

PLANNING REPORTS

for the

CITY OF MONTEREY PARK

Prepared for the City by

WILSEY & HAM
Consultants to the City

and

Economics Research Associates
Consultants to Wilsey & Ham.

S.C.R.T.D. LIBRARY

CITY OF MONTEREY PARK

City Council

Rod Irvine, Mayor
William M. Erambert
Kenneth J. Gribble
Gershon L. Lewis
Chester S. Valenta

Planning Commission

Lawrence E. Derr, Chairman
Robert Y. D. Chun
Roy Johnson
David G. Karnos
Mildred D. Thor

Planning Advisory Committee

Harold W. Giles, Chairman
John H. Birge
James T. Bradshaw, Jr.
Daniel Egdal
Wilbur J. Lockman
George A. McClister
Virginia Stevens
Frank M. Thometz, Jr.

*Leslie Ball
*Richard Brittain
*Anthony Carras
*Eugene Wagner

*Special Advisory Committee on
North Area and Garvey-Garfield
Area

William Woollett, Jr., City Manager

Henry Terashita, City Planner

CONSULTING STAFF

WILSEY & HAM

Donald B. Cutoff, Program Director
Donald A. Cotton, Project Manager
Allan Shoff
Sanji Yano
William Bryan

ECONOMICS RESEARCH ASSOCIATES

William Lund, Vice President
Clarence Dingman, Project Manager
George Chalmers

TABLE OF REPORTS

THE GENERAL PLAN

THE TECHNICAL SUPPLEMENT TO THE GENERAL PLAN

THE NORTH AREA PLAN AND
THE GARVEY-GARFIELD PLAN REPORT

THE IMPLEMENTATION REPORT FOR THE NORTH AREA
AND GARVEY-GARFIELD PLANS.

CITY OF MONTEREY PARK

1985 GENERAL PLAN

CITY OF MONTEREY PARK

1985 GENERAL PLAN

August, 1967

The preparation of this report was financed in part through an urban planning grant from the Department of Housing and Urban Development under the provisions of Section 701 of the Housing Act of 1954, as amended.

Table of Contents

	page
PREFACE -----	1
INTRODUCTION -----	2
PLANNING AREA -----	3
ASSUMPTIONS -----	4
OBJECTIVES -----	6
BASIC POLICIES -----	8
POPULATION -----	9
ELEMENTS OF THE PLAN -----	11
PLAN IMPLEMENTATION -----	18

PREFACE

The Monterey Park General Plan evolved after a period of intensive community analysis. The findings of this analysis have been published separately, in the following documents:

Research and Analysis Report

Forecasts and Projections Report

Preliminary General Plan

Technical Supplement Report.

Because these data have been previously published, they are not repeated in this document, which is primarily one of policy. However, they are supportive of the general plan. Key facts and findings have been introduced throughout this report to emphasize certain policy determinations.

During the preparation of this document, the firm of Wilsey and Ham served as city and regional planning consultants to the City. Economics Research Associates acted as economic consultants to Wilsey and Ham during the general plan program.

The preparation of this report was financed in part through an urban planning grant from the Department of Housing and Urban Development under the provision of Section 701 of the Housing Act of 1954, as amended.

INTRODUCTION

The Monterey Park General Plan is a policy document, reflecting the long range objectives of the community, the comprehensive development of the community, and the manner in which the proposals of the plan are to be achieved. It includes a general plan map and this accompanying text.

The plan described in the following pages is an advisory guide to the development of the Monterey Park Planning Area. It is an official public statement of the long-range goals and objectives of the community translated into a generalized map and statement of policy. It provides information and coordinated policy on which day-to-day decisions will be based. The policies embodied in the plan are firm, but not frozen.

The Plan acts as a general framework within which public and private decisions can be made. Through anticipating the future numbers and locations of people in the community, general service demands have been estimated. As a result, it is possible for the City to determine the financial requirements necessary to provide public services and capital improvements. Private enterprise, on the other hand, can determine the amount and quantity of commercial and industrial investment justified by projected economic growth, and can relate such investment to City expenditures.

Monterey Park's plan is flexible enough to permit variations within its general framework. Because it establishes general relationships between broad land-use categories, its proposals and boundaries are not precise.

The general plan is concerned with long-range trends in population and economic growth, and sets forth long-range policies. As such it cannot be directly applied to precise decisions as must be made in zoning activity. The plan provides overall policy direction, while the zoning map applies that policy to specific properties in a legally precise fashion. Although the plan is more definitive in instances where precise planning has been done, or where existing development forms strong lines of demarcation, zoning is still required to set firm boundaries and regulations. For the most part, however, boundary lines on the general plan map are imprecise, particularly where changes in land use or new public facilities are proposed. In these latter instances, symbols are usually placed within the center of the service area of the facility in question. The eventual location will be determined after a precise and detailed site selection study has been conducted.

Although Monterey Park is largely developed today, the plan recognizes that it is a viable and changing city. The character of change will be different -- structural aging and second-cycle development as opposed to building on raw land. The planning program has demonstrated that Monterey Park can cope with such changes in a healthy and positive manner. The problems have been documented and actions are proposed. The general plan anticipates the result of those actions on other parts of the community -- the continuation of planning as a process leading to policy determination will enable the effects of public and private actions to be reflected in the plan. In like fashion, the plan will be amended when there have been changes in the basic economy of the City, in the assumptions underlying the plan, and when necessary to insure that it contains an accurate statement of official developmental policies.

PLANNING AREA

In preparing the general plan, studies of many factors which influence or may influence Monterey Park's future development pattern were made. An analysis of regional influences, studies of the policies of surrounding cities and studies of the present and anticipated development trends in Monterey Park and the effect of these trends on land use in Monterey Park, whether that land is presently developed or undeveloped, were among those included.

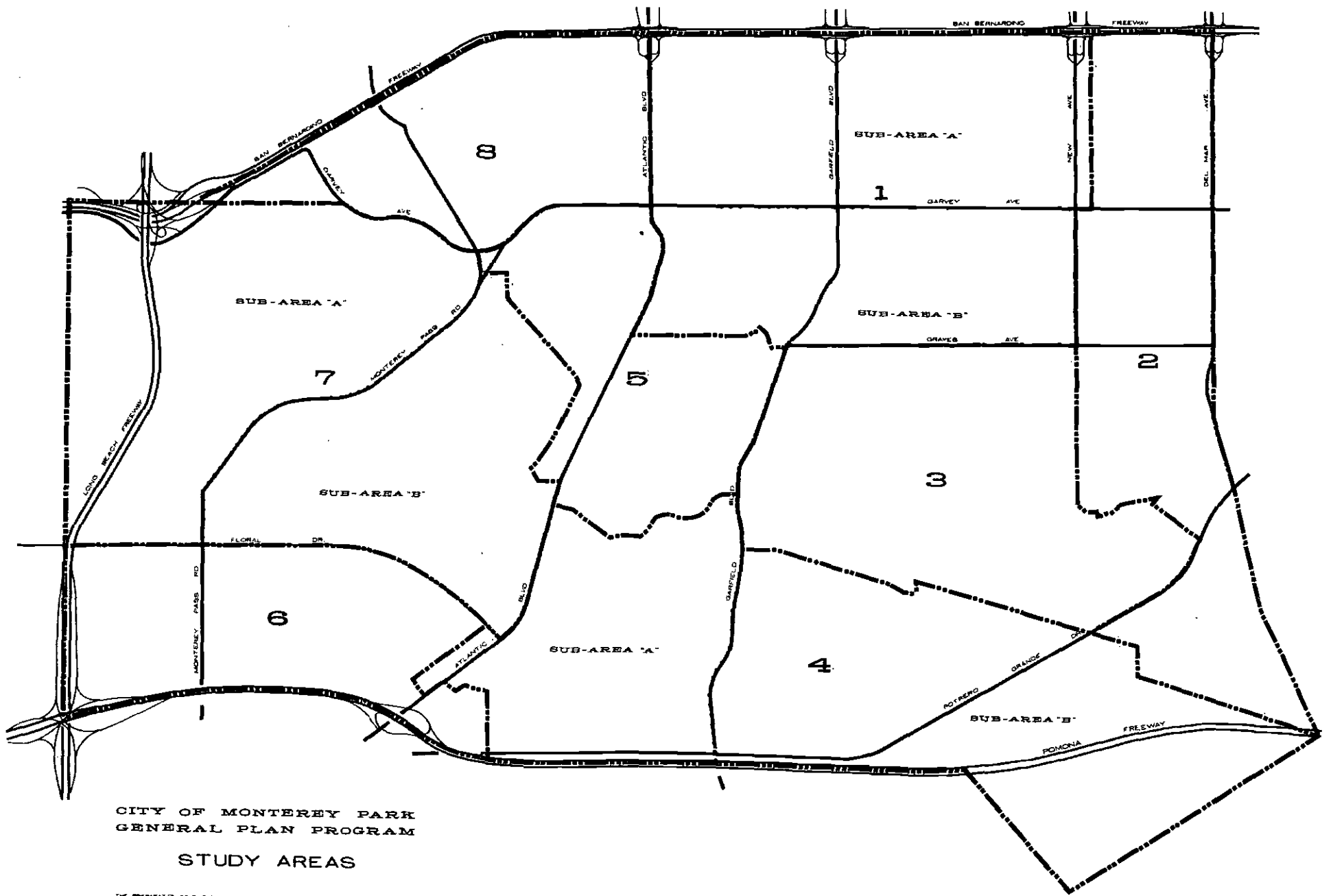
The general plan is specifically concerned with the Monterey Park planning area. It includes an area of about 10 square miles and completely encompasses the 7.3 square miles of City area within the present City limits. The boundaries are illustrated on the map entitled "Planning Area & Study Area".

Generally the planning area is that defined by the San Bernardino and Pomona freeways on the north and south, respectively, the Long Beach Freeway and City Terrace Drive on the west, and Del Mar Avenue on the east. The planning area encompasses small portions of the cities of Alhambra, Rosemead and Montebello, as well as unincorporated lands.

Where portions of the planning area are in a city other than Monterey Park, the plans of that city for that area have generally been accepted as indicative of the development which will occur in that area through 1985.

The planning area has been further divided into eight "study areas". The purposes for defining these areas are:

1. Establish a geographic basis for the collection of data necessary to the preparation of the general plan;



CITY OF MONTEREY PARK
GENERAL PLAN PROGRAM

STUDY AREAS

THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH
AN URBAN PLANNING GRANT FROM THE DEPARTMENT OF HOUSING
AND URBAN DEVELOPMENT UNDER THE PROVISIONS OF SECTION 10
OF THE HOUSING ACT OF 1954, AS AMENDED.

WILBEY, & HAM

CONSULTANTS TO THE CITY



0 600' 600'

2. Establish a geographic basis for the continuing collection of data about the community by the various city departments, the Bureau of the Census, and other agencies collecting data in Monterey Park; and
3. Provide a basis for more detailed planning of sub-sections of the community.

ASSUMPTIONS

The general plan proposals, being long-range, are based upon certain assumptions about the future. The major assumptions on which the plan is based are:

1. All vacant land within the city limits and the planning area which is available for private development will be developed by 1985.
2. In general, vacant land will develop at densities consistent with presently surrounding development.
3. All private residential redevelopment and conversion of use will result in a higher density for the land area involved and most of the conversion will occur in the North Area.
4. Rapid transit will be in operation in Monterey Park by 1975, and the line will be that presently proposed in the San Bernardino Freeway corridor. A completed transit system will be in operation by 1980.
5. The City will continue to experience (at least through 1975) substantial traffic generated outside the community passing through the community in a north-south direction.
6. Alhambra will implement the proposals of that city's general plan which relate to north-south circulation.
7. The acreage south of the Pomona Freeway will be in public use.
8. The City officials will, within the realm of economic feasibility, astute judgment and the public interest, develop the necessary financing for the proposals of the general plan and will actively engage in implementing the proposals of the plan.
9. Employment for Monterey Park residents will continue to be dispersed and primarily outside the City. Jobs within the City will be primarily those in service businesses and industries and in government.

10. Population projections for the City have assumed no annexation within the planning period, simply for statistical purposes. Ultimate population figures are for existing City limits; annexation of unincorporated area would add to the total population projected for the City, as well as increasing its tax base.

OBJECTIVES

Monterey Park's general plan is based on a series of goals and objectives. These underlie the plan, and indicate the purposes to be served by planning in Monterey Park. The plan and its proposals are devices to achieve these objectives.

General

1. Create within the spreading metropolitan complex a readily identifiable community of Monterey Park.
2. Form an urban environment which will contain some residential diversity and still remain strongly oriented to the family as the basic social unit.
3. Improve the livability of the total community for the residents of the community as expressed in living, working and shopping areas, as well as community facilities.
4. Encourage community development in planned fashion so as to conserve and enhance its physical and historical features.
5. Promote development and improvement within the community, capitalizing on the proximity of the community to the proposed rapid transit route and the core of the metropolitan area.
6. Establish a basis for continued discussion and policy formation concerning problems of physical development and improvement which face the community now and in the future.

Residential Areas

7. Foster stability and a high degree of continued maintenance within the presently recognized single family neighborhoods.
8. Advocate the revitalization or replacement of deteriorating neighborhoods.

9. Provide the community facilities and public services necessary to ensure the livability and stability of neighborhoods.
10. Guard neighborhoods from intrusions of incompatible and disruptive uses.
11. Support the creation of higher density residential development in those areas best suited from the standpoint of accessibility, current development, community organization, transportation and circulation facilities and economic feasibility.

Commercial

12. Suggest an aggressive and positive attitude toward providing improved retail facilities within the community, in the form of unified, convenient and functional commercial facilities scaled to the needs and the economic potential of this area.
13. Create, within the framework of regional economic growth, an improved commercial center in the North Area.
14. Improve the economic situation and the visual image of the present semi-commercial, strip development found along several of the major streets of the community.

Industry

15. Invite more development of industrial areas designed to accommodate service industries, structured on the existing industrial base.
16. Continually explore the possibilities and potential of expanding the land available for industrial development, and the conditions under which it might occur.

Circulation

17. Upgrade internal traffic circulation within and through the community, providing several alternate facilities to handle expected traffic increases.
18. Enhance north-south traffic circulation within and through the community, providing several alternate facilities to handle expected traffic increases.
19. Actively seek the location of the proposed backbone rapid transit terminals in a manner which will best serve the community in terms of both transit service and city development potential.

20. Support the inauguration of bus transit routes which will provide ease of intra-city movement, connecting living areas with shopping and working areas.

Community Facilities

21. Propose the development of parks and other recreation facilities designed to meet the needs of a rapidly changing population on the basis of community oriented standards.
22. Continue to locate parks adjacent to schools wherever possible, fostering the maximum joint use of open-space lands to adequately serve all areas of the City.
23. Create a scope within which the need for facilities can be evaluated continuously and in depth.
24. Capitalize on the cultural resources and facilities of the region and supplement them with local development to provide maximum cultural, recreational and entertainment opportunities to residents.

Community Revenue Base

25. Actively seek means which will permit Monterey Park to compete effectively in the commercial and industrial growth of the immediate area and the region to the maximum extent consistent with other community objectives.
26. Broaden the tax base with emphasis on assessed valuation and retail sales in order to provide the necessary community facilities and services.

