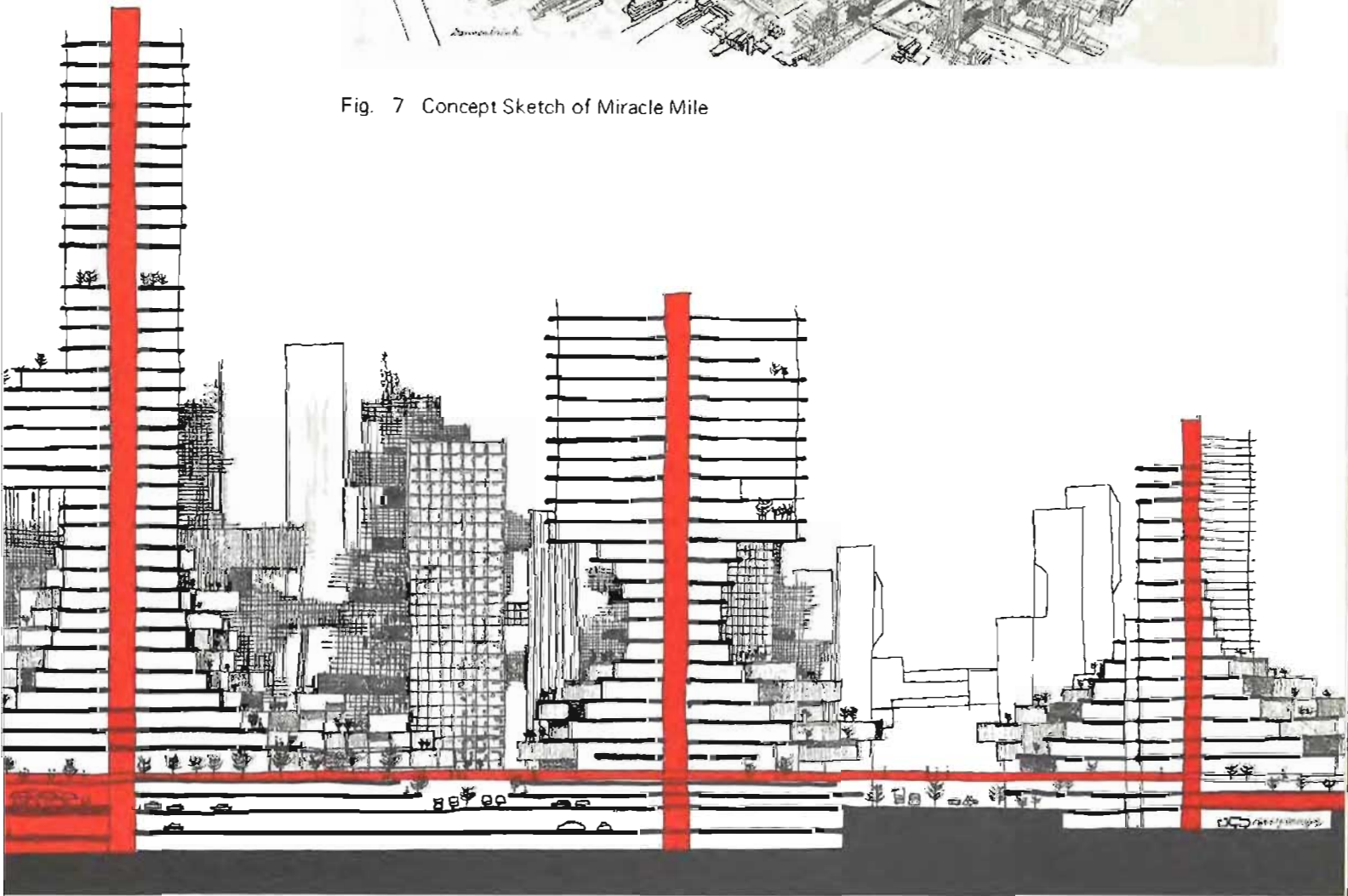


Fig. 7 Concept Sketch of Miracle Mile



# Suburbs

Those parts of the City located outside of the centers are referred to as suburbs. Suburbs will contain the lower density residential areas. Convenience retail services will be provided in local shopping and business areas located as specified by the local area (community) plan elements of the General Plan. These areas will also serve as focal points for various types of neighborhood activities.

Figure 9 is a conceptual diagram of a suburban area. Figure 10 translates the diagram into an actual case – El Sereno. Figure 11 is a conceptual activity diagram of El Sereno and Figure 12 shows its conceptual physical form. Figure 13 is an oblique aerial photograph of this community today. Figure 14 is a sketch from the same viewpoint showing how it might look in the future.

Essential to the Concept is the preservation of existing stable single-family neighborhoods and the rehabilitation of deteriorated single-family neighborhoods. Where older single-family areas are beyond rehabilitation, they will be rebuilt for the same use, with slightly higher densities being permitted in some cases so as to meet the demands of population growth.

The suburbs will also contain the bulk of the City's open space, including neighborhood and community parks and recreational sites, scenic preserves, and specialized recreational facilities.

Manufacturing will continue to be largely located on land in suburban areas which has been previously zoned or developed for industrial purposes. Zoning code provisions will assure the development of industrial areas in a manner compatible with adjoining residential uses.

The automobile will continue to provide the principal means of transportation in the suburbs. Completion of the freeway and highway networks proposed by the General Plan will be necessary to accommodate the high volume of traffic. Local bus service will continue to be provided.