BASIC POLICIES

The plan has at its foundation the following five basic policies. These are essential to success in meeting the objectives of the City, and in implementing the general plan. Other policies and proposals of the plan follow from these.

1. Monterey Park will expend a high level of effort to improve its competitive situation with respect to retail commerce. This will result in a wider variety of choice for City residents, a better tax base for the City, and increased sales tax revenues.

2. Monterey Park will encourage and promote the orderly increase in residential densities in the North Area, in such a fashion to take maximum advantage of rapid transit as well as general economic growth. This policy recognizes that some areas are more likely to convert than others, given certain development strategies. All public decisions will assist in implementing this policy.
3. Monterey Park will reshape its zoning regulations to express the policies and proposals of the general plan. This policy will insure that the zoning ordinance will be used to a maximum advantage in implementing the general plan policies and proposals.
4. Monterey Park will improve north-south circulation routes to handle anticipated traffic demand. North-south circulation will be handled on a number of arterial highways. The implementation of this policy will assure relative ease of vehicular movement during the planned period.
5. Monterey Park will encourage and require the maintenance of residential neighborhoods in a state of high physical and environmental quality. Areas which are now 10 to 15 years old will be 30 to 35 years old by the end of the planning period. Code enforcement and other public methods, as well as private initiative will be used to prevent their decline.

POPULATION

The population anticipated for Monterey Park in the year 1985 is indicated in the Population Growth Table. Monterey Park's population growth rates have varied significantly over the past two decades. The tremendous population increases in California, and particularly in the Los Angeles Basin, coupled with improvements in earth-moving technology, combined to make much of the originally "undevelopable" hill area yield to subdivision activity. While a small portion of the hill area remains today, most of it, together with much of the other land vacant before 1950, today is developed. Because virtually all vacant land in the City is either developed or is committed to non-residential uses, population growth in the City in the next twenty years will result primarily from new construction of multiple family units. Much of this construction will replace existing older low density housing.

POPULATION GROWTH IN MONTEREY PARK

1930 to 1985

		<u>1930</u>	<u>1940</u>	<u>1950</u>	<u>1960</u>	<u>1966</u>	<u>1970</u>	<u>1975</u>	<u>1980</u>	<u>1985</u>
City of Monterey Park)	low							52,100	53,160	55,500
	high	6,406	8,531	20,395	37,821	47,481	49,900	52,500	59,000	65,500
Monterey Park Planning Area)	low	N. A.	N. A.	N. A.	58,121	69,196	72,100	74,800	77,100	79,800
	high							75,200	82,500	89,800

This growth will come from population pressures which are at least regional in nature. In the highly mobile society of Southern California, economic and physical factors external to Monterey Park will sharply affect its population growth. The City can, however, determine its population size through public and private actions, some of which are included as proposals of the plan.

The range of population size provided in the Growth Table indicates the probable upper and lower limits. Two factors are present which will most directly determine the 1985 figure. These are:

1. A regional rapid transit system in operation by 1975, with the San Gabriel Valley route located in or very near the San Bernardino Freeway; and
2. An active program of environmental improvement in the North Area.

Although the population and land use elements are treated separately in the plan, they are in fact closely related. The City will encourage the type, quality and location of future development necessary to maintain the population densities proposed in the land use element.

ELEMENTS OF THE PLAN

Land Use Element

The general plan map contains the proposals for land use within the planning area. Since the City is now almost entirely developed, there are few major changes in land use outside of the North Area. Presently residential uses account for just under half of the total area, with commercial and industrial land together accounting for about seven percent. Public and semi-public uses and vacant lands account for a quarter, and streets and freeways account for the remaining quarter.

The land use categories of the plan are generalized, indicating the predominant use of the defined areas. They show the broad type of intensity of land use proposed, but are not necessarily exclusive. The instrument which is intended to determine precise uses of land is the zoning ordinance.

Residential

The predominant land use in this category is housing. In addition to housing, the areas designated for residential use will include the necessary public and semi-public service uses (such as schools, churches, and parks) which are necessary to a good living environment.

Several density categories are included. These categories are expressed in terms of the number of dwellings expected related to net residential acres (i. e. land actually used for living purposes, not including streets or public facilities). Variation in the type of structures found in these areas is expected, although the overall relationship should remain constant. These categories relate generally, but not directly to residential zoning districts. Zoning districts and district regulations indicate the legally permitted uses which can be built upon any piece of property, along with details of property development. It may take a number of different zoning actions to implement residential proposals within any one category.

The density categories proposed are:

Low density 0 - 8 dwelling units per net acre --
primarily those areas intended for single family detached housing.

Low density 9 - 16 dwelling units per net acre --
those areas intended for townhouses, low density condominiums and garden apartments and some detached housing.

Medium density 17 - 35 dwelling units per net acre --
those areas intended for low rise, medium density apartments, condominiums, group and institutional housing.

High density 36 and above dwelling units per net acre --
those areas intended to accommodate the high density housing of the community, including those instances where lands are within walking distance of the transit terminal, medium rise or possibly high rise apartments.

The plan proposes that some presently developed residential areas in Monterey Park undergo density changes in the next twenty years. Growth must come from the conversion of certain low density residential areas to more intensive use. The natural process of private redevelopment will be aided and guided through public policies and actions designed to encourage high quality of development.

Presently vacant areas are expected to develop in a manner similar to adjacent land uses. The remaining hill area is designated for low density residential use and is expected to develop in single family detached housing.

Areas not subject to extensive conversion to higher density uses will face problems of structural aging, technical obsolescence, and social inadequacy. Concerted public and private efforts will be instituted to arrest foreseeable decline in the environmental quality of these neighborhoods, particularly in the area of housing conservation.

Commercial

This is a broad category dealing with establishments selling both goods and services. The plan proposes functional groupings of uses where they are desirable and appropriate, both from the standpoint of the total community and as related to efficiencies in commercial operations. While functional groupings as designated on the map are not intended to be completely and mutually exclusive, the mapped areas indicate locations where a concentration of related uses is desirable from the community standpoint. The functional groupings include:

Shopping - areas characterized by retail establishments selling apparel, home furnishings, general merchandise and specialty goods.

Neighborhood Convenience - areas serving the everyday needs of surrounding residents for such items as foods and drugs, and including personal service establishments.

Automotive - including uses oriented to automobile sales and service, muffler shops, seat cover sales, auto parts, and similar uses. Such uses have reasonably identical land and accessibility requirements and benefits from grouping.

Offices - including uses taking place in office-type facilities, in the financial, administrative and real estate fields, as well as professional offices. Where office buildings are relatively small (i. e. under three stories), they are effective in providing a compatible transition from residential uses to otherwise incompatible activities, such as industrial uses, automotive commerce, and heavily traveled highways. In general however, this category can encompass many uses other than offices. Included would be such possible uses as restaurants and small snack bars incidental to offices, small machine display and sales, exhibit space, clinics and research and testing laboratories.

Building Supply - including those uses providing such items as plumbing, heating, electrical equipment, painting supplies and small equipment rental. These uses often involve outdoor storage yards, and require larger parcels with good accessibility. They benefit from grouping into a distinct area, and normally should not be mixed with other types of retail commerce.

Business Service - including uses not usually found in office-type structures, such as blueprinting and photocopying, janitorial services, sign repair and maintenance, job printing, etc. These establishments characteristically provide a necessary service to other businesses, and require highly accessible locations.

Industrial

Industrial areas in Monterey Park are designated by one general category. Included are warehousing and distribution firms, as well as manufacturers, contractors and construction trades firms. All uses are proposed to be of a light industrial nature, compatible with surrounding non-industrial uses, or are to be adequately buffered to eliminate conflicts between land uses.

CIRCULATION

Major Streets and Highways

In Monterey Park the primary means for circulation of people is by automobile or truck via the major street system. In the major street system, certain streets serve not only to provide circulation within the community but also provide a means for many people to pass through the community.

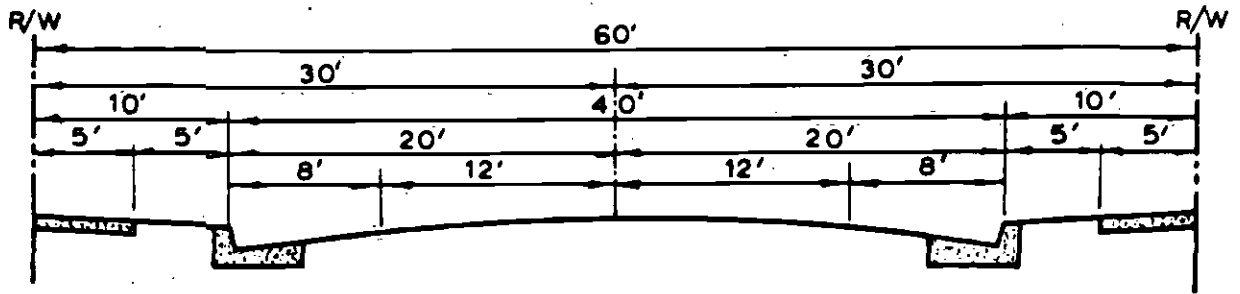
Problems of the major street system center on two aspects. One is the inadequate capacity or substandard design of some major streets in the system; the other is terminations (primarily due to the incompleteness of the system) which prohibits through traffic movement.

The general plan contains proposals for the solution for each of these problems. First, the plan indicates the streets which are part of the major street system and the type of facility which street should be. Second, the extensions necessary to complete the system and permit it to function properly are indicated on the plan map.

The major components of the system are:

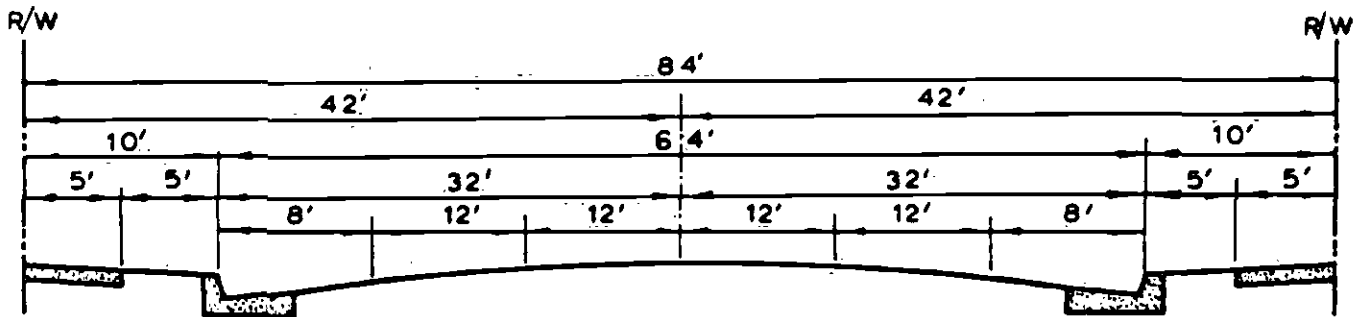
Major streets - these are the principal arterials within the City and connect Monterey Park with other cities and the State freeway system;

Secondary streets - these streets provide the circulation between the various areas within the City and distribute traffic to higher-capacity major streets;



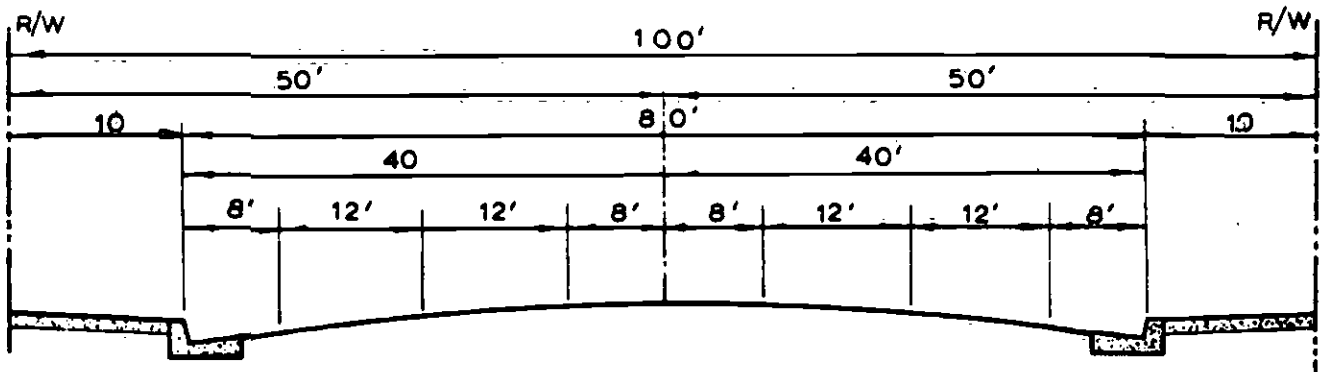
COLLECTOR AND SECONDARY - 2 LANE

(LOCAL AND 2 LANE COLLECTOR STREETS)



SECONDARY - 4 LANE

(4 LANE COLLECTOR STREET)



MAJOR

(MAJOR ARTERIAL STREET)

() Indicates designation used on City's official Standard Street Dimensions

STREET STANDARDS

Collector - those streets which serve as the initial collectors or distributor of traffic from or to the neighborhood or local streets.

The major street element of the plan will serve the community and demands placed upon it by adjacent land uses when completed. Discontinuous streets which will be integrated into the total system are New, Alhambra, Orange and Floral. The City, in implementing the general plan, will undertake a long range phased program designed to complete and improve the major street system. In so doing, the City will coordinate its plans and programs with those of other agencies, advocating the elaboration of a complete system of regional and subregional highways.

Transit

The general plan assumes the location of the proposed San Gabriel Valley leg of the rapid transit system either in the San Bernardino Freeway or adjacent to it. The City will attempt to obtain direct pedestrian access from Monterey Park to the transit terminal located near Garfield.

COMMUNITY FACILITIES

The public facilities which are the responsibility of the City of Monterey Park as well as other agencies are indicated on the general plan map.

Parks are designated on the map in two categories. Community parks are those which serve the entire City or a major portion of the City. Neighborhood parks are those which serve the immediately surrounding area.

The City is deficient in overall park space by California park standards. This deficiency is greater in the older North Area of the community. Since this is the area which is expected to experience the greatest population increase in the next twenty years, a significant amount of additional park land for that area is proposed in the plan.

School districts serving the planning area have prepared master plans for schools and school sites. The general plan map incorporates the school plans and indicates the type and general location of these proposed facilities.

Other public facilities, either existing or proposed are also indicated. Because the City is almost entirely developed at present, and existing facilities can adequately serve probable expansion of the City, few new sites for public facilities are indicated.

STREET LIGHTING ELEMENT

The following street lighting standards indicate the classification and lumen rating for streets by type of street or area.

<u>Primary Use of Street</u>	<u>Approximate Lumen Rating</u>	<u>Lighting Condition (1)</u>		<u>Spacing of Fixtures (2)</u>	<u>Type of Lamp</u>	
		<u>Silhou- houette</u>	<u>Detail</u>		<u>Incan- descent</u>	<u>Mer- cury</u>
Residential Low Density	2500-4000 7000	*	*	180' to 180' one side	*	*
Residential Medium Density	4000 7000	*	*	150' to 180' one side	*	*
Residential High Density	4000 7000	*	*	120' to 160' one side	*	*
Schools, Parks, Playgrounds Assembly Areas	2500- 6000	*			*	
Industrial Areas (Peak Load Traffic)	20000	*	*	150' to 180' staggered	*	*
Traffic Collec- tor Street	4000 7000	*	*	150' to 180' staggered	*	*
Secondary Highway, Concrete Blacktop	7000 10000		*	100' to 150' staggered		*
Major Highway	20000		*	100' to 180' staggered		*
Major Business Area	20000		*	100' to 180' staggered		*
Freeway Intersections	20000		*	100' to 150' on approach		*

(1) A silhouette lamp provides a spot type of illumination, whereas a detail lamp illuminates a broader area.