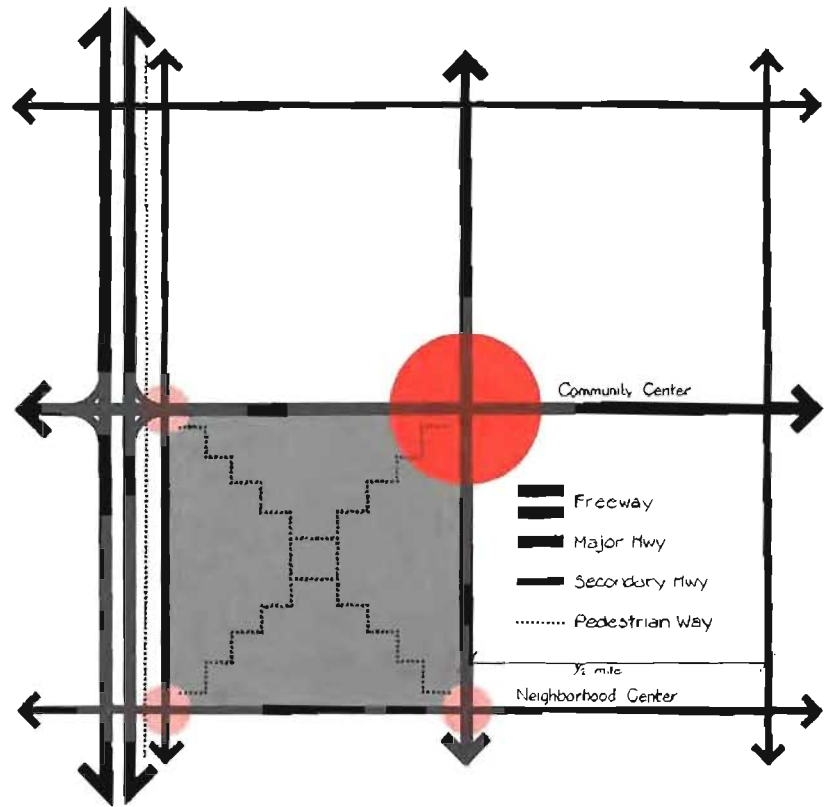


Fig. 9 Conceptual Diagram of a Suburb

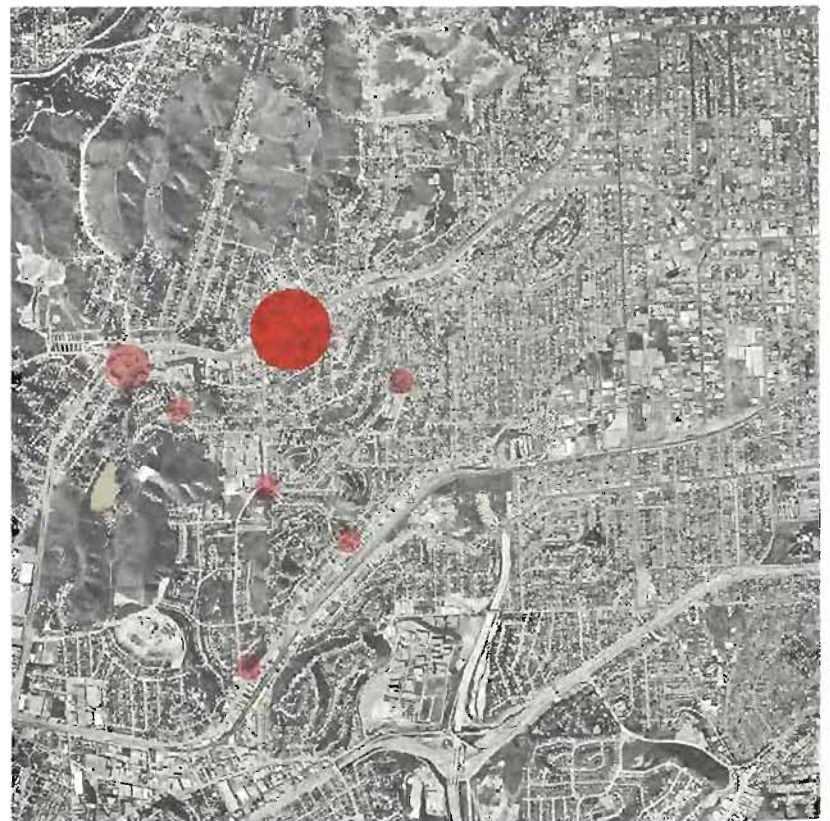


Fig. 10 Conceptual Diagram of El Sereno



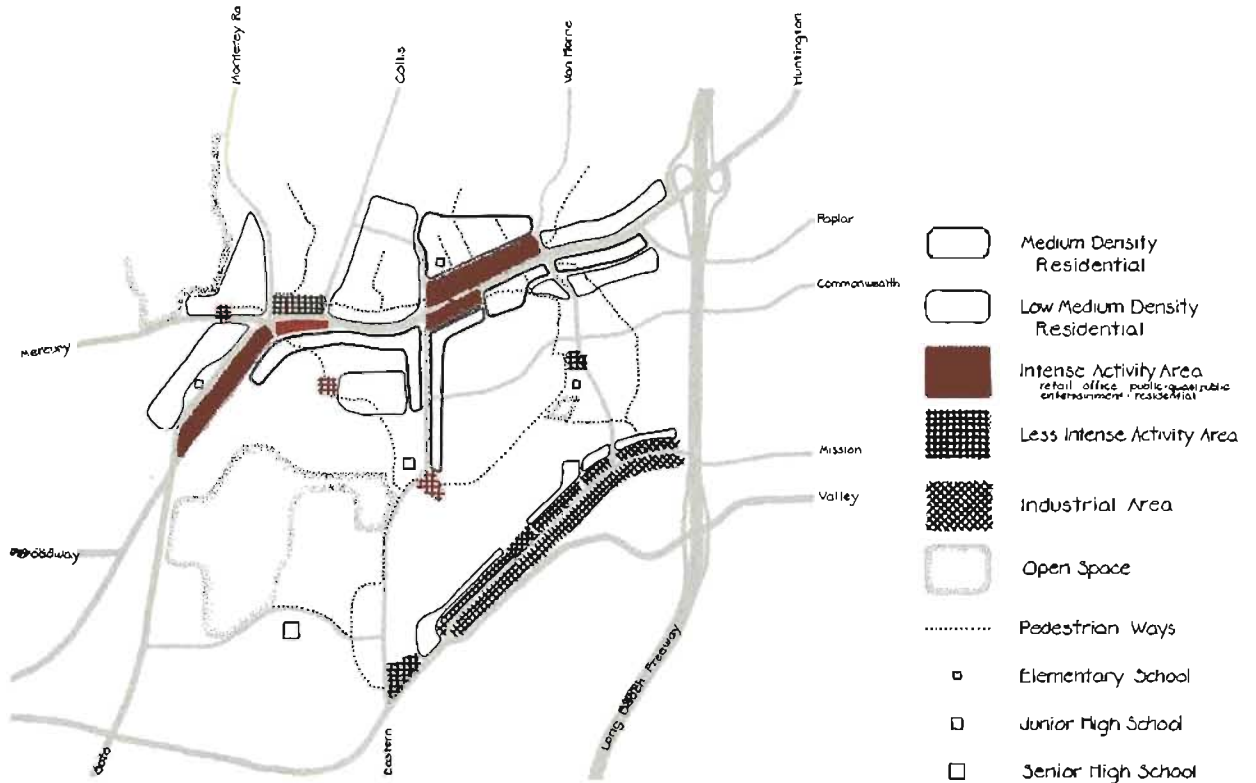


Fig. 11 Conceptual Activity Diagram of El Sereno

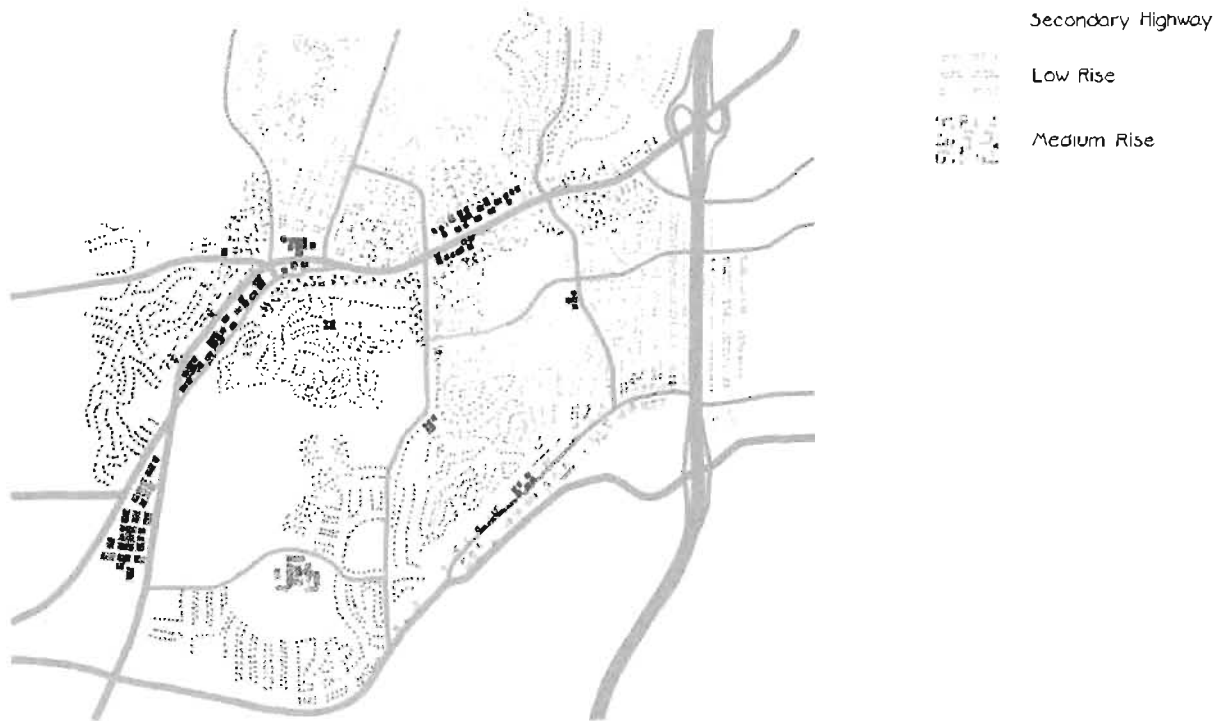


Fig. 12 Conceptual Form Diagram of El Sereno



Fig. 13 El Sereno today

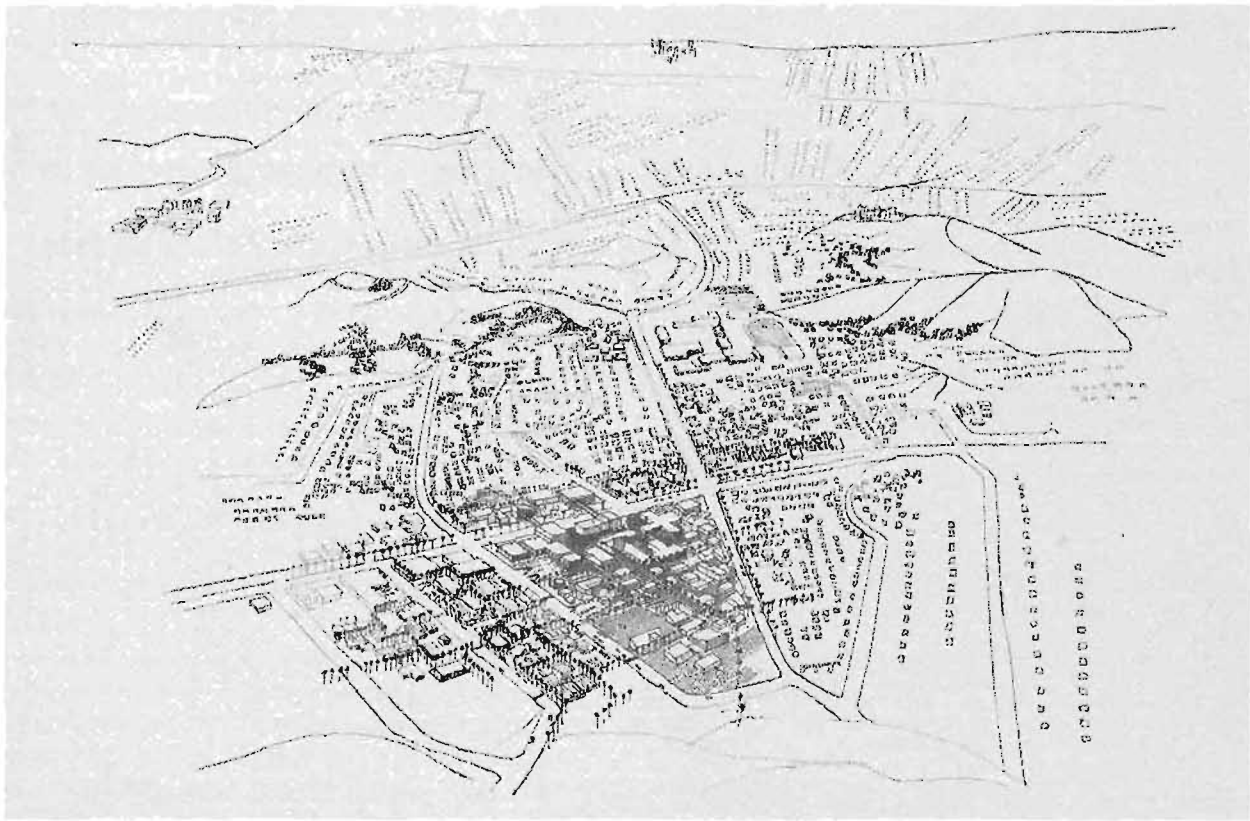


Fig. 14 Concept sketch of El Sereno





View of a suburban area

# ELEMENTS OF THE CONCEPT

This section sets forth the policies for the Concept in terms of the General Plan elements specified by the Los Angeles City Charter. It also describes the features of each element.

The Concept does not include programs for implementation of the General Plan. These are specified in detail, for five year and twenty year time phases, in the Citywide Plan and the various sub-elements and area plans. Implementation will involve a continuous process of balancing land use intensities with circulation and service facilities.

# Land Use

The Land Use Element is intended to guide the locations, densities and building intensities of housing, commercial development, industrial development and open space.

## Housing

### Policies

1. Provide housing densities and types in the locations specified in accordance with the following table:

Density Category	Dwelling Units per acre (gross, including streets)	Persons per acre	Locations
High	40 and above	80 and above	Centers
Medium	24-39	50-100	Centers; fringes of centers; suburbs, near commercial areas and on some major highways.
Low-medium	7-24	20-75	Fringes of centers; suburbs in Regional Core; other suburbs near commercial areas
Low	7 and under	30 and under	Suburbs

2. Encourage a range of housing types of the indicated densities and a range of housing costs within each center and suburban area, in order to create a variety and choice of residential life-styles; in centers incorporate housing, where appropriate, in multi-functional buildings along with different but compatible uses.
3. Provide effective procedures in the zoning code for "planned residential developments", the process of planning housing in unified developments; and encourage the use of such procedures for new or rebuilt housing.
4. Encourage innovations in housing construction, including prefabrication, through municipal sponsorship and appropriate building legislation.
5. Develop and adopt improved standards of design and construction for the medium density apartment.
6. Preserve desirable residential neighborhoods and restore deteriorating residential neighborhoods, through programs for conservation, rehabilitation and rebuilding of housing.
7. Promote the construction of an adequate supply of housing for all persons, through the advocacy of and participation in federally sponsored and private programs directed to that end.
8. Increase the availability of sound and desirable housing to low-income persons, through programs of government assistance.
9. Provide high-quality public facilities and services and promote high-quality commercial services in all residential communities.