(2) Shorter spacing on curves and at hazardous areas is necessary.

An expanded civic center is proposed in the plan. There are two primary factors influencing this proposal: one, the need for additional space for expansion of City office facilities and police, fire and library facilities exists; and two, additional park space for active recreational activities and facilities, including playing courts, fields and teen centers, etc., is needed.

The expanded site will also permit the location of a small cultural facility or facilities for art, music, theater, a museum and other similar public facilities which may be desired in the future.

Barnes Park is an important community recreation facility and any reduction in park and recreation space will further emphasize the park deficiency which exists in the City. The expanded civic center will also provide space for additional recreational areas. Uses included with the civic center development may include a plaza area for civic functions, walkways for strolling, and sitting areas. It may also include fountains, sculpture and distinctive landscaping which will provide a focal point for the community. The City's aim is to provide a distinctive and functional civic center combining recreational, cultural and civic administrative functions.

PLAN IMPLEMENTATION

The Monterey Park general plan will transmit City policies from year to year. If the plan is to be a viable and effective document, its proposals must be carried out. To assure this, the following steps are necessary.

Annual Review

The plan will be reviewed each year on a regular basis, coordinated with the annual budgeting process. If the proposals of the plan become inappropriate for any reason, then the plan will be revised. The City's intention is to insure that the plan accurately reflects official City policy, and relates to objectives and conditions as they exist in the community at the time of review.

Capital Improvements Programming

So as to provide the public facilities and major highways proposed in the plan, the City will develop a long range capital improvements program, considering both needs and financial resources. This program will provide priority evaluations and coordinative considerations for all projects, aiding immeasurably in the annual budgeting process. The long range capital

improvements program is the single most effective instrument for implementing those portions of the plan relating to public investments. Additionally, it is a powerful force for improving environmental quality.

Zoning

Zoning is an important technique for implementing the land use proposals of the general plan. The general plan will be used as a guide in establishing general zone categories in the future. The zoning ordinance is by character a precise and specific regulation of land use. It will be applied with regard to the overall land use and density proposals of the general plan so that it will work toward the achievement of the community objectives expressed in the plan.

The City's zoning ordinance will be amended to reflect the objectives of the general plan and to stimulate the economic and social vitality as well as promote the economic stability of the community through the organization of land use. The purpose of each zoning district, stated as part of the ordinance, will contribute much to the structure of the ordinance and will substantially assist in its use and administration. Density categories and functional groupings will also be recognized by the zoning ordinance. Commercial functional distinctions are particularly important in identifying neighborhood convenience areas and retail shopping complexes. Incentive features designed to accomplish the objectives of the general plan may be utilized to spur community development in accord with the plan.

The zoning ordinance must be an imaginative as well as a precise legal document. While the immediate impact of zoning is significant, its long range effect on the vitality and the character of the community are so important that every effort will be made to assure it operates in harmony with the general plan purposes.

Precise Plans and Studies

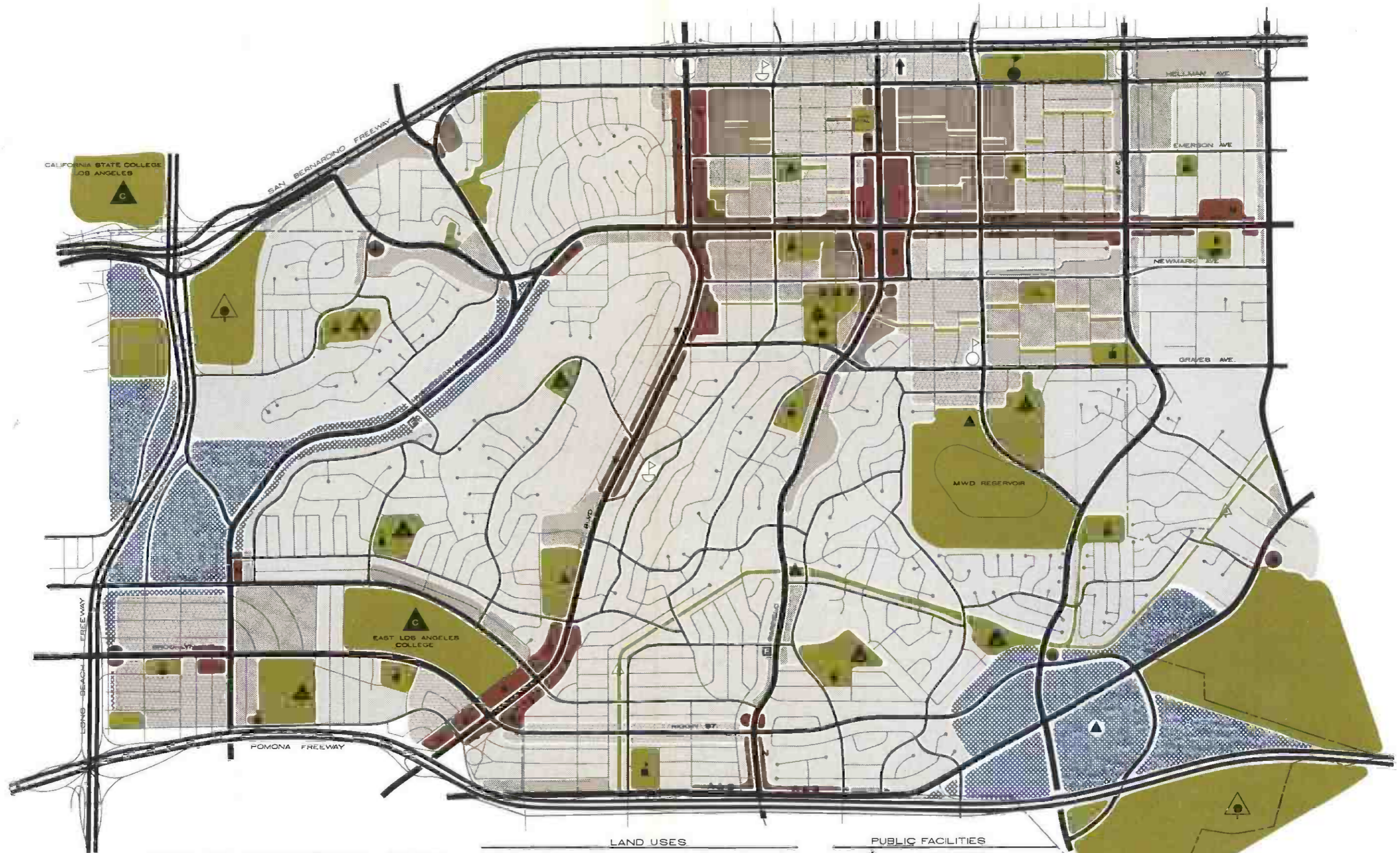
Precise plans and studies performed to refine general plan proposals are an important part of general plan implementation. At various times in the future precise studies and plans for various areas or problems will be considered by the Planning Commission and the City Council for review and approval. Such proposals may come in particular from the departments of City government or from one of the City's various commissions and boards.

As in the past such plans and studies may be prepared by the City's staff or by consultants to the City. Regardless of the approach, each study will be reviewed to assure that its purposes and proposals of the project or program forward the objectives of the general plan.

Conservation and Revitalization Programs

The general plan identifies the use of all the various neighborhoods and various subareas of the community through the next twenty years. In some instances, substantial change in land use is envisioned; in other instances the present land use and building development is expected to remain substantially unchanged during that period. Change will occur in either case. In the first case, many buildings probably will be completely replaced. In the latter, the buildings will simple age. This need not be synonymous with deterioration. Programs of conservation, revitalization and renewal must be undertaken if the City is to assure continued maintenance of buildings and environment.

Such programs can apply to small areas or to the entire City. Conservation programs will apply in the areas where extensive change is not anticipated. Revitalization programs may be undertaken where the problems are more severe, or where changes in parcelization, public streets or other improvements are required as well as changes in private improvements.



**CITY OF MONTEREY PARK
GENERAL PLAN PROGRAM**

1985 GENERAL PLAN

THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH AN URBAN PLANNING GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT UNDER THE PROVISIONS OF SECTION 701 OF THE HOUSING ACT OF 1954, AS AMENDED.

THIS MAP IS A PART OF THE MONTEREY PARK GENERAL PLAN ADOPTED BY THE CITY PLANNING COMMISSION ON JUNE 15, 1967 AND THE CITY COUNCIL ON AUGUST 14, 1967.



LAND USES	
[Lightest pattern]	LOW DENSITY RESIDENTIAL (0-8 UNITS/NET ACRE)
[Light pattern]	LOW DENSITY RESIDENTIAL (9-16 UNITS/NET ACRE)
[Medium pattern]	MEDIUM DENSITY RESIDENTIAL (17-35 UNITS/NET ACRE)
[Dark pattern]	HIGH DENSITY RESIDENTIAL (36+ UNITS/NET ACRE)
[Red pattern]	COMMERCIAL
[S pattern]	S SHOPPING
[N pattern]	N NEIGHBORHOOD
[A pattern]	A AUTOMOTIVE
[B pattern]	B OFFICE
[C pattern]	C BUILDING & SUPPLY
[D pattern]	D SERVICE
[Checkered pattern]	INDUSTRIAL
[Green pattern]	PUBLIC & SEMI-PUBLIC

CATEGORIES NOT MUTUALLY EXCLUSIVE - LETTERS INDICATE GENERAL LOCATIONS WHERE CONCENTRATION OF RELATED USES IS DESIRABLE

PUBLIC FACILITIES	
[Star symbol]	CIVIC CENTER
[P symbol]	POLICE
[F symbol]	FIRE
[L symbol]	LIBRARY
[Triangle symbol]	PUBLIC WORKS OR UTILITIES
[Existing symbols]	EXISTING
[Proposed symbols]	PROPOSED
[Elementary school symbol]	ELEMENTARY SCHOOL
[Junior high school symbol]	JUNIOR HIGH SCHOOL
[Senior high school symbol]	SENIOR HIGH SCHOOL
[College symbol]	COLLEGE
[Neighborhood park symbol]	NEIGHBORHOOD PARK
[Community park symbol]	COMMUNITY PARK
[Golf course symbol]	GOLF COURSE

CIRCULATION	
[Thick line]	FREEWAY
[Medium-thick line]	MAJOR
[Thin line]	SECONDARY
[Dotted line]	COLLECTOR
[Line with cross-ticks]	RAILROAD LINE
[Arrow symbol]	ACCESS TO RAPID TRANSIT TERMINAL

TECHNICAL SUPPLEMENT

TO THE GENERAL PLAN

Monterey Park Planning Program

Wilsey & Ham
Consultants to the City

Economics Research Associates
Consultants to Wilsey & Ham

TECHNICAL SUPPLEMENT

TO THE GENERAL PLAN

July, 1967

The preparation of this report was financed in part through an urban planning grant from the Department of Housing and Urban Development under the provisions of Section 701 of the Housing Act of 1954, as amended.

TABLE OF CONTENTS

	<u>Page</u>
Introduction	1
Nature and Uses of the General Plan	1
The General Plan Objectives	5
Basic Structure of the Plan	15
Sources of Data and Information	20

INTRODUCTION

This report constitutes the Technical Supplement to the Monterey Park General Plan. It includes a further discussion of the planning process, and the reasoning underlying the proposals of the plan. Additionally, it includes a more detailed analysis of the relationship between the plan objectives and proposals, as well as a discussion of the consultants' recommendations regarding implementation measures.

This report is supplementary to other reports prepared as part of this program. It does not repeat or summarize material presented in earlier background reports. These reports are:

Research and Analysis Report

Forecasts and Projections Report.

In addition, a Preliminary General Plan was published prior to public hearings for public review and comment. The final General Plan Report includes a small scale reproduction of the Plan Map, and the accompanying text setting forth City policies as adopted.

Other related reports and plans have been published with respect to the North Area and the Garvey-Garfield Area. These studies are precise plans, refining the more general policies expressed in the General Plan.

NATURE AND USES OF THE GENERAL PLAN

One of the problems associated with the planning and developmental process in Monterey Park is that the General Plan has not been used as fully as it might have been. Policy-making in a city is a continuous process. As problems change and opportunities appear, specific courses of action become more or less advisable. It is necessary, however, for general policies, community goals, and overall directions to be stated publicly and regularly. This regular public statement, which is called the General Plan, has three principal functions.

Policy Determination

The general plan, because of its analytical framework, is an ideal instrument within which the City Council can consider, debate, and agree upon a set of long-range, general developmental policies. As prepared for Monterey Park

the plan is designed to facilitate this process. In identifying long-range trends, it enables the Council to back away from day-to-day issues and clarify their ideas as to what kind of community Monterey Park is and should be.

In determining policies about future physical development, the Council can use the plan as a device to test the probable consequences of probable actions. Changes in residential densities, for instance, have impacts upon the system of public facilities necessary to serve the population. There are also impacts upon other portions of the plan, as well as shorter range courses of action such as the annual budget.

If the plan is to accurately and currently express City policies, it must be regularly and carefully scrutinized at several points in time. In addition to initial consideration, when the plan is first adopted, the plan should be reviewed and amended annually. The details of this process are discussed more fully later in this report. This annual review permits the Council to keep the plan up to date, and to decide whether any of the long-range policies should be modified in light of physical development activities which may have occurred. Perhaps most importantly, it places the principal development issues in perspective, so that implementation measures for the next year can be devised.

Policy Implementation.

The general plan can be generally applied to the solution of day-to-day items and projects. Current issues can be viewed against a clear picture of City policy regarding the most desirable scheme for future development. In using the general plan in relationship to specific issues, the City Council must recognize that policy determination leads to general, long-range policies as expressed in the general plan. Implementation of those policies lead to specific decisions and actions. Specific decisions must be made within the overall, long-range policies as expressed in the general plan. Implementation of those policies leads to specific decisions and actions. Specific decisions must be made within the overall, long-range framework of the plan, but additional specific information must be brought to the table when the issue is before the council.

The plan and its proposals must be referred to in making decisions on physical development issues. These matters are generally of two types: measures designed to implement the plan, and routine matters which should be viewed in the context of the plan. Examples of the first type are the

the capital improvements program, the city-wide zoning ordinance, precise and specific plans, etc. Examples of the second type include rezoning cases, street closings, park-development plans, public building projects, etc. Accordingly, the general plan should not be considered policy direction for the Council alone. It must be overall City policy, guiding the activities and decisions of the entire administrative and service staff and the several boards and commissions.

Communication

To be fully effective in policy implementation, the plan must communicate policies to City boards, departments, and commissions. In addition, both the private investor and citizen must be made aware of the plan, its policies, and its implications. The bulk of decisions which will make up the City in the future will be made by these groups.

The plan enables private investment to anticipate growth and the City's policy as to how that growth will be accommodated. In addition, the plan can suggest projects to developers, both through its analytical base, and its proposals. Further, the plan acts as a base from which the City staff can prepare specific implementation measures for the Council's approval. In this respect, it acts as a device to reduce misunderstanding and increase efficiency.