## Features

The Concept provides for a full variety of housing types and densities to meet the needs of an expanded and differentiated population and to increase the range of choice. The following table indicates the proposed general distribution of housing and population:

Location	OCCUPIED DWELLING UNITS		Population
	Multiple Family	Single Family	
<b>CENTRAL LOS ANGELES</b>			
Centers, in Regional Core	330,000		700,000
Centers, other	145,000		345,000
Suburbs, Regional Core	50,000	40,000	225,000
Suburbs, other	80,000	200,000	830,000
<b>WESTERN LOS ANGELES</b>			
Centers	90,000		210,000
Suburbs	88,000	85,000	490,000
<b>SOUTHERN LOS ANGELES</b>			
Centers	15,000		35,000
Suburbs	42,000	30,000	215,000
<b>SAN FERNANDO VALLEY</b>			
Centers	225,000		570,000
Suburbs	135,000	310,000	1,380,000
TOTAL, CENTERS	805,000		1,860,000
TOTAL, SUBURBS	395,000	665,000	3,140,000
<b>GRAND TOTAL</b>	<b>1,200,000</b>	<b>665,000</b>	<b>5,000,000</b>

In centers, housing will be in the form of medium-density and high-density apartments. In the larger centers, particularly those in the Regional Core, high intensity housing will predominate; most residential structures will be "medium rise" with a height of four to eight stories or "high rise", with a height of nine stories or more. In some cases, housing will occupy the upper floors of high-rise commercial buildings. Planned residential development regulations will be applied to major apartment complexes in order to insure compatibility with surrounding developments and reserve adequate open spaces on their sites. Figure 15 illustrates a high-density housing node in a center.

In suburban areas, the single-family dwelling will continue to predominate. Nearly all good quality single-family neighborhoods will be preserved. New hillside single-family housing will for the most part be clustered so as to minimize grading and reserve a maximum amount of usable land for outdoor living.

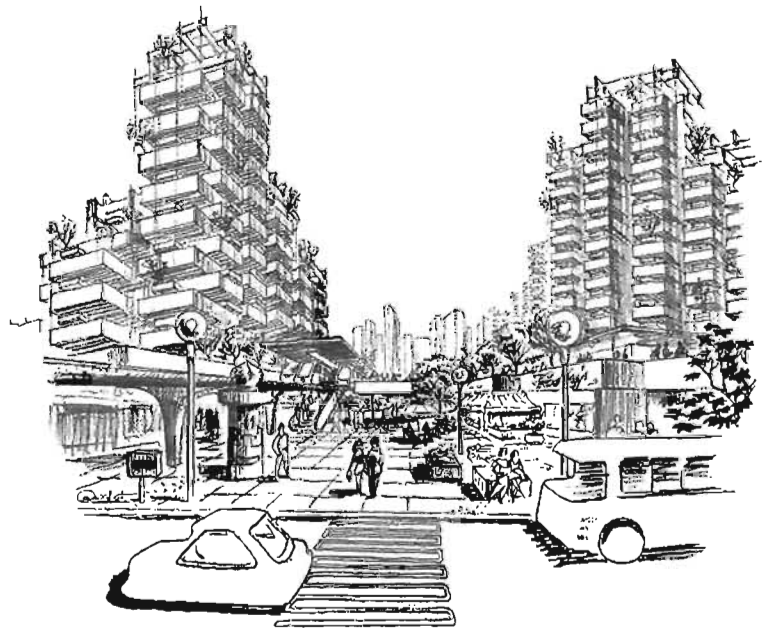


Fig. 15 High Density Residential Node with secondary transit stop



Most older deteriorated single-family neighborhoods will be rehabilitated, or be rebuilt with the same type of housing where rehabilitation is not feasible. However, old single-family areas adjacent to centers throughout the City, and in large parts of central Los Angeles, will be rebuilt with townhouses (attached single dwellings), which will provide most of the amenities of single-family living at low-medium densities and also considerably increase the population capacity. Figure 16 shows a townhouse development.

For the most part, suburban apartments will be of the low-rise type, with medium densities and two or three story heights. They will usually be located near community and neighborhood commercial areas, within walking

distance of shopping, services and other local activities. Some medium-density housing will be provided on highway frontage properties, in lieu of previously permitted commercial uses.

An improved quality will be required for low-rise apartment structures by means of planned development procedures or other zoning code provisions. Larger sites will be required, in order to provide more usable open space, better pedestrian access and circulation, adequate parking for both residents and guests, noiseproofing and privacy for individual dwelling units.

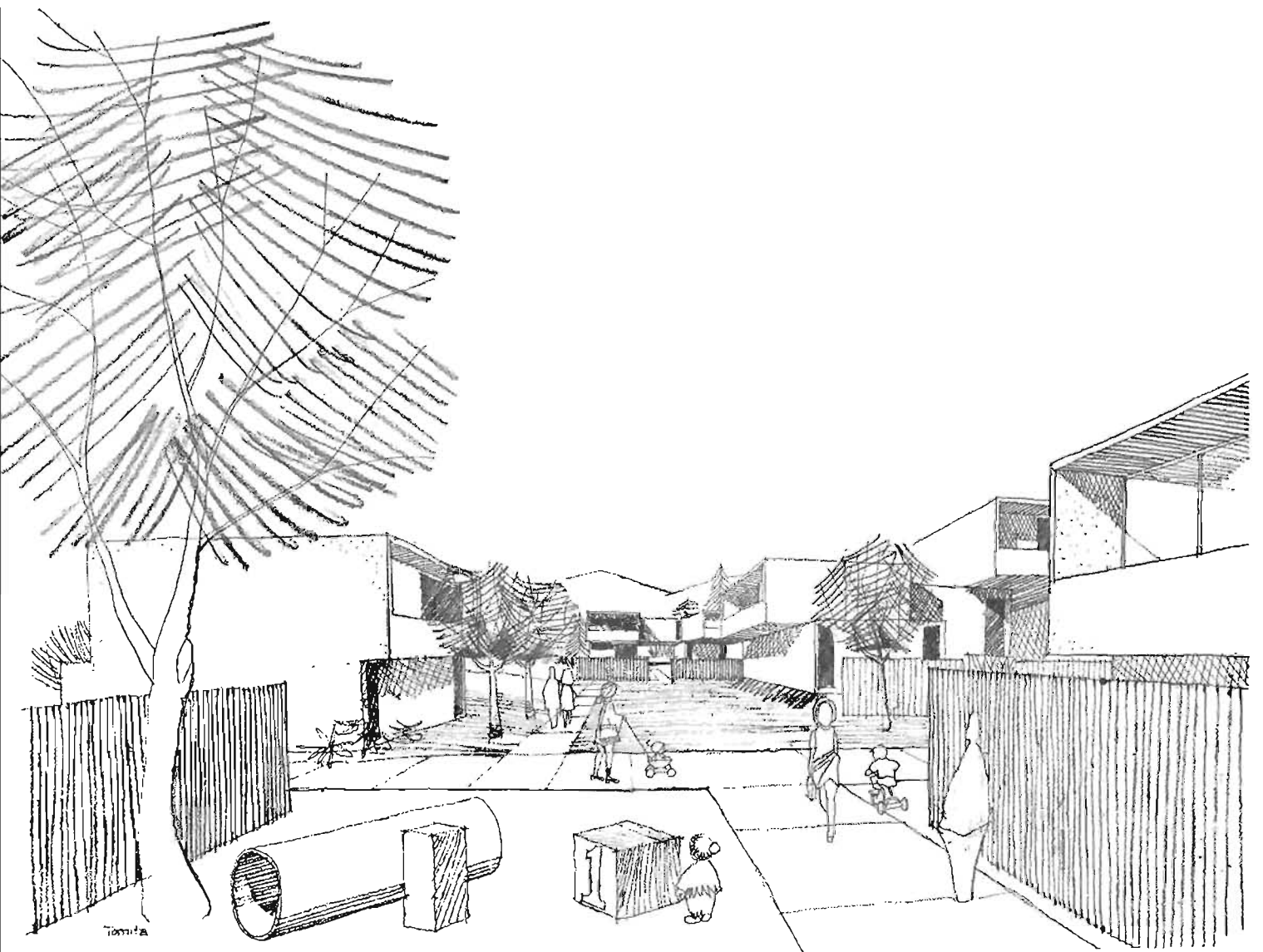


Fig. 16 Low-medium density townhouse development

# Commerce

## Policies

1. Provide for the development of high-density concentrations of offices, housing, shopping and entertainment at selected locations near rapid transit stations, encouraging the development of multi-function buildings in which different but compatible uses may exist in the same structure.
2. Provide for the development of adequate local commercial retail facilities and services in residential neighborhoods, through the specification of appropriate standards and features in local area plans.
3. Eliminate unneeded and poorly located commercial strips along major highways, and discourage or prohibit the development of similar strips in the future by means of appropriate zoning and development legislation.
4. Locate commercial employment and services so they are directly accessible to residential areas, or to transportation facilities providing adequate and convenient service from residential areas.
5. Insure that commercial facilities are made compatible with adjacent residential areas by means of zoning and development code provisions consistent with good urban design principles, such as adequate landscaping and buffering, performance standards, and design review of proposed developments.

## Features

The Concept indicates two general categories of commercial development: high intensity facilities located in centers and local retail and service facilities in suburbs. The following table indicates the proposed general distribution of commercial and office employment (including governmental):

Location	Number of Employees
<b>CENTRAL LOS ANGELES</b>	
Centers, in Regional Core	745,000
Centers, other	155,000
Suburbs, Regional Core	70,000
Suburbs, other	130,000
<b>WESTERN LOS ANGELES</b>	
Centers	130,000
Suburbs	60,000
<b>SOUTHERN LOS ANGELES</b>	
Centers	20,000
Suburbs	75,000
<b>SAN FERNANDO VALLEY</b>	
Centers	280,000
Suburbs	185,000
TOTAL, CENTERS	1,330,000
TOTAL, SUBURBS	520,000
<b>GRAND TOTAL</b>	<b>1,850,000</b>

Centers will contain large office buildings, department stores and specialized shops. They will offer desirable sites for corporations seeking west coast locations for their headquarters or major branch offices. They will also contain convenience retail facilities for their own residents and persons living in adjacent suburbs. Centers will offer a wide range of job opportunities, primarily in the sales, service, management, entertainment and governmental administrative fields.

In the suburbs, community business districts will continue to serve as the focal points for local shopping, civic and social activities. Where their expansion is necessary, it will in most cases take place by means of intensifi-

cation rather than site enlargement, as illustrated by Figure 17. Neighborhood shopping areas will continue to provide daily convenience services to suburban areas. Existing planned shopping centers with off-street parking will be retained. In older areas, strategically located portions of commercial strips will be converted to retail concentrations. In some cases, they will be deepened to provide the land needed for building expansion and parking.

Some of the existing commercial strip zoning on major streets will be converted to automobile-oriented commercial facilities, intended to serve both the traveler and the local residents. These will be designed to provide efficient drive-in service, making use of various technological innovations so as to maximize their functional efficiency and minimize parking needs. Figure 18 illustrates a facility of this type.



Fig. 17 Intensification and expansion of a community center

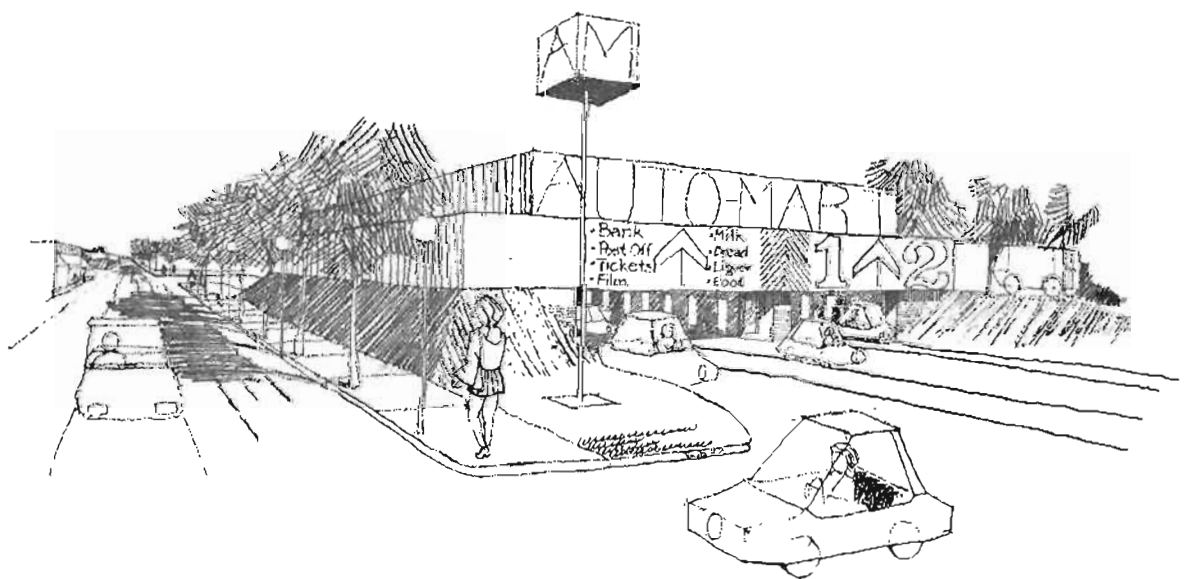


Fig. 18 Automobile-oriented commercial facility

# Industry

## Policies

1. Facilitate the development of industry through the designation and reservation of industrial lands in the quantities needed.
2. Locate industrial districts so as to be accessible to places of residence, or to transportation facilities providing adequate and convenient service from residential areas.
3. Insure the compatibility of industrial facilities with adjacent residential areas through zoning and development code provisions consistent with good urban design principles, such as adequate landscaping and buffering, performance standards, and design review of proposed developments.
4. Promote the location of new and diversified business and industry in the City by means of publicly and privately sponsored programs directed to that end, including special assistance in site selection and development.

## Features

Industry will generally be located in areas previously occupied by and zoned for industrial purposes. The following table indicates the proposed general distribution of industrial employment:

Location	Number of Employees
CENTRAL LOS ANGELES	445,000
(Regional Core)	(285,000)
(Remainder of Area)	(160,000)
WESTERN LOS ANGELES	140,000
SOUTHERN LOS ANGELES	80,000
SAN FERNANDO VALLEY	235,000
<b>TOTAL</b>	<b>900,000</b>

For the most part, industrial districts will be clearly defined, being separated from residential, commercial and other uses by means of freeways, flood channels and major highways and other barriers. Further protection will be provided to other land uses by means of zoning requirements for landscaped buffer areas, increased setbacks and service roads. Figure 19 shows a conceptual arrangement of an industrial district and adjacent residential neighborhood, featuring use of air rights over low industrial buildings for a landscaped buffer strip also serving as a local park. Most new manufacturing areas will be developed as industrial parks, with well-designed points of entrance and exit, controlled site and building design and adequate parking areas.

The majority of industrial districts will be located in the suburbs, along railroads and freeways. Because of the comparatively low employment density, it will not usually be feasible to serve them by rapid transit and employees will generally use the automobile or local buses for work trips. However, several of the centers are located immediately adjacent to large industrial areas. The latter will be mostly used for high intensity operations such as research and development, and will be served by the rapid transit station in the center.



Fig. 19 Industrial use in suburbs



# Open Space and Recreational Lands

## Policies

1. Provide adequate parks and open spaces throughout the City as part of a region-wide system; preserve and restore scenic and historic sites and natural recreational areas; preserve existing large open spaces in their natural state; and promote small open spaces and plazas in developed areas.
2. Provide neighborhood parks and recreational sites within walking distance of residents of all parts of the City; provide community parks and recreational sites offering a variety of recreation facilities and programs for all age groups at convenient locations throughout the City; provide other appropriate types of recreation facilities easily accessible from employment centers; promote the development of existing public facilities for multiple use for recreation or open space.
3. Promote the development of regional parks with specialized recreation facilities; provide for maximum public use of the mountains, beaches and ocean for various recreational needs.
4. Develop and improve standards for the location, size and type of each recreational facility and program on the basis of the needs of the people, giving careful attention to the special needs of young adults, minority and low-income groups and senior citizens.

## Features

An open space network will extend throughout the City, containing parks and recreation facilities of all types and scales as well as important geographical features.

The open space system will serve as a major organizing element for the City's form. It will separate incompatible uses and define neighborhoods and communities. It will integrate urban development with the natural landscape.

In centers, existing parks will be preserved. Additional open space will be provided in the form of small plazas, which in many cases will occupy landscaped rooftops. These will contain a variety of recreation and leisure facilities, serving both residents and visitors.

In the suburbs, parks and recreational sites will be located in all neighborhoods and communities, so as to provide maximum accessibility to local users. Where feasible,

they will be connected to neighborhood centers and/or other open spaces by means of linear parks or pathways occupying vacated streets or easements.

In mountainous areas, lands unsuitable for residential development and natural areas desirable for preservation will be incorporated into the open space system, as will be the privately-owned open spaces of planned developments. Privately owned golf courses will be preserved, through public acquisition if necessary. Flood control channels, power line rights-of-way, and strips adjacent to freeways will be landscaped and utilized as trails connecting other open spaces. Parts of flood control channels will be developed as recreational lakes and streams, as illustrated by Figure 20. The beaches will be preserved and developed for public use, and access to them will be improved.

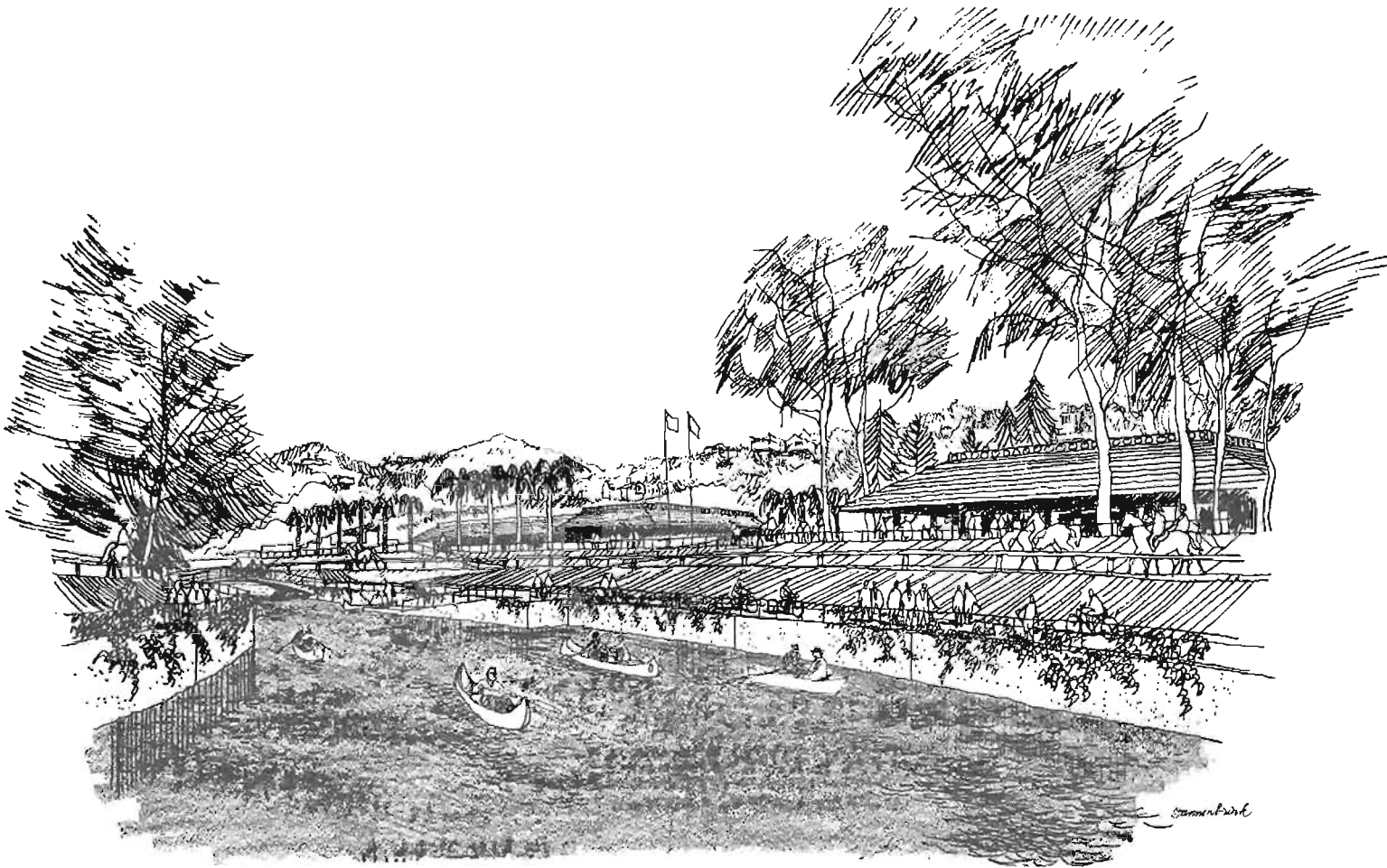


Fig. 20 Proposed recreational use of flood control channels

# Circulation

The Circulation Element is intended to guide the locations and characteristics of the various types of transportation facilities which link the parts of Los Angeles with each other and with other areas.