In making the plan public and available, another channel of communications between the policy-maker and citizenry is opened. This is a highly valuable and important channel, since it is on the level of goals and objectives. Specific means and actions can be tested within the plan's framework, and modified as necessary to reach the goals. When changes in the goals, objectives, or policies are indicated, the impacts upon other parts of the plan, and the implications for other policies can be gauged and anticipated.

Purposes

Although the broad reasons why Monterey Park has developed and is now revising its general plan are self-evident, it is perhaps important to restate them. They are not all necessarily peculiar to the plan; some are also purposes of local government in general. These six fundamental purposes are as follows:

1. To improve the physical environment of Monterey Park as a setting for human activities -- to make it more functional, beautiful, decent, healthful, interesting and efficient.

2. To promote the public interest and the interest of the community at large, rather than the interests of individuals or special groups within the community.
3. To facilitate the public determination and implementation of community policies on physical development.
4. To effect coordination of public and private community development decisions.
5. To inject long-range considerations into the determination of short-range actions.
6. To bring professional and technical knowledge to bear on the decision-making process.

THE GENERAL PLAN OBJECTIVES

Since it is the purpose of a General Plan to accomplish the desires of the members of the community, it is essential that at the beginning of any general planning work a period of time be spent in defining the goals and objectives of the community, particularly those which are to be accomplished through the General Plan program. Naturally, there will be some overlap between goals and objectives which can be achieved through the General Plan program, and those which represent items which cannot necessarily be achieved through planning programs but may require other kinds of public or private actions.

We have accepted as goals and objectives any of those items which may have the possibility of accomplishment partially or completely through general planning work. In some instances, the manner in which the General Plan will accomplish the stated objectives is very clear and very precise. In other instances, the manner in which the General Plan may contribute to the accomplishment of a stated objective is less precise since the General Plan may only be a part of a series of programs, each working toward the same goal.

In the Monterey Park General Plan program, six general objectives were named. Because these are broad objectives and somewhat general in nature, many of the proposals of the Plan coalesce to achieve these objectives. The objectives and the manner in which they can be achieved are reviewed in the following paragraphs.

- #1. Create within the spreading metropolitan complex a readily identifiable community of Monterey Park.

Monterey Park is fortunate in many respects to have a set of physical barriers which assist in defining the community. Within the General Plan, these physical barriers have been accepted as the limits of the community of Monterey Park and the plan is oriented toward developing within these barriers an identifiable community. Generally these barriers involve the San Bernardino Freeway, the Long Beach Freeway, the Pomona Freeway, with more nebulous boundary on the east, but generally recognizing a change in the character of development east of New Avenue.

The General Plan proposes that the City of Monterey Park concern itself specifically with this area from a physical planning standpoint. The elements of land use and circulation are of particular interest to the City in this area, regardless of whether the land area is within the jurisdiction of the City of Monterey Park or not.

#2. Form an urban environment which will contain some residential diversity and still remain strongly oriented to the family as the basic social unit.

There is a divergence of opinion within the community on this particular objective, however there seems to be general agreement with the principle that the community is interested in maintaining a high quality environment oriented to the family.

A substantial portion of the City of Monterey Park is presently developed in single family housing. In these areas, (particularly the hill area and other newer sections) there is little doubt that the housing will remain as single family units and as a consequence will be oriented, to the degree that is current in our society in that type of development, to the family as the basic social unit.

In the older areas of the community, however, where there is some single family housing and some multiple housing, the achievement of this objective will obviously occur in ways other than through the creation of detached single family housing. (In many instances, the present approach of permitting a number of single family units to be built on a single lot has provided an unsatisfactory environment and produced unsatisfactory results for the community).

It will be possible in portions of the North Area in particular, and in some other parts of the community, to create higher density housing areas which will still be oriented to the family. This can be accomplished through several ways and the density categories contained in the Plan take these various methods of accomplishment into account. For example, the construction of townhouses either on individual lots or on a condominium basis, would be one way. Another way would be through encouraging the development of condominium units in multi-unit buildings which are family oriented. A third way is through regulations which require the provision of adequate open spaces in conjunction with the development of apartments to permit satisfactory play areas for children and young adults as well as parents.

Residential diversity in the community is achieved in the Plan by offering a maximum of density diversity in the North Area, and a minimum of density diversity in other parts of the community.

- #3. Improve the livability of the total community for the residents of the community as expressed in the living, working and shopping areas as well as community facilities.

This objective is purposely broad and is aimed at the total scope of the community environment. The goal is to assure the provision and maintenance of the amenities necessary to the livability of the community, whether these amenities are publicly provided or whether they are private actions.

The General Plan identifies living areas. These should be maintained and protected from intrusion by incompatible uses. It identifies working areas to provide both an opportunity for employment within the community and to improve the financial tax structure of the community. It proposes shopping areas to provide the necessary requirements for living and also assist in providing the necessary financial revenues needed by the City to maintain a quality living environment.

- #4. Encourage community development in planned fashion so as to conserve and enhance its physical and historical features.

The General Plan definitely proposes an ordered pattern of development, taking into account (1) the demand for housing by type that the City may expect for the next twenty years, and (2) the demand for commercial and industrial areas in relation to land available for each of these uses.

The Plan capitalizes on the physical location of the community and the excellent accessibility via the freeway system to other parts of the Los Angeles Basin.

- #5. Promote development and improvement within the community, capitalizing on the proximity of the community to the proposed rapid transit route and the core of the metropolitan area.

Much of Monterey Park's recent growth has occurred because of its proximity to the core of the metropolitan area, that is to downtown Los Angeles, and to the nearby industrial areas. The Plan proposes to continue to capitalize on the proximity to these areas of Monterey Park by assuring that the City will continue to be a desirable place in which people may live and yet have easy access to their places of employment, outside of the community.

The proposed rapid transit facility offers an excellent opportunity for the community to capitalize on a means of transportation not heretofore available in the metropolitan area. It also offers the community an opportunity to further provide living space for people employed in the downtown area or beyond, since the rapid transit lines will make convenient to residents of Monterey Park employment locations not heretofore readily accessible.

The Plan recommends that development in the North Area, in particular, recognize the rapid transit line, if it is located along the San Bernardino Freeway, and encourages the development of some high density living areas in close proximity to the rapid transit facility in the locations designated on the Plan map.

Monterey Park can better capitalize on rapid transit than other communities along the transit route because in the North Area and in the section to the east of Garfield in particular, the original subdivision was into large lots. Many of these are or will be available for development of good quality, high density housing.

- #6. Establish a basis for continued discussion and policy formation concerning problems of physical development and improvement which face the community now and in the future.

The General Plan must remain viable. To accomplish this, occasional review of the achievements of the General Plan is required. Through the feedback of information regarding the actual success of the Plan, a basis for policy review and program formulations is developed.

Certain problems of physical development, and in particular land use, circulation and park development, are considered within the Plan and recommendations made regarding these aspects. The General Plan thus provides a basis for establishing programs to tackle these problems.

Objectives numbers 7 through 11 are concerned with the residential areas of the community. The objectives are:

- #7. Foster stability and a high degree of continuing maintenance within the presently recognized single family neighborhoods.
- #8. Advocate revitalization or replacement of deteriorating neighborhoods.
- #9. Provide the community facilities and public services necessary to ensure the livability and stability of neighborhoods.
- #10. Guard neighborhoods from intrusions of incompatible and disruptive improvement activities.
- #11. Support the creation of higher density residential developments in those areas best suited from a standpoint of accessibility, current development, community organization, transportation and circulation facilities, and economic feasibility.

In general, the Plan proposes every effort be made to maintain the stability of present single family areas where a future life of 20 years is anticipated. The Plan designates areas for low density development, and indicates the public facilities which are necessary, to serve these areas. The Plan recognizes that certain neighborhoods will need revitalization or conservation programs in the course of the 20-year planning period. Action on the part of the community to maintain the quality of private properties as well as public properties in these neighborhoods must be taken.

Certain neighborhoods have been deteriorating or have aged to the point where their replacement is an acceptable solution. This is particularly true in some portions of the North Area where the housing is much older than in other parts of the community. Replacement of these neighborhoods is advocated, obviously for two reasons: one, to remove the deteriorating quality of the housing; and two, to take advantage of development opportunities which are or will be available to the community. In other portions of the North Area, however, where there are single family neighborhoods today which have a possibility for a life through the year 1985, they are designated on the Plan as low density areas.

The Plan indicates those areas which are capable of supporting high density residential development as well as medium or low density development, and designates those public facilities necessary to accommodate the higher density development in some areas and medium density in other areas.

In particular, the Plan proposes that in the North Area, where there is the greatest deficiency in park area and where the greatest increase in population is anticipated, that a park program of some magnitude be undertaken in order to assure that park area within the North Area be provided at the same standard park area as presently provided in other portions of the City.

The Plan also proposes an expansion of the City's Civic Center to include frontage on Garfield Avenue. Two purposes are served in this: first, it will make visible from Garfield civic functions and buildings, and will increase the importance of the Monterey Park Civic Center as an identification point for citizens of the community and surrounding areas. Second, the increase in space resulting from the expansion of the Civic Center will provide room for the location of additional community facilities when they are desired by the community. This could include space for a cultural center, including such things as a small theater, museum, art facilities, music facilities, and other meeting facilities. Such a facility would contribute substantially to the improved livability of the community.

Three of the objectives, numbers 12 through 14, deal with the commercial areas and activities of the City. They are -

- #12. Suggest an aggressive and positive attitude toward providing improved retail facilities within the community in the form of unified, convenient and functional commercial facilities scaled to the needs and the economic potential of this area.
- #13. Create within the framework of the regional economic growth, an improved commercial center in the North Area.
- #14. To improve the economic situation and the visual image of the present semi-commercial strip development found along several of the major streets of the community.

To accomplish these objectives, the Plan contains a series of functional designations for the commercial areas of the community. The grouping of similar commercial activities often results in a higher total sales volume than would be generated by the component activities if they were widely separated. Under the present zoning of the community, commercial functional distinctions are virtually non-existent. The Plan recommends distinct related activity categories, which include neighborhood convenience facilities, retail shopping facilities, and a series of functional groupings in the broader general commercial category.

The Plan recommends specific locations for neighborhood convenience centers. The purpose is to locate neighborhood convenience centers in such a manner that they are accessible from and convenient to the neighborhood served. Considerable travel distances are required from some points in some neighborhoods to reach neighborhood convenience centers today. The Plan proposes locations for centers which would reduce the distance from any neighborhood to the center to about one-half mile.

Within the North Area is contained an expanded Garvey-Garfield commercial center. Circulation improvements to serve this area are proposed to improve accessibility to the expanded commercial center.

Objectives 15 and 16 deal with industry or industrial development in the community and the planning area. The objectives are -

- #15. Invite more development of industrial areas designed to accommodate service industries structured on the existing industrial base.
- #16. Continually explore the possibilities and potential of expanding the land available for industrial development and the conditions under which it might occur.

To achieve these objectives, the Plan designates three areas for industrial development. They include the general area of Portrero Grande and Greenwood; the Monterey Pass Road area; and the Long Beach Freeway area. Since the Monterey Pass Road area is presently almost completely developed, emphasis is placed on the continuing development of the other two areas for industrial purposes. The circulation facilities necessary to assure the development of these land areas for industrial purposes, are illustrated on the Plan map. In particular, good access to the freeway is an essential, and is indicated within the major street system of the General Plan.

Additional areas for industrial development have been explored in the course of developing the Plan, and while no significant areas other than those mentioned are shown in industrial land use, continuing investigation on the part of the Planning Commission should be made to determine the feasibility of use of some of the excessive strip commercial lands for industrial purposes.

Objectives numbers 17 through 20 are concerned with transportation and circulation. The objectives are -

- #17. Upgrade internal traffic circulation within the community.
- #18. Enhance north-south traffic circulation within and through the community providing several alternate facilities to handle expected traffic increases.
- #19. Actively seek the location of the proposed backbone rapid transit terminals in a manner which will best serve the community in terms of both transit service and city development potential.
- #20. Support the inauguration of bus transit routes which will provide ease of intra-city movement, connecting living areas with shopping and working areas.

These objectives will be achieved in several ways. First, internal circulation within the community will be improved by the completion of the major street system which at present has many streets which terminate and therefore prevent the entire system from functioning as effectively as it should. The Plan proposes the extension of such streets as New, the connection of Alhambra and Orange, the extension of Floral and Casuda Canyon, and Mednik.

One of the major problems of traffic circulation in the community is the lack of an adequate means for north-south movement east of Garfield. The Plan solution entails the extension of New Avenue to the Pomona Freeway and the connection of Alhambra to Orange. In earlier discussion, comments on the manner in which the community may capitalize on the proposed rapid transit

facility were made. In addition, and from the standpoint of transportation and circulation, one objective is to make the rapid transit facility as accessible to the citizens of Monterey Park as possible. Therefore the Plan contains a proposal that should the rapid transit route be either that proposed in the median of the San Bernardino Freeway, or that proposed adjacent to the San Bernardino Freeway and north of that freeway, pedestrian access to the Garfield terminal from the south side of the freeway be provided. The Plan therefore indicates a location for the access point to the rapid transit facility.

Both to improve the access to the transit should it be built, and to improve the ease of intra-city movement, additional bus routes are assumed as a part of the transportation and circulation element. The exact locations of these routes is not contained in the Plan, however it is assumed that these routes will be located in particular to provide easy access to the transit terminal, and access to the Garvey-Garfield area, and access to the community facilities in the area, particularly the Civic Center, and cultural center area.

Objectives 21 through 24 are concerned with community facilities for Monterey Park. The objectives are -

- #21. Propose the development of parks and other recreation facilities designed to meet the needs of a rapidly changing population on the basis of community oriented standards.
- #22. Continue to locate parks adjacent to schools wherever possible, fostering the maximum joint use of open-space lands to adequately serve all areas of the City.
- #23. Create a scope within which the need for facilities can be evaluated continuously and in depth.
- #24. Capitalize on the cultural resources and facilities of the region and supplement them with local development to provide maximum cultural, recreational and entertainment opportunities to the residents.

Proposals for parks and recreation facilities are based on the standard of 2-1/2 acres per 1,000 people. The approximate location of these facilities is indicated on the Plan. In most of the community, the neighborhood park concept has been utilized. However, in the North Area the suggestion of a chain or lineal development of park land is made. The North Area at present is deficient in park land. The type of facility proposed is intended to accomplish two purposes: one, to extend the environmental impact of the

park purchase dollar and park development dollar to a maximum extent throughout the North Area; and two, to provide park areas which will be compatible with a higher density development as anticipated in the North Area.

One of the objectives deals with the policy of public facility review. The Plan assumes that as population characteristics of the City change and as populations characteristics of particular subsections of the City change, the park and recreation requirements of this population will change. The General Plan provides a basis for facility review to assure that the facilities serve the demands and needs of the residents served.

The policy of locating parks adjacent to schools is continued. The continued utilization of the public utility rights of way is recommended within the Plan. Both policies contribute to greater utilization of lands held by public and semi-public agencies.

While the Los Angeles Basin has many cultural resources and facilities available to the citizens of Monterey Park, some can and should perhaps be provided at a local level. In order to provide the opportunity for the community to do this should they desire, the expanded civic center facility is recommended in the Plan and will provide space for location of a cultural and recreational and entertainment facility.