## Policies

1. Develop a comprehensive circulation system, including all appropriate modes of public and private transportation for the movement of people and goods.
2. As a major feature of the public transportation system, provide a rapid transit system with stations limited to centers except for several special stations to serve commuter traffic in the locations shown on the Concept map-diagram. Include as a part of the system a secondary system connecting the core of each center with other nodes in the same center.
3. Provide bus service on major and secondary highways serving suburban areas, giving access from residential areas to centers and to community and neighborhood business areas.
4. Continue the development of the freeway, highway and street systems in general conformity with the pattern depicted by the Concept map-diagram, to serve as the major transportation system serving the City, particularly in the suburban areas.
5. Promote the development of other components of the transportation system in accordance with the features of this Concept, including harbor, trucking, rail and air transportation facilities.
6. Through the implementation of the other components of this Concept, make communities more self-sufficient in order to reduce the need for long-distance travel.
7. Advocate and support legislation setting acceptable standards for the emission of air pollutants by the internal combustion engine, or for its replacement by a non-polluting propulsion system if such standards cannot otherwise be attained.
8. Develop appropriate standards setting a maximum noise level for various transportation modes, and impose such standards by ordinance.

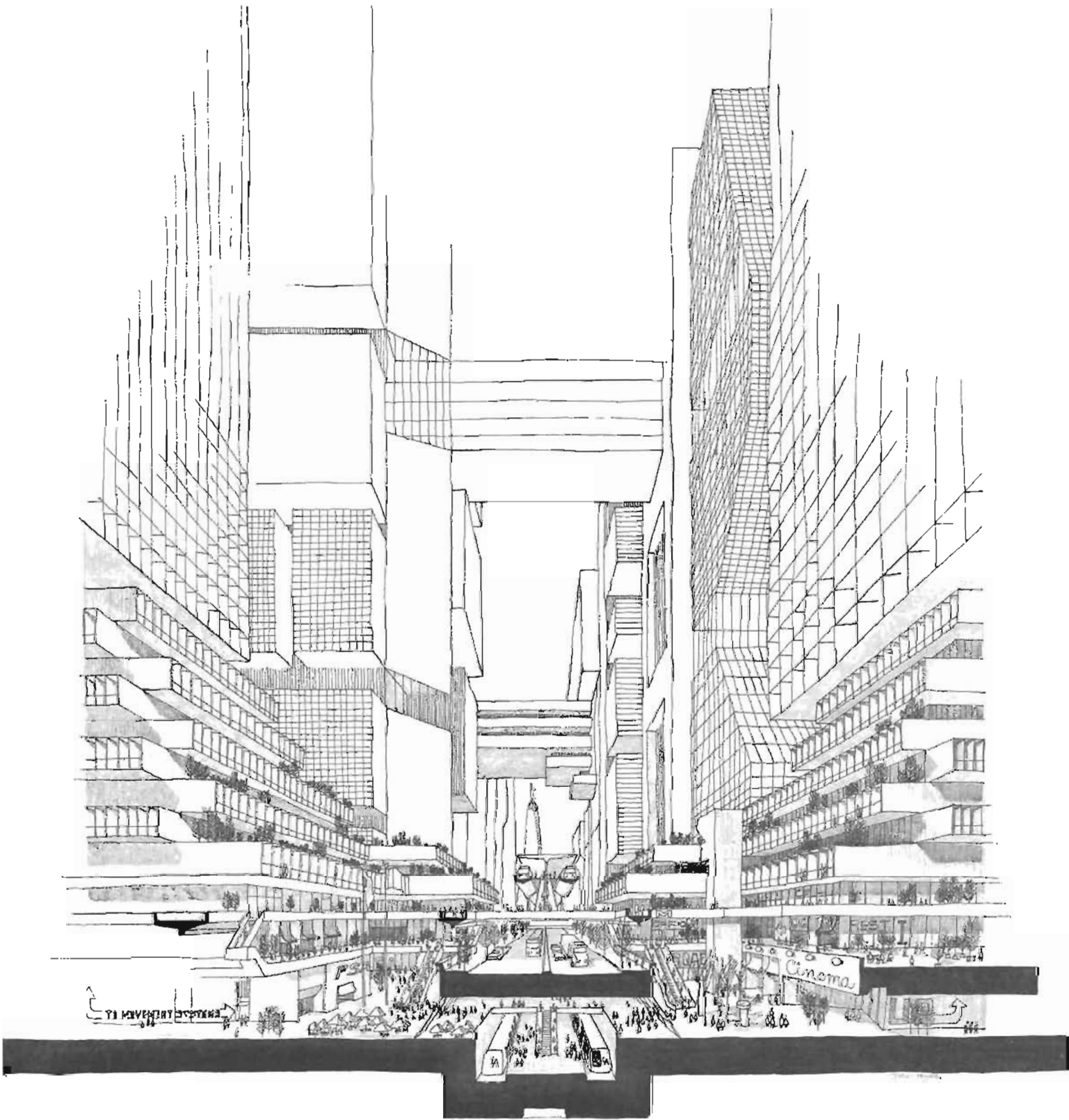


Fig. 21 Rapid transit station in center



## Features

The key physical elements of the transportation system will be mass rapid transit, highways and freeways.

The rapid transit system will be in the form of a network connecting the centers. It will operate in its own grade-separated right-of-way, located either above or below ground depending upon local conditions and the type of equipment. It will utilize the most technically advanced equipment and propulsion methods available. For the most part, stations will be confined to centers in order to avoid the delays occasioned by numerous stops and to provide an adequate speed of operation. Figure 21 shows a rapid transit station within the core of a center. Several "park and ride" stations will provide for the transfer from automobiles of commuters from outlying suburban areas, as illustrated in Figure 22.

An integral part of the rapid transit system will be a local secondary system connecting stations in the cores of the centers with nodes. The secondary system will also operate on a separate right-of-way, as illustrated by Figure 23. It will provide frequent service on a 24 hour basis.

The rapid transit system will handle much of the movement between centers, including a high proportion of the work trips at peak traffic hours. The Regional Core will have an excess of jobs over resident labor force, in the amount of 650,000. A large proportion of its workers are expected to commute to work from outlying suburbs by transit.



Fig. 23 Secondary transit

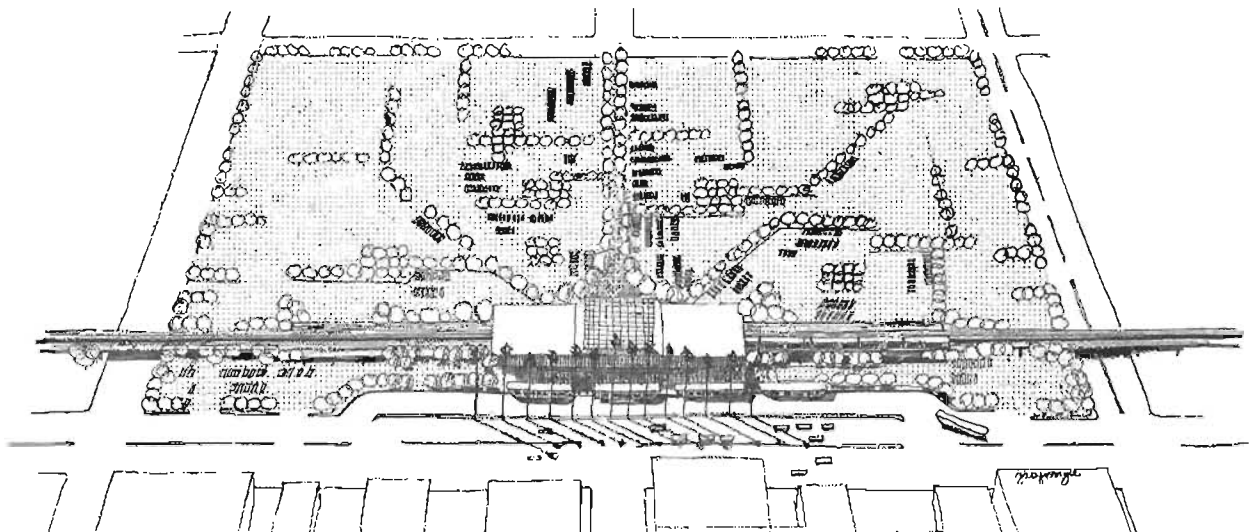


Fig. 22 "Park and ride" station in suburban area

The automobile is expected to continue to be the dominant means of transportation in Los Angeles. Most people will use an automobile even to reach centers except during peak traffic hours, and therefore adequate circulation facilities and parking garages must be provided in each center, as shown in Figure 24.

Because the intensive development of centers will leave little room for a high volume of vehicular movement, it is essential that pedestrian circulation be grade-separated from streets and that parking garages be located at peripheries of centers.

A large majority of suburban transportation needs will be provided by the automobile. Accommodation of the increased traffic will require completion of the full freeway and highway system envisioned by the Concept, as well as improvements in local street patterns, such as the elimination of unnecessary intersections and jogs. Peak-hour congestion on major suburban streets will be substantially alleviated by the diversion of commuting traffic to the rapid transit system.

The demand for air travel will be met by the combined use of several airports, including Los Angeles International, Ontario, Van Nuys, Palmdale and Hollywood-Burbank. Terminals for vertical and short take-off and landing (V/STOL) aircraft will be provided in the Downtown Center, and in at least one center each in West Los Angeles and the San Fernando Valley. Other heliports and heli-stops will be provided as necessary to meet the demand and to the extent that they are consistent with policies relating to aircraft safety and noise standards.