Objectives numbers 25 and 26 are concerned with the community's revenue base. The objectives are -

#25. Actively seek means which will permit Monterey Park to compete effectively in the commercial and industrial growth of the immediate area and the region to the maximum extent consistent with other community.

#26. Broaden the tax base with emphasis on assessed valuation and retail sales in order to provide the necessary community facilities and services.

These are rather broad objectives, and there are numerous ways in which the General Plan proposals will contribute to the accomplishment of these objectives. First, the Plan proposes expanded commercial development in a location and in a manner which is appropriate to the creation of relatively higher volume sales area. Areas have been designated for the development of neighborhood convenience centers, and the expansion of the Garvey-Garfield area for shopping goods is proposed in the Plan. The recommended functional groupings should result in higher volume sales also.

Lands which are available for industrial development and which can be suitably used for industrial activities are designated in the Plan. The Plan makes excellent provision for access to these sites in order to assure that they can and will develop in a manner which will contribute substantially to the community's tax base.

The Plan also infers higher quality residential development, as well as higher density residential development in the North Area, and this would also contribute to the improvement of the community's property tax base.

To satisfy this objective, the community must actively undertake programs and other actions which will improve commercial activity in the community and/or invite additional commercial activity. Extension of City limits to include commercial activity within the Monterey Park Planning Area within the corporate limits will contribute to the achievement of this objective also.

The Plan assumes that the City will actively seek development of industrial lands for industrial purposes. This action will improve the City's property tax base.

The Plan proposes also that a number of actions which have been previously mentioned be taken to maintain a high quality of residential environment in the City of Monterey Park. This will in turn have the secondary effect of maintaining property values and assessed valuations. It may also act to maintain the desirability of the community as a place to live and in turn maintain a relatively high community income level.

BASIC STRUCTURE OF THE PLAN

The basic pattern of development in Monterey Park has been effectively set for at least ten years. The City is essentially low-density, with linear concentrations of commercial activities along Garvey, Atlantic, Garfield and Monterey Pass Road. The circulation system and public facility systems are relatively complete, although certain significant gaps have been identified.

The plan proposes a physical structure which is essentially similar to existing developmental patterns, with several exceptions. The most significant of these refers to the completion of the north-south circulation routes, aimed at spreading traffic demands over several arterial highways, enabling formation of a commercial and residential concentration in the North Area. The linear commercial activity is functionally distinguished in the plan, related to population and business service needs. An attempt is made to provide modes of activity, in addition, focussing activities at Garvey-Garfield, Atlantic Square, North Atlantic Boulevard, and Floral and the Long Beach Freeway. Development of a more complete network of public facilities, particularly with relationship to parklands in the North Area, is proposed.

Use of Vacant Land

As pointed out in the background reports, there is very little vacant land in the City. Because of this, and because there is likely to be little large scale private residential redevelopment outside of the North Area, it was important to determine the most probable use of vacant land within the City. The judgments of the consultants are based upon a combination of the following factors:

1. Existing City policies as expressed in the 1956 General Plan and through existing zoning.
2. Surrounding development type and character.
3. Location and space requirements for various types of uses.
4. The economic and population forecasts prepared as part of the planning program.
5. The best professional judgment of the consultants, taking the objectives of the plan into account.

There are a number of vacant parcels in the City. Land uses for the smaller ones have been considered only generally, and will not be presented here. The more strategic lands, however, require some discussion.

1. Property west of the Long Beach Freeway. The bulk of this is proposed for industrial use. While freeway access is not ideal, the property has freeway exposure, desirable for many types of industries. Much of the property is relatively well-suited to industrial uses, and is separated from non-industrial uses by topographic barriers. In several instances, residential areas may be adjacent to industrial establishments. Adequate buffering must be provided, through provision of open space, careful site planning, and other techniques.
2. The brickyard at Floral and the Long Beach Freeway. This property is also proposed for industrial use, at the present time. Various types of commercial developments have been discussed for this property, which may or may not be realistic. The brickyard still has an economic life as a brickyard, within the foreseeable future. Should an economic demand for commercial facilities be demonstrated for this area then the plan proposal should be re-considered. Until such time, the consultants recommend that the industrial designation be continued. Other vacant properties in the general vicinity of the brickyard should be encouraged to develop industrially, in view of the City's need to improve its tax and employment base.
3. Land at the southeast corner of the Long Beach and San Bernardino Freeways. Most of this property is slated for a golf course, and a maintenance facility for the County Parks Department. It should be possible, in view of the future demand for parklands, to develop a small park in the vicinity of the golf course. Lands south of Casuda Canyon Drive are indicated as residential, continuing the pattern already set. To the south, this residential development will abut industrial properties -- adequate buffering must be provided.
4. Hilly land between Monterey Pass Road and Atlantic Boulevard. This land is proposed for residential use, similar to the existing pattern. Because of topographic conditions, it may be desirable to vary site designs for residential development, while maintaining the general plan densities. Property on Atlantic north of Sevilla Street is shown in office commercial use. Vacant land between Sevilla and the Catholic Church is shown as medium density residential, continuing the existing development pattern.

5. Land along Garfield, north of El Repetto. These are shown in medium density residential, in recognition of existing patterns and conditions along Garfield. The addition of new medium-density residential in this location should be done with care, to respect both topographic and traffic conditions.
6. Land east of Casuda Canyon Drive along Garvey. This land is shown in medium density residential, considering the pattern presently established through both development and zoning. The property along Garvey could present some topographic difficulties to development for lower densities, and will require imaginative site planning.
7. Land east of the MWD property. This is shown in low density residential, and should generally follow the existing pattern of development. The Alhambra High School District has been investigating certain parcels in this area for a new high school, but no decision has yet been made.
8. Land at Potrero Grande and New Avenue (extended). This property has been shown in industrial use, in line with the plan objective of increasing the City's revenue and employment picture. The extension of New Avenue will greatly assist this property, by providing direct access to two regional freeways. A small neighborhood shopping center is shown in the north part of the property, to serve population south and east of the MWD reservoir. Additional industrial lands are shown in this vicinity, including portions of the Edison Co. properties. The utility itself is basically an industrial use -- certain of its acreage might eventually be suitable for other industrial uses. The balance of the vacant area is shown in public and semi-public use, including the golf course south of the Pomona Freeway, and the cemetery on Potrero Grande.

Land Use Options

Residential. As discussed earlier, residential proposals of the plan generally follow existing land use and zoning patterns. Outside of the North Area medium density residential proposals of the plan follow arterial highways; no extensive conversion of existing single-family structures is anticipated during the planning period. The consultants' research indicated, however, that serious problems could arise in those housing tracts built immediately after the second World War. These are now 15 to 20 years old, and in various states of repair. Most of them lack the conveniences and amenities demanded by today's buyer, and as a result are less competitive with new construction than they might otherwise be. These are also the dwellings which might be most susceptible to conversion to two-family structures.

Many of the lots involved are too small to undergo conversion to higher density use and maintain a healthy balance between developed and open space, particularly in hilly areas. To maintain the quality and livability of this housing, preventive maintenance and code enforcement are recommended. These must be part of a city-wide program, designed to identify, solve and avoid such problems in all parts of the community. A more detailed analysis of these areas could yield other solutions also.

Expected conversion to higher densities within the North Area is discussed in other reports. Density proposals for that area are based upon an analysis of land capability, parcel suitability, existing trends, economic demand studies, etc. The conversion of certain parts of the North Area to higher densities must be accompanied by such actions as lot combination to achieve efficient parcel size, widening of substandard streets to accommodate increased traffic, provision of public facilities necessary to serve increased population, etc.

Circulation

The background considerations significant to the major street plan contained in the general plan are those of improvement of north-south circulation in the community, elimination of terminations which presently exist in the system, and a functional designation of streets as major, secondary or collector as required by anticipated 1985 population distribution, and anticipated 1985 traffic volumes. A number of alternative solutions to the problem of north-south circulation were investigated. The recommended solutions have been discussed with the City staff, the County of Los Angeles, and the State Division of Highways. There is general agreement on the solutions proposed in the plan. The expected completion of the LARTS program of traffic study in the San Gabriel Valley later this year will produce data which could affect the attitude of any of these agencies toward the circulation proposals of the plan.

The major proposal is the extension of New Avenue to the Pomona Freeway; and its extension further should be accomplished if possible. The extension is essential to provide an additional north-south major street to the east of Garfield to accommodate present demand in the New Avenue area, and to accommodate a portion of the anticipated increase in Garfield traffic volume.

Two proposals which affect secondary streets relate to Monterey Park's internal traffic circulation.

First, Alhambra Avenue is indicated for direct connection at Orange Avenue. This connection will provide a necessary secondary street east of Garfield. This connection is shown on the plan south of Graves Avenue, connecting with Orange near the MWD reservoir. This general location for a connection appears most feasible at the present time. Because of the problems of interference with the reservoir and the possible interruption of Garvey Ranch Park, other alignments may need to be considered. A connection between Graves and Garvey, or between Garvey and Hellman, may be possible should the connection south of Graves prove unacceptable.

Second, the connection of Graves to Harding west of Garfield to continue Graves as a secondary between De La Mar and Atlantic, is indicated on the plan. This connection will also improve the present dangerous intersection of Garfield and Graves. A proposed alignment for this connection is indicated in some detail in the North Area Plan.

Public Facilities

Analysis of the distribution and size of park facilities in Monterey Park in the early part of the general plan program revealed a significant deficiency in park lands in the North Area. Over 47 acres of additional park land is required in the North Area to bring that area to approximately the standard enjoyed by the remainder of the City. The deficiency appears to have resulted from

1. a historic lack of parkland in the North Area, and
2. the continuing expansion of the population there without adequate provision for additional parkland in relation to the expanding population.

This particular problem is not true in other parts of the City simply because park sites have been acquired or developed in conjunction with the development and population expansion.

Two additional parks outside the North Area are recommended to assure proper park distribution and reasonable service areas. One is in the area between Atlantic and Garfield in the vicinity of Floral; the second is in the area east of Orange between Graves and Potrero Grande. These should be about 10 acres in size and if possible should be combined with a school site or one of the utility line easements.

SOURCES OF DATA AND INFORMATION

Basic information important to the planning program came from many sources. Those which were significant and to which in future planning programs reference would be useful are briefly summarized below:

Field Surveys

Land Use. Land use for the entire City was obtained from field surveys partially performed by Wilsey & Ham and Economics Research Associates, and partially performed by the City of Monterey Park planning staff. The information is summarized on the "Generalized Land Use Map" in color and at a scale of 1" = 600'. Special land use surveys, including extensive notation of development patterns, were performed in the North Area and the information was mapped at 1" = 200'. It is statistically summarized in the Preliminary North Area Report.

Commercial Data. Information obtained from the interviews with Garvey-Garfield merchants is contained in the Preliminary Garvey-Garfield Report.

Special Census. A special census was conducted in May 1966 by the California Department of Finance. Information obtained in the census included factors of population size, mobility and employment among others. Some of the census data is contained in the Research and Analysis Report. The computer print-out sheets on file with the City should be used for further reference.

Governmental Agencies

Cities. The cities of Alhambra, Montebello, Rosemead and Los Angeles planning and public works departments provided information which is summarized in the Research and Analysis Report. In addition, the following published documents provided information:

General Plan 1985 City of Rosemead, Proposed Land Use, Dec. 1966,
Koebig & Koebig, Inc., and Hahn, Wise & Associates, Inc.

Alhambra 1985, A General Plan for Alhambra, October 1965,
Victor Gruen Associates.

Preliminary Report on the Community Planning Study for the
Community of East Los Angeles, undated, Los Angeles County
Regional Planning Commission.

County. Los Angeles County Regional Planning Commission and County Road Department provided information regarding the unincorporated portions of the Monterey Park Planning Area.

Schools. Information pertaining to schools was obtained from the various school districts and is summarized in the Research and Analysis Report. Important long range planning information is contained in the report:

1985 Long Range Development Program, Alhambra City Schools, June 1966, Daniel, Mann, Johnson and Mendenhall.

Southern California Rapid Transit District. The District provided a review of their transit planning to date and provided several reports which are on file in the planning department. The District's consultants, Kaiser Engineers and Daniel, Mann, Johnson & Mendenhall - Joint Venture, are currently performing further planning activities and the City should continue to keep close contact with this group.

California State Division of Highways, District VII. Two sections within the organization provided information and met with the consultants and City representatives during the planning program: the area engineer for the Monterey Park portion of District VII, and the LARTS section. Both of these sections are performing continuing planning activities and liaison with them should continue. The LARTS section in particular is currently performing a traffic study in the San Gabriel Valley, and the results of that study should be carefully reviewed by the City planning and public works staffs.

THE NORTH AREA AND THE GARVEY-GARFIELD AREA

REPORT

Monterey Park Planning Program

Wilsey & Ham
Consultants to the City

Economics Research Associates
Consultants to Wilsey & Ham

THE NORTH AREA AND THE GARVEY-GARFIELD AREA

REPORT

July, 1967

The preparation of this report was financed in part through an urban planning grant from the Department of Housing and Urban Development under the provisions of Section 701 of the Housing Act of 1954, as amended.

TABLE OF CONTENTS

	<u>Page</u>
INTRODUCTION AND SUMMARY OF PLAN CONCEPTS AND PROPOSALS - - - - -	1
The North Area	1
The Garvey-Garfield Area	3
THE NORTH AREA - - - - -	5
Summary of Findings	5
Recommended North Area Development Plan	13
Implementation Measures	27
THE GARVEY-GARFIELD AREA - - - - -	32
Introduction	32
Summary of Findings	32
Recommended Garvey-Garfield Plan	39
Implementation	42

INTRODUCTION AND SUMMARY OF PLAN CONCEPTS AND PROPOSALS

This document constitutes the final report on plans for the North Area and the Garvey-Garfield Area. The plans have been developed following a period of extensive review and discussion, during which a number of alternative plans were considered. The resultant solutions are based upon a thorough analysis of the economic and physical conditions affecting these areas. The background studies and analyses are contained in preliminary reports, and are only briefly summarized in this report. *

The North Area, as the term is used in this study, is that area generally bounded on the north by the San Bernardino Freeway, on the south by Graves Avenue, on the east by New Avenue, and on the west by Atlantic Boulevard. The area encompassed by these streets is about 1,100 acres. It is an older area of development and contains some of the earliest subdivisions in Monterey Park. Much of the housing consists of older pre-World War II single family structures. There are some newer single family houses; a number of these have been constructed behind older homes. Recent residential construction has been multiple unit buildings. The availability of these multiple units has been primarily responsible for the 14.5 percent increase in population between 1960 and 1966. The present population is about 16,000 persons.

Summary of Plan Concepts and Proposals: THE NORTH AREA

Basic Concepts

- a plan designed within the framework of the community objectives defined in the General Plan
- land use proposals based on analysis of the economic demand for each type of land use through 1985
- a plan capitalizing on the physical features of the North Area and its location and the economic factors affecting development in the general area
- improved quality of environment in the North Area, improved general image of the area and stimulation of a better quality of development

* refer, in particular, to planning Report #4, North Area Report (Preliminary) and planning Report #5, Garvey-Garfield Report (Preliminary).

Commercial Development

- proposes a major expansion of the Garvey-Garfield commercial area
- encourages the grouping of related uses to improve economic vitality.

Residential

- defines five density categories to provide a wide range of housing and encourage better quality of development
- designates areas for each density based on land capability, present development and proximity to major transportation.

Circulation

- improves north-south circulation through
 - a) extension of New Avenue, and
 - b) connection of Alhambra and Orange
- improves east-west circulation through the connection of Graves and Harding and through the improvement of Hellman
- provides pedestrian access points to rapid transit, and recommends City policy on achieving this.

Public Facilities

Parks

- expands park development in the North Area to conform to standard of 2 acres per 1,000 population
- provides for wide distribution of parkland
- provides means for improving North Area image and building quality through the park program.

Schools

- indicates location of new junior high school in area north of Hellman and east of Ynez

Civic Center

- proposes expansion and unification of civic center
- unifies civic center with the Garvey-Garfield area through extension to Garfield and through Ramona Mall.

Implementation

- recommends
 - a) zoning ordinance revision
 - b) code enforcement
 - c) new regulations for residential development
- coordinates public projects in a Capital Improvements Program (see Implementation Report).

Summary of Plan Concepts and Proposals: THE GARVEY-GARFIELD AREA

Basic Concepts

- expanded commercial area capitalizing on the existing and expanding market
- re-organization of the activities conducted in Garvey-Garfield Area to improve and serve new functions: immediate change and improvement in physical and economic character of the area
- assure possibility of phased development to guide expansion and revitalization.

Land Use

- expansion of commercial area to create four semi-independent quadrants with one of the four providing each of the following:
 - a) shopping goods complex
 - b) personal and business services center
 - c) home furnishings and improvement center
 - d) convenience goods center
- provision for possible motel development and possible theater.

Circulation

- widening of Garfield to boulevard standard, to improve accessibility and traffic movement and create new and positive image of vital commercial development
- extending Baltimore and correcting Lincoln alignment at Garvey, to provide peripheral circulation around quadrants
- coordinate pedestrian walkways within quadrants, between quadrants, and integrated with walkway-park system of North Area.

Implementation

- phased development with coordinated public and private action
- establish administrative organization responsible for implementation.

THE NORTH AREA

SUMMARY OF FINDINGS

Problems and Opportunities

Earlier studies into the environmental and physical aspects of the North Area and Garvey-Garfield Area, as well as the analytical phases of the General Plan indicate that there are significant problems as well as opportunities affecting the future development of these areas. These problems are not insolvable, and their solutions can result in significant improvement of the North Area if coupled with effective action on the part of the community.

Problems. The following are the major problems in the North Area:

1. Environment. Among the most significant of the problems are those which fall into the category of environmental problems. Those which contribute to an overall environmental problem in the North Area are such things as:
 - a. Mixed building types and building ages on individual lots;
 - b. Inefficient space use, both on individual lots and generally throughout the North Area, e. g. much of the land at the rear of the large lots which contain only single family houses is not highly used or very efficiently maintained.
 - c. Inadequate public facilities;
 - d. Inadequate shopping opportunities and conveniences; and
 - e. The changing, but generally declining, character of the area.
2. Subdivision Pattern. The subdivision pattern throughout the North Area is in general a grid block pattern which has been further subdivided into lots. In general, these lots are of generous area. Unfortunately, however, at the ends of some of these blocks a number of the lots have been further subdivided, and the result has been the creation of a series of small lots, inadequate in terms of area, inadequate in terms of width, and in some cases inadequate in terms

of depth. In the area between Ynez and Garfield, north of Garvey, subdivision occurred in a square block pattern, the further subdivision of these blocks into lots has resulted in a chaotic lot pattern. Virtually no two lots are alike, either in terms of area, shape, orientation or suitability for multi-family use, and most are small in area.

In addition, there are several local streets within the North Area which are inadequate either in terms of total right-of-way or in terms of paved surface. A few streets in the northeast quadrant are dead-end streets without adequate turn-around provision, and therefore are unsuitable for intensive use, particularly of a multi-family nature.

3. New Investment. A third significant problem is that of attracting new investment into the area, both in housing and in business operations. While the area has experienced some investment in housing, particularly in multi-family development, it has not always been of a nature which contributes to the overall quality of housing within the North Area. Prior to the multi-family development, the construction of single-family units in a row, one behind the other, on deep lots occurred, and resulted in a generally lower quality of environment than existed originally.

This development has in recent years given way to a number of developments in which apartments have been built behind an existing single-family structure. Although the single-family structures have usually been well maintained, generally they have not been modernized or in any way modified. This has led to a lower rent structure throughout the North Area. There are a few recent examples of construction which are the exception, both in terms of quality of construction and rental structure, and this type of construction should be encouraged.

Much of the business activity in the North Area, initially developed along Garvey Boulevard, is of a strip nature, typical of many streets which once carried much through traffic but which are now paralleled by a freeway. The business activity has become marginal in nature. Vacancies are common and high turnover of tenants is evident in some areas. Conflict between local business traffic and through traffic is evident on Garvey Boulevard, though this is less severe than on Garfield. These factors all contribute to a reduction in the attractiveness of the area for new investment.

4. Retail Sales Leakage. Monterey Park is not now capturing all of the retail sales that it could, based upon a study of sales leakage. This undeveloped commercial base, particularly in department stores, apparel shops, and automotive dealerships, contributes to a substantial leakage. In 1965, Monterey Park captured only 62 percent of potential sales generated by residents and only 47 percent of the sales generated within its immediate market area. This amounted to about \$12,000,000 in sales in 1965. In particular, the Garvey-Garfield area failed to keep pace with the remainder of the City in expansion of retail sales.

5. Traffic Circulation. The problem of traffic circulation goes beyond the problem of locally generated traffic. Much of the traffic which traverses the area has neither origin nor destination in the North Area. Garvey and Hellman are two east-west streets in particular which serve to carry through traffic. Atlantic, Garfield and New, and to a lesser degree Ynez and Alhambra, function as north-south connectors.

Much of the traffic which originates in Monterey Park traverses the North Area in order to gain access to the San Bernardino Freeway at Atlantic, Garfield or New interchanges. The immediate traffic problem is most severe on Garfield where an inadequate design standard and a high traffic volume combine to create a condition of congestion and danger. The problem of Garfield Avenue and the congestion which exists on Garfield, however, is to some extent a by-product of the condition wherein no north-south through street exists to the east of Garfield for several miles. Rosemead Boulevard is the first street to the east of Garfield which functions as a major north-south street in the manner of Garfield or Atlantic Boulevard. The problem of Garfield in the area of Garvey is further accentuated by the conflict which results from traffic seeking to patronize local stores and businesses interfering with the flow of through traffic. Pedestrian movement adds an additional complicating factor.

Traffic problems are much less severe on Atlantic Boulevard for several reasons, including a better design cross section, adequate off-street parking which is readily accessible from Atlantic Boulevard, and a grouping of stores which encourages more pedestrian movement and less automobile movement. However, continued commercial development of a strip nature along Atlantic Boulevard without adequate parking and vehicular-pedestrian separation will interfere with the effectiveness of the street as a major north-south traffic carrier.

To some extent, the traffic problem in the North Area is created also by the ineffective system of secondary streets which exists, particularly in a north-south direction, but also in the east-west direction. Ynez Avenue is a rather hazardous street, which does not have an effective southern termination or tie, and to the north has a low design standard undercrossing at the San Bernardino Freeway. Alhambra functions much more effectively than Ynez as a north-south secondary. However, it does terminate at Graves and for traffic to continue south the two-block jog to Orange Avenue is necessary.

One of the proposals contained in the General Plan is to extend both Alhambra and New Avenues to the south, certainly as far as the Pomona Freeway or further south. These extensions will provide possibly alternates for traffic using Garfield. While they will not necessarily reduce the traffic load on Garfield, they would in the future absorb the increase which will otherwise occur on Garfield.

6. Public Facilities . Public park land is both inadequate and poorly distributed, although steps are being made at present to partially correct this condition through the expansion of Langley Center and the development of recreation park facilities on Sierra Vista. The present plan development will, however, not provide parks at the recommended standard and it will fail to provide adequate park facilities in the south-east quadrant of the North Area.

Schools serving the North Area are both poorly located and overcrowded at present. This results partially from the planned but not constructed facilities, and partially from the fact that the North Area is served by two elementary school districts. The distance from many parts of the North Area to the elementary schools, and the fact that these schools are crowded, particularly Ynez School, are both factors which have undoubtedly had some influence on decisions by families with elementary school age children to either move from the North Area or not to locate in the North Area.

7. Neighborhood Units. Finally, the North Area lacks cohesive and definable neighborhood units. Even those areas which have some degree of homogeneity resulting from such factors as similar lot sizes or similar development patterns such as single-family houses, in most instances simply do not congeal as a neighborhood unit. The creation of neighborhood units could preserve those portions in the North Area which presently have a suitability for continuance as single-family neighborhoods.

Opportunities. The following opportunities present themselves in the North Area:

1. Large Lots. Portions of the North Area present an unusual opportunity in that they were originally subdivided into large lots, and many of these large lots remain today under single ownership. In many instances, these lots are presently occupied by single-family homes which are generally of pre-war construction. This is an unusual situation even in the communities of the San Gabriel Valley. The existence of these large lots should enable the community to take advantage of the continuing trend toward multi-family construction. However, the community must take steps to assure that the product of the increasing density, which has been occurring throughout the Los Angeles basin, and is reflected in the North Area, is one which is satisfactory to the community and which produces the kind of environment which is compatible with the goals of the community in general.

A high quality of development and a more efficient use of the land, particularly in certain portions of the North Area, can be achieved. There is definite opportunity to provide within the Area a wide variety of residential housing types. This would include single-family housing, townhouses, garden apartments, planned developments, medium density and high density apartments and condominiums.

2. Accessibility. Another factor which contributes to the development opportunities for the North Area is the excellent accessibility from a large portion of the Los Angeles basin. The San Bernardino Freeway provides excellent access to the North Area. However, the impression one gets when entering the North Area from the San Bernardino Freeway does leave much to be desired. Bus transit in the North Area is very good, particularly in the north half of the North Area. Several direct bus ties to downtown Los Angeles exist, as well as the opportunity to commute either to Pasadena or southward toward and into Long Beach.
3. Rapid Transit. Certainly one of the most significant opportunities available to the community and to the North Area is to capitalize on the proposed rapid transit line. This facility, if built along the San Bernardino Freeway alignment, will offer development potential not otherwise available to the community. This will include not only high density and possibly high-rise residential construction, but should include also office and retail commercial development.

4. Retail Commercial Potential. Analysis of the regional and sub-regional trade areas of Monterey Park indicate a substantial 1985 commercial floor space requirement in excess of existing space. Of nearly 1.3 million additional square feet of retail space required in 1985, 565,000 are expected in general merchandise, 229,000 in apparel, 188,000 in other specialty goods, and 285,000 in household furnishings and appliances.

The Garvey-Garfield Area is in an excellent position to capture a significant portion of the retail potential which exists within the community, and which is presently not fully realized within the City of Monterey Park. To realize the whole retail potential of the North Area and the surrounding community will require a high degree of coordination of activities, and will require participation by the City, merchants and property owners in the creation of an integrated shopping area. Further, it will require a high degree of accessibility and convenience to the consumer and must contain compatible retail uses which will have a high degree of attraction to the shopper.

5. Strip Commercial. The strip commercial development, particularly along Garvey, has the beginnings of some functional groupings, i. e. similar or related kinds of uses in close proximity to one another. We believe that there is a substantial opportunity here for the community to build on these few natural and economic groupings in such a way as to encourage the development of functionally related activities which can act to attract consumers, and patrons to that particular area when they are in need of particular products or services. The grouping of such activities as automobile supply sales, auto parts sales, upholstery shops, painting and body shops, diagnostic and tune-up centers, are examples of similar uses which complement one another. Groupings of this type would act to improve the economic viability of much of the strip commercial which is today used by unrelated and incompatible uses, or is vacant or underdeveloped.
6. Appearance. The increased economic activity foreseen for the Area will support and justify a more extensive code enforcement program, and a modernization program, of commercial buildings and residential buildings within the Area. There is definite opportunity for improving both the livability and the appearance of the Area through this means.

There is an opportunity for substantial improvement in the appearance of the North Area through coordinated public and private programs, landscaping on major streets, including median plantings, and coordinated parkway plantings. Garvey Boulevard is today an example of a visually depressing street. Its appearance could be substantially improved by the provision of a landscaped median.

Economically Feasible Land Uses

In order to effectively plan for the North Area for the year 1985, a careful analysis of the development trends which will affect the North Area and the probably demands for space (or land) for various purposes. Within this framework the land uses which are economically feasible for the North Area can be determined and considered in the development of the 1985 plan. In arriving at the projected land use mix for the North Area, several assumptions were made. They are:

1. The City of Monterey Park will actively encourage optimum development of the area through zoning for uses sufficiently intensive to ensure economic justification to investors. It is assumed that City actions will assure a stable environment and development incentives will be offered for quality projects.
2. The necessary public improvements in the area will be made, including building city administrative facilities, improving the circulation system and adding other community facilities designed to improve the environment.

Given these assumptions, the projections which follow are consistent with market support for the various uses. While the projections assume a vigorous program by Monterey Park, they also recognize that other cities in the West San Gabriel Valley will be competing in the same market.

Residential Use. Based upon an analysis of land development trends, and of the economics of land development, three representative densities of apartment development are used: 73, 48 and 34 units per net residential acre. The highest density will result in

1. buildings of six or more stories renting for approximately \$180 minimum; or
2. medium rise buildings (three to six stories) renting at a minimum of \$160 monthly.

Economic demand for such development is forecast at 1,420 units, with a corresponding land requirement of about 19 acres.

The middle density range of 48 units per acre will most probably take the form of two- to six-story units and will rent in the monthly range of \$135 to \$170. Economic demand for such units is expected in the vicinity of 2,840 units by 1985, and should require about 59 acres.

The lowest density recommended, 34 units per net acre, is the most common density now found in the North Area. Typically, these complexes are two stories and rent in the \$120 to \$140 range. 1,420 units are expected by 1985, which will occupy about 42 acres.

Development of apartments at a density of 73 units per acre is foreseen only if rapid transit becomes a reality. If there is no transit terminal in or near the North Area, the total number of new housing units will be reduced to approximately 3,300.

Construction of apartments in the North Area will result in the demolition of approximately 900 single family units, but the area's total population will increase to between 20,000 and 25,000 persons.

Between 1967 and 1970, apartment construction is forecast at 145 units per year, increasing to 155 units per year between 1970 and 1975. During the decade between 1975 and 1985, over 400 units per year are projected if rapid transit is operating and about 200 units without that stimulus.

Commercial Use. Based upon the trade area analysis, the following types of development have market support. Substantial progress in attracting such uses must be made by 1975, however, for competing facilities will probably be built outside of the City to take advantage of the demand. The square footage figures indicate the probable range within which development will take place. The lower figure is the minimum size necessary for a viable center.

1. Specialty shopping center:
 - size range: 100,000 to 200,000 square feet
 - acreage: 9 to 18 acres
 - type of tenants: junior department store, variety store, ladies' wear, men's wear, childrens wear, family shoe, other specialty shops.