The harbor, railroads and trucking will continue to be the primary elements in the freight distribution system. Air freight is expected to increase in use and become a significant distribution method. Los Angeles-Long Beach Harbor will continue to grow at a rapid rate. Railroads will increase in importance as freight carriers, with some routes combined. They will be grade-separated from all major and secondary highways. Trucking will increase in proportion to the growth of the economy, with truck routes designated on certain freeways and major highways. The rapid transit system will be used to haul freight during the night in order to help defray the cost of the system and alleviate truck traffic.

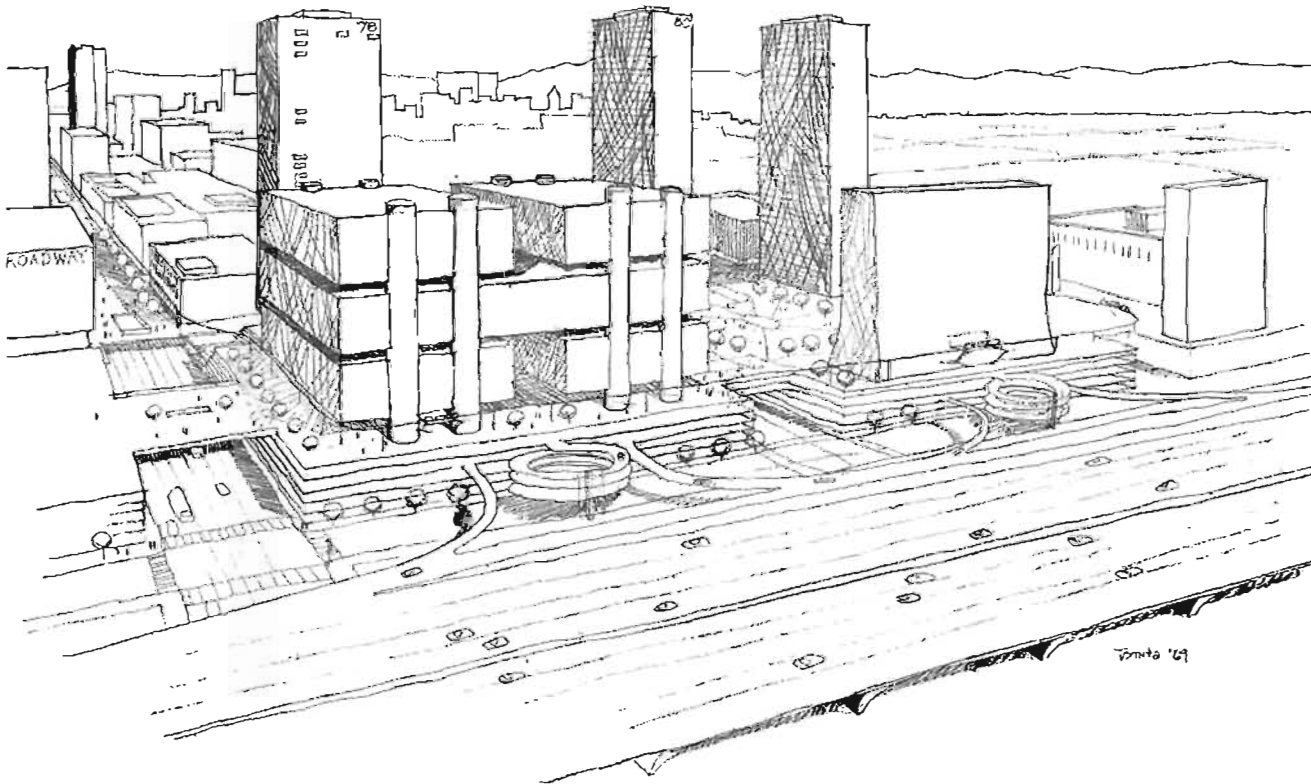


Fig. 24 Automobile access and parking facilities in a center

# Service Systems

The Service-Systems Element is intended to guide the locations and characteristics of the various public facilities and services provided to Los Angeles residents by the City and other governmental jurisdictions.

## Policies

1. Provide essential services, facilities and programs throughout the City to all segments of society on the basis of need.
2. Locate related public facilities in clustered groupings, connected with the open space network where feasible, in order to provide maximum convenience to their users, achieve economies in site utilization, and permit integrated design.
3. Continue to develop and improve standards for public facilities and services on the basis of need and optimum allocation of public resources.
4. Maximize the availability and accessibility of public facilities and provide full information about them to the public.
5. Encourage the coordination of services and the integration of facilities and work forces of the different public agencies and private enterprise, as well as the multiple use of facilities, so as to curtail duplication and overlap of services and to otherwise promote economy of operation.

## Features

The Concept seeks to improve the quality of public facilities and services, and to expand their quantity as required to serve the larger population.

Standards for the Service-Systems Element relating to the design, capacity, appearance, functioning and location of public facilities will be tailored specifically to the components of the Concept. The compact, densely populated residential portions of the centers will require different standards than the low-density suburbs. A municipal office complex is envisioned for each center, integrated with other types of uses rather than in the form of a monumental branch civic center. Standards for facilities in the suburbs will closely resemble those previously developed, but their clustering will be encouraged as illustrated by Figure 25.

The Citywide Plan sets forth general policies and 5 and 20 year programs for the following categories of Service-Systems Elements: Recreation, Administrative Centers, Public Libraries, Public Education, Cultural and Historical Monuments, Public Works Service Facilities, Public Health and Protection Plans, and Public Utilities. In addition, sub-elements within each of these categories present specific policies, features and programs.

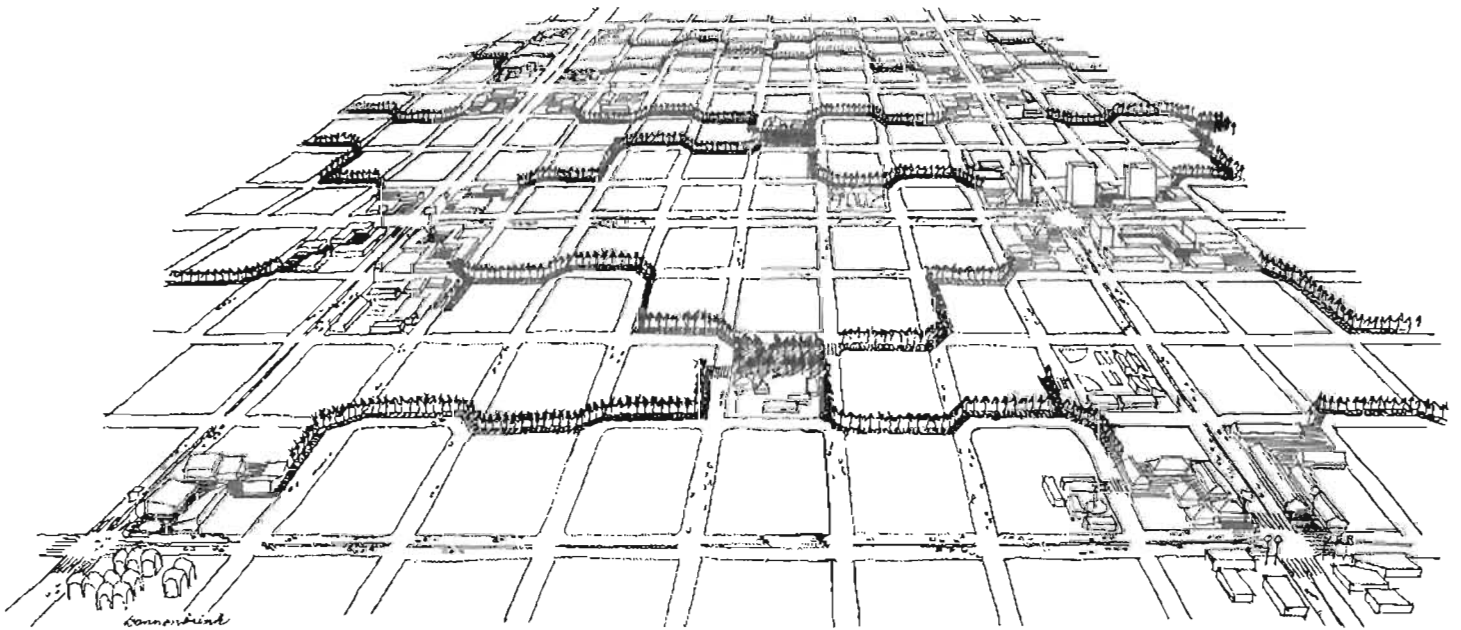


Fig. 25 Public Facilities Network



# **STUDIES FOR CONCEPT DEVELOPMENT**

The process for the formulation of the Los Angeles General Plan is described in the Introduction. It is noted therein that the steps preceding concept development are: basic studies and surveys, goal formulation and identification of alternatives.

The proposed Concept reflects the findings and conclusions of a large number of studies made by the Los Angeles City Planning Department staff, planning agencies of other metropolitan Los Angeles jurisdictions, and various other public agencies. The Concept also incorporates accepted planning and urban design principles.

The goals for the Concept have been largely derived from the recommendations of the Goals Council and the various other organizations which participated in the Goals Program. They stress the responses to a questionnaire widely distributed throughout the Los Angeles area, which drew more than 45,000 replies. The questionnaire was also included in a representative sampling of the population taken to permit the allocation of responses in proportion to the distribution of various social and economic characteristics.

The goals also incorporate the staff's interpretation of the consensus of persons who have expressed their concern with the various aspects of planning through other means. These include the persons who have attended and testified at the hundreds of public hearings and decision meetings conducted by the Planning Commission and City Council in recent years.

The Concept must have sufficient flexibility to allow its modification to accommodate circumstances which could not be foreseen at the time of its formulation. For this reason, it has been necessary to state goals and policies

in broad form; however, their intent has been made as explicit as possible. Also, in view of the uncertainties as to the exact physical patterns which will be desirable in the long-range future, the Concept does not include the usual land use map but rather presents physical form aspects by means of a map-diagram supplemented by sketches illustrating urban design features.

A valid planning analysis cannot be made independently for a single point of time in the distant future; it must take into consideration the year by year steps which are necessary to a progressive achievement of long-range goals. These steps will be set forth in the Citywide Plan, which will be submitted for adoption as part of the General Plan subsequent to adoption of the Concept.