2. Convenience shopping complex:
 - size range: 50,000 to 100,000 square feet
 - acreage: 5 to 10 acres
 - type of tenants: supermarket, specialty foods, drug and variety, liquor store, hardware, bakery, coffee shop, beauty shop, barber shop, cleaners, laundromat

3. Home improvements and home furnishings center:
 - size range: 50,000 to 100,000 square feet
 - acreage: 3.5 to 7 acres
 - type of tenants: homebuilders supply store, household furnishings, floor coverings, other

4. Office/financial complex:
 - size range: 60,000 to 120,000 square feet
 - acreage: 5 to 10 acres
 - type of tenants: general office use, medical-dental, financial

5. Other uses:
 - personal and business services: 50,000 to 100,000 square feet, 6 to 10 acres
 - eating and drinking places: 30,000 to 50,000 square feet, 2 to 4 acres
 - theater: 400 to 600 seat
 - motel: 160 units with meeting facilities.

RECOMMENDED NORTH AREA DEVELOPMENT PLAN

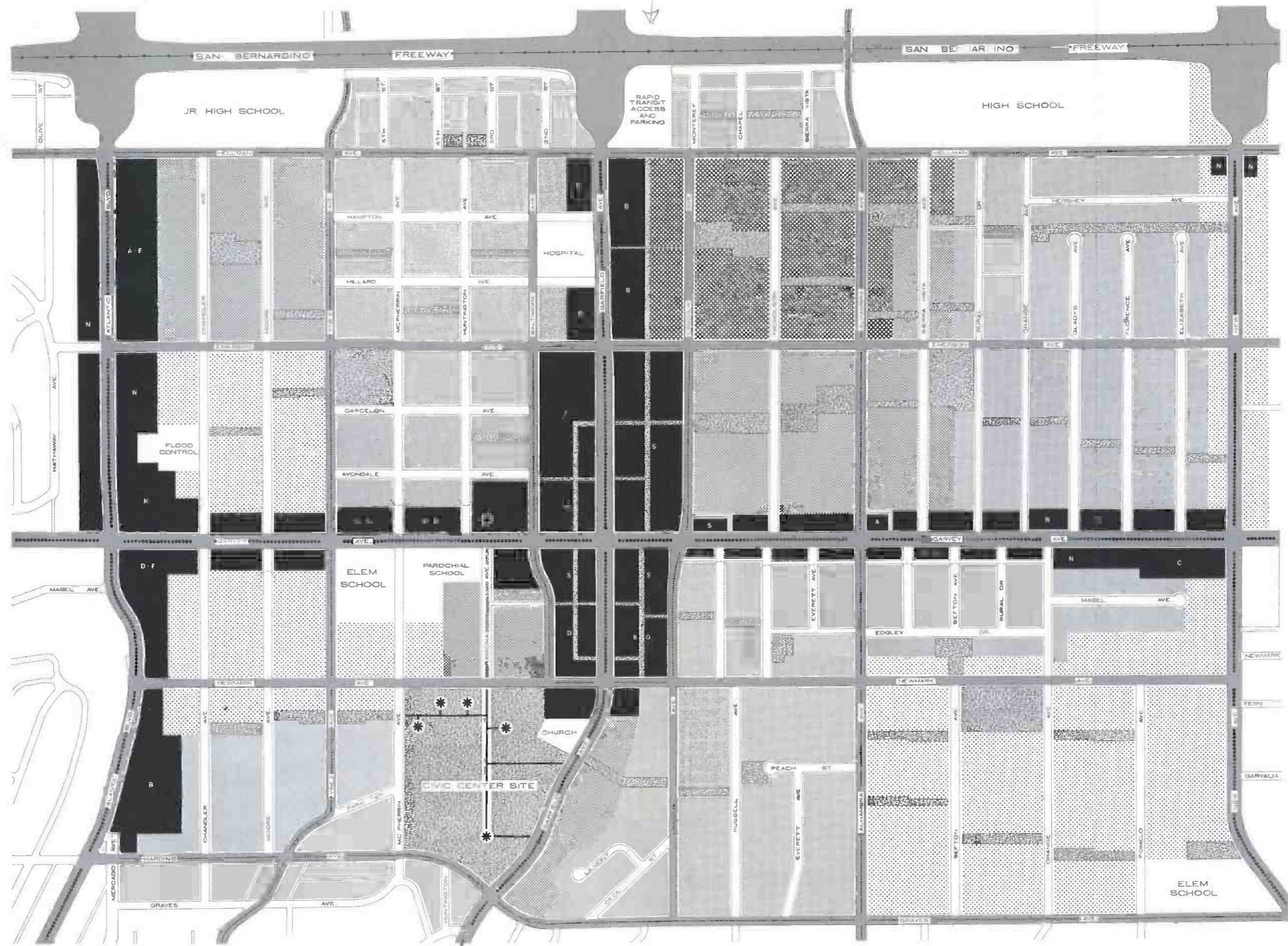
Basic Concepts.

Basic to the development plan for the North Area is the concept of anticipating 1985 land use demands in the extent and location of land uses. Since the strongest potential support for new uses is: one, an expanded commercial complex, and two, medium and high density housing, the plan is structured around an expanded commercial complex at Garvey-Garfield and a wide range of residential densities with the high density areas located near the freeway and the proposed rapid transit line.

Second, a basic concept embodied in the plan is capitalization on: one, the proposed rapid transit, and two, the lot size and configuration advantages of portions of the North Area.

The concept for traffic circulation in the North Area is that of a well-spaced network of arterials and secondary streets to enable traffic to pass through the area as required, to enable traffic to move into and out of the area, and to provide easy accessibility to important community facilities in the North Area and the commercial activities which serve beyond the boundaries of the North Area. The street system is intended to complement and encourage increased commercial activity and higher density residential development.

The basic concept of the North Area park system is that of distribution of the facilities in relation to the population distribution and of spreading the economic impact of public investment in parks throughout the North Area. The introduction of smaller parks into many of the blocks in the North Area will enhance property values and act to encourage a higher quality of residential and commercial development.



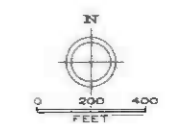
LEGEND

- RESIDENTIAL**
- [Pattern 1] 0-8
 - [Pattern 2] 9-16
 - [Pattern 3] 17-35
 - [Pattern 4] 36-60
 - [Pattern 5] 61+
- COMMERCIAL**
- [Pattern 6] GENERAL COMMERCIAL
 - [Pattern 7] AUTOMOTIVE
 - [Pattern 8] OFFICES
 - [Pattern 9] BUILDING SUPPLY
 - [Pattern 10] BUSINESS SERVICES
 - [Pattern 11] REPAIR SERVICES
 - [Pattern 12] HOTEL, MOTEL, RESTAURANT & TOURIST
 - [Pattern 13] NEIGHBORHOOD CONVENIENCE
 - [Pattern 14] SHOPPING GOODS
- PUBLIC**
- [Pattern 15] PARKS & WALKWAYS
 - [Symbol 16] SIGNIFICANT PUBLIC BUILDINGS
- TRANSPORTATION**
- [Symbol 17] MAJOR STREET
 - [Symbol 18] SECONDARY
 - [Symbol 19] COLLECTOR
 - [Symbol 20] POSSIBLE STREET CLOSURE
 - [Symbol 21] TRANSIT

CITY OF MONTEREY PARK
 WILSEY & HAM
 CONSULTANTS TO THE CITY

NORTH AREA PLAN

THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH AN URBAN PLANNING GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT UNDER THE PROVISIONS OF SECTION 101 OF THE HOUSING ACT OF 1954, AS AMENDED.



The North Area Population, 1966 - 1985

The plan for the North Area anticipates a population increase which will approximately double the present number of residents in the North Area by 1985. The population in 1966 was 15,847; that forecast for 1985 is a high of 30,800. The population change by year is contained in Table 1. The higher population figures are projected on the assumption of the availability of rapid transit in the North Area by 1975. The lower figures assume transit will not be available.

Table 1

NORTH AREA POPULATION PROJECTIONS

	<u>1966</u>	<u>1970</u>	<u>1975</u>	<u>1980</u>	<u>1985</u>
Low	15,837	16,600	17,600	20,900	25,400
High		16,600	18,000	23,800	30,800

Commercial Proposals

The Plan proposes about 120 acres of land for commercial use. A major concentration is proposed for the Garvey-Garfield Area. This is fully described in the following chapter of this report. The bulk of the shopping goods space in the North Area is located in the Garvey-Garfield Area. Properties on either side of Garvey east of Lincoln are designated for shopping goods space also, but this will be of a different character than in the four quadrants of Garvey-Garfield. Neighborhood convenience shopping is indicated around existing clusters on Atlantic between Garvey and Hellman and on Garvey in the vicinity of Orange.

Atlantic, Garfield and Garvey have been strip zoned for commercial uses. In general much of this zoned area has not proved to be economically viable and the resulting development is to a large extent marginal in nature and of low quality development. This is due to limited economic demand, low property development standards in the past, improper merchandising techniques, over-optimistic speculative enterprises, and failure of the City to relate the amount of commercial zoning to long range market demand for business sites of this type.

However, the beginnings of functional groupings of establishments appear in some locations. These are areas where certain types of businesses have clustered for mutual benefit. In some cases they are merchandising related products, e. g. automotive sales, parts, motorcycle sales, vehicle accessories, etc. In other cases there has been a grouping based on consumer need, e. g. food market, bakery, cleaners, personal service shops, etc.

The Plan recognizes the economic rationale for these groupings which have occurred naturally to date and proposes to extend the concept of groupings of related uses for mutual economic benefit where applicable throughout the commercial areas of the North Area. The following groupings are identified in the Plan and proposed for City support through zoning procedures. The functional groupings are not intended to be completely and mutually exclusive, but are intended to designate and encourage a grouping of related uses to improve the economic vitality of the individual uses and the commercial activity in Monterey Park in General.

- S. Shopping -- areas characterized by retail establishments selling apparel, home furnishings, general merchandise, and specialty goods.
- N. Neighborhood Convenience -- areas serving the everyday needs of surrounding residents for such items as foods and drugs, and including personal service establishments.
- A. Automotive -- including uses oriented to automobile sales and service, muffler shops, seat cover sales, auto parts, and similar uses. Such uses have reasonably identical land and accessibility requirements and benefits from grouping.
- B. Offices -- including uses taking place in office-type facilities, in the financial, administrative and real estate fields, as well as professional offices. Where office buildings are relatively small (i. e. under three stories), they are effective in providing a compatible transition from residential uses to otherwise incompatible activities, such as industrial uses, automotive commerce, and heavily traveled highways. In general however, this category can encompass many uses other than offices. Included would be such possible uses as restaurants and small snack bars incidental to offices, small machine display and sales, exhibit space, clinics and research and testing laboratories.

- C. Building Supply -- including those uses providing such items as plumbing, heating, electrical equipment, painting supplies and small equipment rental. These uses often involve outdoor storage yards, and require larger parcels with good accessibility. They benefit from grouping into a distinct area, and normally should not be mixed with other types of retail commerce.
- D. Business Services - including uses not usually found in office-type structures, such as blueprinting and photocopying, janitorial services, sign repair and maintenance, job printing, etc. These establishments characteristically provide a necessary service to other businesses, and require highly accessible locations.
- E. Repair Services -- including businesses dealing in reconditioned or used merchandise, antiques, upholstery, small machinery repair.
- F. Hotel-Motel, Restaurant, and other Tourist-related Services -- including those uses catering principally to the traveling public and transient residents.

The bulk of the shopping goods space in the North Area is located in the Garvey-Garfield Area. Properties on either side of Garvey, east of Lincoln, are designated for shopping goods space also, but this will be of a different character than in the four quadrants of Garvey-Garfield.

Neighborhood convenience shopping is indicated around existing clusters on Atlantic between Garvey and Hellman, and on Garvey in the vicinity of Orange.

Automotive commercial activity is proposed at Atlantic and Hellman, combining an existing trend with a freeway location. Because of the parcel size and accessibility factors, this center is ideally suited to sales of new and used cars and trucks. The other concentration proposed, at Garvey and Alhambra, is more suited to sales of parts and service shops, due to existing structures and types of establishments.

Office development is indicated on Garfield north of Emerson, adjacent to the freeway -- this concentration could logically be structured around the existing hospital. Clinics, convalescent homes, medical and dental offices, and related uses would be appropriate. Other office clusters are proposed on Garvey, between Atlantic and Garfield, and on Atlantic south of Garvey. These areas contain office-type uses, and are suitable to continued developments of this type.

Building supply and related uses are indicated at Garvey and New Avenue, in addition to the Garvey-Garfield area.

Tourist-related commerce is proposed at Atlantic and Hellman, to take advantage of the freeway location. Similar proposals are made in the Garfield-Emerson vicinity, and the Garvey-Atlantic vicinity.

Because the North Area Plan recognizes and incorporates the existing strip development, the need for effective transition between residential and non-residential uses is greater than it might otherwise be. The methods of transition recommended as part of the plan are of two basic types: separation of commercial and residential traffic, and buffering.

The separation of commercial and residential traffic is indicated on the Plan through a number of measures. These include: provision of well-defined arterial system; closing of certain residential streets to prohibit movement between living and shopping areas; and provision of alleys behind commercial development to provide means for secondary access to parking and loading.

Buffering involves the provision of walls, landscaping, and open space between dissimilar uses. While it is difficult to provide such buffering where property is currently developed, it is possible, through zoning and other code enforcement, to obtain adequate transition between commercial and residential uses. General solutions along this line are discussed later in this report -- a specific solution should result from the impending revision of the City's zoning ordinance.

Residential Proposals.

The North Area Plan proposes about 600 acres of residential land, in five density categories. Allocation of land to these categories was based upon a detailed analysis of land capabilities and existing development, to determine the probability of conversion from existing use to some higher density use. Principal consideration in the assignment of various land areas to the various density categories include: the probable and proposed location of the transit line and transit terminal, location of the area with relationship to the Garvey-Garfield shopping area, location in relation to major circulation facilities, the extent of economic demand for higher density development in the North Area, and land capability, including present use of the land. The range of densities is related to current patterns of development demands based on continuing growth of the metropolitan area and Monterey Park and the North Area in particular.

Low Density 0 - 8. The Plan indicates 80 acres in low density residential. Upper limit of this density is 8 dwellings per net residential acre, the type of development is and would be primarily single-family homes. (Although other types of dwellings might occur, they would probably be few in number). Areas designated for this density are either:

1. areas with existing single-family dwellings in good condition, which are likely to remain in single-family uses due to the homogeneity of dwelling type, age of structure, and/or condition; or
2. areas which have narrow streets or other physical limitations which cannot accommodate conversion of adjacent lots to higher density uses in an efficient and desirable manner. These latter areas have experienced some scattered increases in densities, but will not in the future be able to accommodate increased traffic demands and provide adequate access if a high rate of conversion is permitted. If these physical conditions could be ameliorated, higher densities in some instances could be considered. Economic demand will be the primary determinant.

Low Density 9 - 16. The density category of 9 to 16 units per net residential acre includes several types of dwellings: duplexes, townhouses, garden apartments, etc. 210 acres are in this category. These areas are primarily those with substantial problems of land assembly, due principally to extreme variations in lot size and shape. Portions of these areas are presently developed at this density. Higher density uses might be possible if land could be assembled in large parcels. Present fragmentation of property, particularly in the area between Ynez and Garfield north of Garvey, would preclude this on a large scale. However, density variation from lot to lot is assumed with large lots accommodating the higher densities and smaller lots the lower densities.