A preliminary version of the Citywide Plan has been prepared as an aid in evaluating the feasibility of the Concept in light of various steps required to implement it: population and employment growth; land use redesignations; zoning code restructuring; rapid transit system financing and development; reservation of open space; substantial increases in public services. The preliminary Citywide Plan includes policies and programs for the broad sub-categories of the Land Use, Circulation and Service-Systems elements, including generalized 5-year and 20-year implementation programs. It will be further detailed and developed during 1970, and a revised version will be submitted to the Planning Commission for public hearings near the end of the year.

Due to the large size of Los Angeles, still more detailed plans are required for day to day use in the consideration of local planning issues and the specialized needs of the public service and circulation systems. These will be included in the General Plan as sub-elements and local area plans.

All aspects of the General Plan are dependent upon anticipated population and employment characteristics. Population and employment projections were provided by mathematical models prepared by the Planning Department's Systems and Data Services Division.

The studies most basic to Concept development are those directly related to the three General Plan elements specified by the City Charter. Designation of land use patterns required the allocation of the projected population and employment totals in a manner consistent with goals and objectives for housing types and densities, places of work, and nature of work trips. Design of the rapid transit network, in turn, depended upon home and work locations and the probable extent of the utilization of transit for work trips. Proposals for public services had to be related not only to desired standards and locations but also to projected City revenues or possible new revenue sources. Much more study of these matters will be required in connection with the programming and budgeting of public facilities.

The various studies involved in the preparation of the Concept are listed in the following bibliography. Those most significant, or most directly applicable, are annotated as to their nature and content. Each of the publications listed can be inspected at the Planning Department Library, Room 618, City Hall. A limited number of copies of some of the papers may be available upon request.

# SELECTED BIBLIOGRAPHY

## PUBLISHED REPORTS OF THE LOS ANGELES CITY PLANNING DEPARTMENT

### GOALS

*Planning Goals for the Los Angeles Metropolis* (June, 1967, 32 pp.) A discussion paper containing a description of the Goals Program and suggested goals and policies for housing, transportation, employment and other aspects of the City. It was the first formal publication of the Los Angeles Goals Program and was intended to stimulate public discussion and concern.

*Goals and Reality* (September, 1967, 15 pp.) An analysis of the Goals Program and its role in formulation of the General Plan.

### COMPREHENSIVE PLANNING

*Concepts for Los Angeles* (September, 1967, 64 pp.) The second step in the Department's comprehensive planning process: a detailed presentation of four alternative concepts upon which the General Plan may be based.

Present trends in housing, employment and services, transportation, and open space are first outlined; and the consequences of allowing these trends to continue are predicted. Housing density, distribution of employment and services, the transportation system and open space are identified as the four major factors affecting the physical form of the City. Taking these four factors as policy variables, the report defines four concepts in which the four variables can be combined most logically. They are: the Centers Concept, the Dispersion Concept, the Corridors Concept and the Low Density Concept.

The features (residence, employment and services, transportation, and open space and recreation), implications and ways to implement the concepts are described.

*Concepts for Los Angeles: Summary* (September, 1967, 16 pp.) A condensed presentation of the highlights of the Concepts for Los Angeles report.

### LAND USE, CIRCULATION AND SERVICE SYSTEMS

*Land for Industry No. 1 Usage, Trends, Location and Available Supply* (June, 1969, 20 pp.) This report provides data and analysis to assist public and private organizations interested in promoting industrial growth in the City of Los Angeles. The report describes Industrial Districts for the entire City and summarizes existing industrial zoning and land uses within these zones. A quantitative analysis of the land supply for future industrial growth is provided. Trends in the usage of industrial land are also measured.

### URBAN DESIGN

*The Visual Environment of Los Angeles* (January, 1970, 64 pp.) An evaluation of the City's appearance in which its principal features are described along with a sampling of citizen images of the City. Visual criteria for developing the citywide General Plan are presented. It identifies general problems, opportunities for their solution and the necessary actions to achieve improvement in the quality of the City's appearance.

### RESEARCH AND STATISTICS

*Background Information for the Los Angeles Comprehensive Plan Vol. 1, Social and Economic Characteristics* (March, 1968, 36 pp.) The report presents an economic and social profile of the City of Los Angeles. The first part of the report makes a statistical comparison between Los Angeles and other metropolitan areas. The second part presents an intra-city analysis of population and housing characteristics in Los Angeles.

*Background Information for the Los Angeles Comprehensive Plan Vol. 2, Analysis of the Land-Use Characteristics* (March, 1968, 42 pp.) This report provides a comprehensive picture of the way land is and has been used in the City of Los Angeles. It presents an analysis of the City's land-use patterns, population and employment densities, growth trends and land absorption characteristics.

*The Los Angeles Economy: Selected Statistics and Projections* (November, 1966, 50 pp.) An economic profile of both the City of Los Angeles and the Greater Los Angeles Area.

*The Mathematical Model Development Program: Introduction and Proposed Program* (September, 1966, 48 pp.) A summary of progress in establishing a Mathematical Model Development Program by the Department of City Planning with the assistance of the System Development Corporation.

## STAFF REPORTS AND WORKING PAPERS OF THE LOS ANGELES CITY PLANNING DEPARTMENT

### GOALS

*Priority Goals for Los Angeles*, Staff Working Paper (September, 1969, 78 pp.) A working paper on the Goals Program and its importance to the General Plan. Criteria for assigning priorities to goals are given. Issues and goals of the first priority are discussed in detail. These issues and goals are: transportation, air pollution, urban poverty, equal opportunity, employment and economic growth, education, housing, recreation, visual environment and communication. This paper fulfills the first step in the Department's comprehensive planning process: the selection of goals for the City based upon the needs and preferences of its citizens.

*Addendum to Priority Goals for Los Angeles* (September, 1969, 53 pp.) A collection of staff working papers prepared as a follow-up to an earlier paper, "Priority Goals for Los Angeles." The reports were written to stimulate thought and aid the staff in preparing the comprehensive plan for the City of Los Angeles. The six papers discuss, in turn, problems and policies for transportation, air pollution, urban poverty, equal opportunity, employment and economic growth, and education.

*A Preliminary Goals Report for Los Angeles and Environs* (February, 1967, 172 pp.) A first-draft report prepared by the Goals Unit of the Department of City Planning.

*Major Issues for Los Angeles* (December, 1967 (revised), 14 pp.) A discussion of twenty major issues for Los Angeles including traffic congestion, housing, urban poverty, air pollution and citizen participation and involvement in community affairs.



*Presentation of Preliminary Goals Report to the City Planning Commission* (City Plan Case No. 20553), Regular Meeting, April 27, 1967.

*Human Values and Their Relationship to Planning Goals*, (April, 1967, 18 pp., Calvin S. Hamilton) A paper by the Director of Planning for the City of Los Angeles indicating the human desires and objectives that must be considered in city planning and the principles upon which planning should focus.

## COMPREHENSIVE PLANNING

*A Concept for the General Plan* (September, 1969, 24 pp.) A staff paper presenting Department of City Planning recommendations on the third step of its comprehensive planning process: the selection of a Concept for the long-range development of the City. The first two steps, the selection of goals and the formulation of alternative concepts to achieve these goals, have been discussed in previous reports.

The design emphasis of this Concept is twofold: the building of major "centers", areas of high intensity residential and commercial development, and the preservation of low-density single-family residential areas. These two contrasting types of areas will be unified by a comprehensive transportation system and by a network of parks and open spaces.

*Prospectus: Comprehensive Master Plan Development Program*, (December, 1965, 12 pp.) A description of the comprehensive planning program for Los Angeles, as it was envisioned in 1965.

*Los Angeles City Planning Department: Comprehensive Planning Program* (1967, 27 pp.) A collection of staff papers describing various component studies of the Comprehensive Planning Program of the City Planning Department.

*Address by Calvin S. Hamilton, Director of Planning, City of Los Angeles, at the Mayor's Planning Day* (September 16, 1967) An address by the Director of Planning outlining the Department's comprehensive planning process.

*PPDS: A Planning Policy Development System* (September, 1968, 14 pp.) A report outlining the Los Angeles Planning Program and the changing role of policies in the planning process. The report also explains the methodology of the Planning Policy Development System.

*Planning Policy Development System Analysis* (collection of 8 papers) (June, 1968) A summary of objectives for the City of Los Angeles on the following subjects: accessibility; urban economics; housing; cultural, social, educational and recreational opportunities; quality of environment; health; safety; and substandard living conditions.

## URBAN DESIGN

*Urban Design Objectives and Principles — A Guide for the Citywide Sketch Plan* (June, 1969, 18 pp.) Provides general urban design objectives and principles for (1) physical development of the whole City, (2) development of high density and low density areas, (3) major circulation components and (4) existing natural features. The urban design objectives and principles were used as guidelines in formulating the General Plan.

*A Preliminary Concept in Planning for the Central City* (October, 1969, 62 pp.) A staff working paper written as a "starting point" for a forthcoming plan for the Los Angeles Central City area. It identifies some of the current problems, needs and opportunities as a basis for the plan.

## LAND USE, CIRCULATION AND SERVICE SYSTEMS

*Los Angeles City Master Plan: Objectives and Purpose Descriptions of Master Plan Elements* (October, 1968, 47 pp.)

*Housing Element of the Citywide Plan* (First Draft) (August, 1969, 30 pp.) A discussion of housing needs and ways to meet those needs, including a summary of housing goals; an inventory of existing housing and how it has changed since 1960; condition of existing housing; and projected housing demand in 1990. Major problems include residential segregation, the difficulty of providing low-cost housing and housing for the elderly.

*The Housing Element, Centers Concept, and General Plan, Part III The Supply of Housing* (September, 1969, 16 pp.) A discussion of the major conditions influencing the supply of housing. The report

describes four major factors: existing inventory and the filtering process; land and construction costs; financial investment and constraints; and institutional barriers such as racial discrimination and government laws and regulations.

*Working Paper for the Service Systems Element and Related Portions of the Los Angeles City General Plan* (September, 1969, 214 pp.) A compilation of several reports examining in detail the nature, problems, costs, and future needs of the City's service systems. Specifically, recreation, police, fire protection, health, libraries, water, power, community shelters, natural gas distribution, sewerage, refuse disposal, and education systems are treated.

The report also deals with financial problems likely to occur in the future. Results of a cost-revenue analysis show a wide gap between expected revenues and projected needs for 1990. Systems analysis is examined as a possible method to be used in choosing potential programs; it may provide a basis for making rational choices as to the most effective, most essential, and least expensive future programs.

*Public Facility Economic Requirements for the Master Plan* (June, 1969, 11 pp.) A discussion of revenue sources and expenditures, and the provisions of future public facility needs in the City of Los Angeles.

*Transportation in the Los Angeles Region* (September, 1969, 99 pp.) A description of major transportation problems in the Los Angeles region and current trends in transportation, particularly with respect to the private automobile. Projections were made for 1990 regarding: (1) number of private automobiles in Los Angeles County; (2) size and distribution of employment and labor force; (3) means of transportation to work; (4) public transportation passenger volumes; and (5) daily rapid transit trip demand. The report contains a proposed circulation element for the Citywide Plan which attempts to resolve existing problems and reduce or minimize future problems. The major components of the circulation element are the freeway, highway and street system, mass rapid transit, buses, air transportation and freight movement.

*The Centers Concept: Public Facilities and Transportation* (March, 1969, 64 pp.) A preliminary study of public facilities and transportation facilities, relating them to the Centers Concept. The report presents a guide to the location of public facilities — suggesting which ones should be located in the core, periphery and outside of centers.

Transportation goals, objectives and problems are discussed. Several representative transportation systems described in Stanford Research Institute's publication entitled "Future Urban Transportation Systems" (1968) were presented as examples of transportation systems that might be applicable to the Los Angeles region. A chart contains a listing of other known transportation systems.

*Transportation and the Urban Form of Los Angeles* (ca 1968, 15 pp.) A historical study of how transportation facilities have influenced the form of Los Angeles. The need for a rapid transit system is also discussed.

*A Possible Conservation Element of the Comprehensive Plan* (July, 1969, Memorandum, 23 pp.)

## RESEARCH AND STATISTICS

*Demographic and Economic Projections* The following projections for the City of Los Angeles were generally based on present trends.

- Population, employment and labor force, 1960-2000, in 5 year increments.
- Population 1970-2000 in 5 year increments, by statistical area.
- Industrial, commercial and government employment 1970-2000 in 5 year increments, by statistical area.
- Occupied dwelling units (number of singles and multiples) for the year 2000, by statistical area.
- Age breakdown and student population for the year 2000, by statistical area.
- Employees by place of residence for the year 2000, by statistical area.

*Revised Demographic and Economic Projections* Most of the following projections are based upon the demographic and economic projections listed above. After the concept was selected existing projections were revised to take into account the nature of centers and suburban areas.

- Current, 1990 and Concept population and employment for each center in Los Angeles City.
- Current, 1990 and Concept population and employment for selected centers in Los Angeles County.
- 1990 and Concept population for Los Angeles City, by statistical area.
- 1990 population and population densities in centers and outside of centers in Los Angeles City by statistical area.
- 1990 and Concept employment for Los Angeles City, by statistical area.
- Number of families in four income categories, 1990 for Los Angeles City by statistical area.
- Occupied dwelling units (number of singles and multiples), 1990 for Los Angeles City by statistical area.

*Financial Resource Strategy for Implementation of the Los Angeles General Plan* (June, 1969, 69 pp.)

Part I: *Short Run Revenue Strategy* discusses some of the likely alternatives available to the Mayor and City Council for improving the financial resources of the City. These include: (1) property tax; (2) sales tax; (3) fees, service charges, other receipts; (4) revenue-producing municipal departments; (5) city income tax; and (6) County, State and Federal grants and allocations.

Part II: *Long Range Planning – Economic Strategy* calls for greater initiative in social and economic planning to accompany the capital expenditures called for in the General Plan. It includes a discussion of taxation reform, State and Federal Grants-In-Aid and methods of raising the economic productivity of the City.

*Preliminary Geo-Economic Analysis of Alternative Concept Plans* (March, 1968, 74 pp.) An analysis of population, employment, housing and transportation in Los Angeles.

*Feasibility Report: Econometric Study of Land Values* (August, 1969, 7 pp.)

## REPORTS AND PUBLICATIONS OF OTHER ORGANIZATIONS

*A Summary of Citizen Response to the Los Angeles Goals Program* (June, 1968, 11 pp., compiled by Connie Leas, Inter-Religious Committee for the L.A. Region Goals Project and Charles Johnson, Department of City Planning) A report to the Goals Council outlining citizen response to the Goals Program expressed in meetings and discussions, letters and questionnaires. The report covers the dominant themes raised by citizens in almost all meetings and correspondence, secondary themes less frequently raised but still widely discussed, attitudes and opinions about the individual's relation to local government and miscellaneous opinions on subjects of citizen concern.

*Views of the Viewpointers: A report to the Goals Council* (March, 1968, 8 pp.) A summary of general and specific goals expressed by the "Viewpointers," a group of citizen volunteers who served as speakers and discussion leaders for the Goals Program. There was a consensus for a General Plan based on a combination of the Centers and Corridors Concepts.

*Speculation: Los Angeles – 1985* (October, 1967, 6 pp., Fred M. Zimmerman, Chairman, Technology Goals Committee) A working paper for the Los Angeles Goals Program prepared by the Technology Goals Committee in 1967. The paper attempts to present an overview of what city life may be like in 1985. It sees the dominant forces during the next decade and a half to be the accelerating availability of leisure time, the increasing sense of alienation of the individual and the accelerating dissatisfaction of the minority poor. It forecasts the technological developments that will have the greatest impact on life in Los Angeles and suggests the kind of planning needed to accommodate these changes.

*Communication Goals for Los Angeles: A working paper for the Los Angeles Goals Program* (February, 1968, 35 pp., L. G. Chesler and H. S. Dordick, Technology Goals Committee) A paper prepared by members of the Technology Goals Committee to assist the Department

of City Planning in establishing goals for future physical planning. The paper examines some of the technological alternatives available for improving ghetto and city communications.

*Adult Education Goals for Los Angeles: A working paper for the Los Angeles Goals Program* (March, 1968, 17 pp., H. S. Dordick, Technology Goals Committee) A discussion of the future needs for specialized educational services that fall outside the formal educational structure of the state. An estimate of the demand for adult education in the Los Angeles area for the year 1980 is given, and several of the more serious problems and constraints to satisfying this demand are enumerated. The paper suggests some operational and technological alternatives to alleviate these constraints.

*Transportation Technology Goals for Los Angeles* (July, 1968, 52 pp., The Transportation Subcommittee, Technology Goals Committee) A discussion of the possibilities of utilizing advanced technology to improve the quality and efficiency of transportation in Southern California.

*Health Goals for the Los Angeles Region* (June, 1968, 18 pp., R. L. Petruschell, A. L. Stanley, A. M. Stein, J. E. Wiechers)

*Social and Human Goals for the Los Angeles Region* (January, 1967, 37 pp., Inter-Religious Committee for the Los Angeles Region Goals Project) A working paper intended to serve as a reference for group discussions on human and social goals for Los Angeles.

*Environmental Goals for the Los Angeles Region* (July, 1967, 218 pp., Environmental Goals Committee) A report detailing the committee's recommendations on goals and objectives for the Los Angeles metropolitan region.

*Environmental Goals for the Los Angeles Region* (Summary) (July, 1967, Environmental Goals Committee) A summary of the committee report on goals and objectives for the Los Angeles metropolitan region.

*Environmental Goals for Los Angeles, Progress Report* (Preliminary) (September, 1966, 133 pp., Environmental Goals Committee)

*Human and Social Goals: Preliminary Report, Los Angeles Regional Goals Project* (November, 1967, 6 pp., Behavioral Sciences Committee, Los Angeles County Psychological Association) A position paper by the Behavioral Sciences Committee, an advisory body to the Los Angeles City Planning Department with particular reference to the Goals Program.

*Excerpts from Goals for Communication Seminar* (March, 1968, 20 pp.) Excerpts from a seminar sponsored by the Communication Committee of the Los Angeles Goals Program and attended by representatives of the local news media.

*Goals for Metropolitan Los Angeles* (May, 1968, 8 pp., the National Association of Intergroup Relations Officials, Southern California Chapter)

*Reports to the Goals Council by Committees* The citizens Goals Council was appointed by the Mayor and City Council of Los Angeles, the Board of Supervisors of Los Angeles County and the League of California Cities. The Goals Council was organized into committees which produced the following reports:

- Goals for Increased Community Participation in Planning
- Goals for Employment and Economic Growth
- Goals for Housing, the Residential Environment and Urban Renewal
- Goals for Parks, Recreation, Open Space and Urban Beautification
- Goals for Community Transportation and the Commuter Environment
- Goals for Law Enforcement
- Goals for Environmental Pollution Control
- Goals for Education
- Evaluation of Alternative Design Concepts and their Community Consequences
- Goals for the Ghettos and Barrios and Goals for Racial Integration and Stability

*Los Angeles Goals Program: Results of Representative Sample Survey* (October/November, 1968, 16 pp. Behavior Science Corporation, tabulations prepared by Los Angeles City Planning Department) A

tabulation of results of the survey to determine the needs and desires of Los Angeles area residents conducted by the Behavior Science Corporation for the Goals Program.

*Los Angeles Goals Program Representative Sample Survey, Total Sample, Negro Sample, Mexican-American Sample* (November, 1968, Behavior Science Corporation, tabulations prepared by Los Angeles City Planning Department) Cross-tabulations of the total sample survey taken for the Goals Program showing results by age, sex, income and other groupings.

*Policies for Planning* (January, 1968, 78 pp., Citizens Advisory Committee, Destination Ninety Forum) Report of the Citizens Advisory Committee of Destination Ninety Forum, presenting planning recommendations for the San Fernando Valley. The report is the culmination of a large citizen participation program in the Valley.

*Gray Areas: A Townscape Study* (December, 1967, 34 pp., Southern California Chapter, The American Institute of Architects, report prepared by Herbert Kahn, Raymond Kappe, Rex Lottery) A study of the "gray" areas of Los Angeles which are characterized by visual blight, monotony and economic stagnation. The nature of the problem is identified and potential solutions are considered.

*Reconnaissance Report, County General Plan Program* (February, 1969, 40 pp., Regional Planning Commission, County of Los Angeles)

*Preliminary Program Design* (ca. 1968, 80 pp., Southern California Association of Governments) A first draft of a comprehensive work program outline for SCAG. It identifies, describes and shows scheduling for the elements that form the total SCAG program. Each element is described in terms of its purpose, method of study, work activities required and resulting product.

*SCRTD Preliminary Report* (October, 1967, 100 pp., Southern California Rapid Transit District)

*SCRTD Final Report* (May, 1968, 126 pp., Southern California Rapid Transit District)

Preliminary and final proposals for a first-stage rapid transit system for the Los Angeles metropolitan area.





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