Medium Density 17 - 35. Medium density residential totals 165 acres. This category indicates densities between 17 and 35 units per net residential acre. These units include garden apartments and townhouses, with some two-story development. This is characteristic of most converted property in the North Area today, and is generally proposed in those areas which appear to be undergoing a natural process of increasing densities. These are located in areas with larger lots, adjacent to commercial and transportation facilities.

High Density 36 - 60. High density residential, from 36 to 60 units per net residential acre, accounts for 95 acres. This density is higher than any permitted in the North Area today, and includes three or more story apartment buildings. It is located in the northwest portion of the area, and

along south Garfield Avenue where land capability is conducive to such densities. In addition, it is shown adjacent to the Garvey-Garfield complex, in recognition of generally higher land values expected as a result of increased development activity.

High Density 61+. The highest density residential, above 61 units per net residential acre, is located north of Emerson and west of Garfield. It accounts for 445 acres, and includes those properties most ideally suited to accommodate high density. Lots are large, and the location is highly accessible to the freeway, the shopping complex, and the transit station. This density category and the land designated for development at this density, is predicated on the development of the rapid transit facility along the San Bernardino Freeway corridor. Without that facility this density will not occur, nor should provision through zoning of designated lands be undertaken until assurance of the facility is known.

Public Facilities Proposals

Parks. The North Area Plan proposes a network of park facilities such that each dwelling will be within easy walking distance of a park. The system involves a series of small half-acre to one-and-a-half acre parks which create a series of semi-connected walk-ways to larger facilities of about four acres. Some portions of this greenspace system would be organized around passive recreation activities, such as walking, picnicking, plaza areas, etc. Other portions would provide for active recreation on a small scale such as tennis courts, handball courts, bocce ball, tot-lots, etc. The larger facilities would provide for more extensive activities.

In addition to locating parks very near most of the people and in acreages appropriate to the population for the area, the system has additional desirable features. This public investment will have a desirable effect on the environment of the North Area, stimulating private investment in a higher quality of construction than in the past. The actual lots designated as a part of the park system were carefully selected. In most cases, the lots contain the older or poorer quality structures and are at least intensely developed (most contain pre-World War II single family houses). The parcels will be the least expensive to acquire in terms of existing improvements and the removal of the existing structures, coupled with development of these lots as parks will assist in changing the character of the North Area.

Parklands in the North Area are provided on a standard of 2.0 acres of land for each 1,000 people. While the overall standard recommended in the general plan is 2.5 acres per 1,000, the North Area is sufficiently different from the City as a whole to warrant a different park standard.

The area will have a population composed of smaller families, with relatively fewer children. People are expected to be somewhat older than the City-wide average, although the proportion of young adults could be high (depending upon the types of dwelling actually constructed). The consultant's recommendation for a lower standard is also based upon the relatively higher cost of land acquisition in the area, and to the fact that virtually all land is developed at present.

The amount of land devoted to park use, based on the standard of 2 acres per 1,000 people, is slightly over 60 acres. This amount of acreage is required to serve the anticipated 1985 population of the North Area. If any other park concept than the lineal concept contained in the plan should be utilized in the North Area, the amount of land required for park use would remain essentially the same.

There is at present a significant deficiency in park land in the North Area. Immediate action should be taken to correct this deficiency. In the longer range, and assuming the immediate problem is corrected, the obvious need will be for a continuing program of park land acquisition and development. Table 2 indicates the area requirements in relation to time.

Table 2

PARK REQUIREMENTS OF THE NORTH AREA
ADDITIONAL PARK ACREAGE REQUIRED

	<u>Immediately</u>	<u>1967-1975</u>	<u>1975-1985</u>	<u>Total</u>
Northwest	3.2	1.0	3.4	7.6
Northeast	6.0	2.1	10.1	18.2
Southwest			8.5	8.5
Southeast	5.7	1.8	5.4	12.9
	<hr/>	<hr/>	<hr/>	<hr/>
Total North Area	14.9	4.9	27.4	47.2

The North Area will in the next twenty years increase more rapidly in population than any other portion of the City. The anticipated 1985 population of about 30,000 is approximately double the present population. Concerted public action will be required both to bring the North Area to standard and to maintain that standard once reached. The detailed estimates of costs are included in the Capital Improvements Program in the Implementation Report.

Schools. There are two proposals of the Alhambra School District which could have an impact upon the plan -- a junior high school in the northwest portion, and a senior high school in the southeast portion. A site south of the North Area has been discussed for the latter, but no acquisition has been undertaken by the board, because of bond failures. No sites for the junior high school have been discussed by the board, but the northwest quadrant of the North Area is indicated in the district's master plan. The Plan for the North Area contemplates that the junior high school be located north of Hellman, and the senior high school south of Graves, outside of the North Area. Should the high school facility be located within the North Area, the Plan should be amended to reflect that decision.

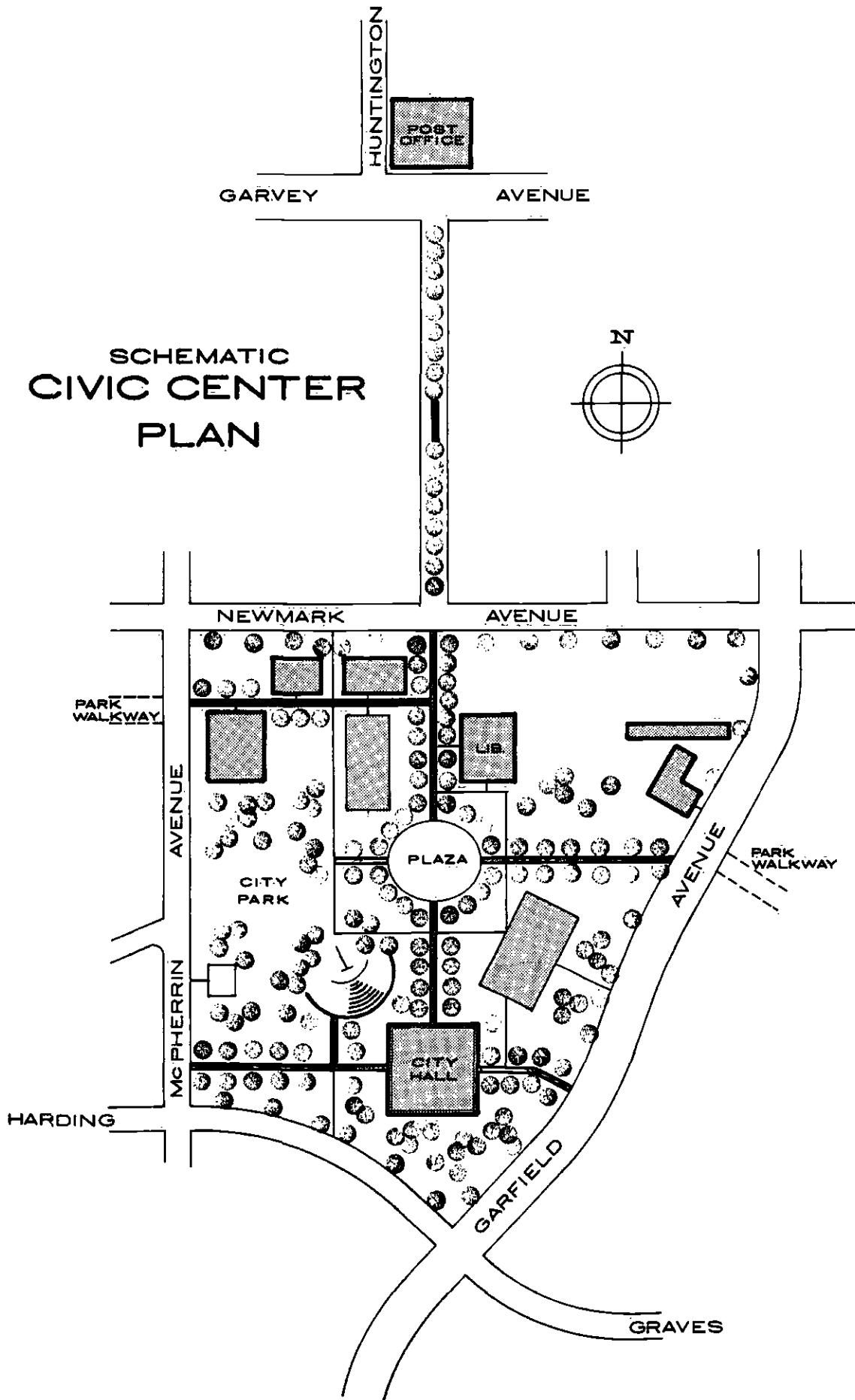
Civic Center. The North Area Plan indicates a considerably expanded Civic Center, comprising 28 acres. The basic concept embodied in the Plan for the civic center is of a single site providing space for the many public buildings and functions normally the responsibility of City government. Further, the concept of a unified complex of buildings presenting for citizens of Monterey Park a distinctive government center is evidence of community pride and accomplishment.

At present there is no long range plan for the civic center. The consultants recommend that prior to the construction of further civic buildings a long range civic center plan be developed. This plan should consider buildings which in the future could become a part of the civic center complex and should provide a strong plan indicating the physical relationships between existing and new buildings.

Within the framework of the North Area Plan, an expanded and unified civic center has been illustrated. A schematic design for the civic center which might provide a basis for the further study recommended above, indicating the major relationships of the civic center to other activities in the North Area, was developed. This is illustrated on page 23. The major features of this plan are

1. the extension of the civic center site to Garfield to provide visibility of the civic center and access to buildings from Garfield;

SCHEMATIC CIVIC CENTER PLAN



2. the treatment of the present Ramona Street as the alignment of a central axis (which might become a mall or other walkway) between Newmark and Harding, terminating with the proposed City Hall;
3. the integration of the center with other parts of the North Area, including special treatment of Ramona between Newmark and Garvey to continue the civic center axis to Garvey to terminate in the new post office building, and create a specific and dramatic tie between the civic center and the Garvey-Garfield area, and
4. the continued combination of governmental and recreational activities on a single site.

The existing civic center and Barnes Park occupy about 14 acres. The proposed expansion would approximately double this acreage. Of the new area, approximately 20 acres is considered as recreational and park land, and 8 acres is civic center area. Final determination of the civic center size should be based on the functions to be incorporated into the center and the area required for each including landscaping, parking, etc.

Circulation Proposals

Transit Stop. The location of the San Gabriel Valley backbone line of the regional rapid transit system was and is proposed in or parallel to the San Bernardino Freeway. The final determination of the route and the alignment has yet to be made. Location of line in the center median of the Freeway, would have the greatest impact on development in the North Area. Present plans of the transit district call for the location of a station near Garfield, whether the line is in or parallel to the Freeway. The consultants recommend that the City actively work to assure that pedestrian access to the station be possible from the south side of the Freeway and east of Garfield regardless of the exact location of the station. The City should be prepared to spend City funds if necessary to provide direct pedestrian access to the transit line platform. The high density residential indicated for the north-east quadrant of the North Area is directly related to the accessibility to transit. The area between Garfield and Alhambra, and between Hellman and Emerson, is that most suitable for the highest density development. Every effort should be expended to assure adequate access from the transit line to this area.

Arterial Highways. A full discussion of arterial highways appears in the general plan reports, particularly with regard to their sub-regional and city-wide functions. A more detailed discussion of circulation in the Garvey-Garfield area is included in the following chapter. For the North Area however, certain general development standards are recommended.

Major Highways. Atlantic, Garvey, Garfield and New should be developed to accommodate four travel lanes, two parking lanes, turn pockets at intersections, and a planted median. This is in accord with present City standards. The planted median is particularly important to improving the visual image of the North Area, and in terms of the traffic control it implies. Traffic capacity of arterial highways can be increased by controlling left-turning movements, delaying or eliminating the need for more costly widening projects. The provision of a planted median will do much to improve the image and appearance of the commercial areas, and will work to encourage the private investor to improve the appearance, signing, etc. of private property.

Secondary Highways. Generally, secondary highways should provide for four travel lanes, two parking lanes, and turning pockets at intersections. As an absolute minimum, four travel lanes should be available at peak hours. To meet this standard, Hellman will require widening. Such a project would involve the City of Alhambra, the County, and the State, in addition to Monterey Park. Alhambra Avenue can provide four travel lanes within existing right-of-way, although parking must be restricted to accomplish this, and turning pockets at intersections might be limited to left-turn movements. Alhambra Avenue is proposed in the General Plan for connection to Orange Avenue south of Graves. If this connection proves unworkable, Alhambra and Orange should be connected within the North Area, either between Graves and Garvey, or between Garvey and Hellman. This is an important link in the secondary system of streets and must be completed to improve North Area and community-wide circulation.

Graves Avenue will probably not require widening. It should have substantial design improvement to adequately function as a secondary highway. Traffic demands on Graves, east of Garfield, are not expected to be as great as on other secondaries. Further, it will be difficult to widen Graves, as little new development is expected to occur throughout its length (which might otherwise aid in getting the dedication of land). The transition from Graves, to Harding, just west of Garfield, should be developed to a four-lane standard, plus a planted median, in recognition of the expanded Civic Center, and new City Hall. This widening can be accomplished in conjunction with the land acquisition for the Civic Center. Harding will be the principal access to the City Hall and Civic Center from the west and southwest portions of the City, and should be treated so as to provide an effective entry to these facilities. Two travel lanes should be adequate for expected traffic volumes. The Emerson-Lincoln-Newmark-Baltimore secondary system surrounding the Garvey-Garfield Area is discussed later in this report.

Collector Streets: Emerson, Newmark, and Ynez Streets should provide for two travel lanes and two parking lanes. No widening of these streets will be necessary to fulfill these functions. However, improvement of the alignment of Ynez between Hellman and the Freeway should be considered in the future.

Local Streets: In order to ease internal circulation and improve access to properties and effectively separate commercial from residential traffic, a number of modifications to the internal street system could be considered. These fall into the following categories:

Street Closings: In order to facilitate an orderly, efficient and desirable transition between residential and non-residential uses, the following streets should be closed. The method of accomplishing this can vary, but generally involves constructing a turn-around or cul-de-sac within the street right-of-way, and installing screen plantings to provide a visual break between uses. Pedestrian access would remain. The plan indicates this solution on the following streets: Moore, Russell, Nicholson, Everett, Sierra Vista, Sefton, and Rural immediately south of Garvey; McPherson and Huntington immediately north of Garvey; and McPherson and Huntington immediately south of Hellman. Other streets might also be closed, but this solution would result in excessively long cul-de-sacs.

Turn-arounds: Earlier subdivision in the North Area left stub streets designed to continue the street patterns. In later years those decisions were not recognized, and the stub streets have not been further improved. Some of these stubs are over 700 feet long, creating a traffic problem. In addition, the square ends of the stubs collect trash and cannot be cleaned by the street-sweeper. The following stub streets should be modified into cul-de-sacs, with an adequate turn-around: Gladys, Florence, Elizabeth, Marbel and Peach Streets.

Widening: In the process of development of the North Area, several streets were not widened to standard widths. If property adjacent to these streets is to accommodate increased densities, the street must be widened to standard widths. The following streets are affected: Edgeley Street, west of Orange; Edgeley Street between Alhambra and Nicholson. Other local streets which are narrow are Rural, Orange and Hershey Streets. In the area north of Garvey, it will be necessary to prohibit parking on at least one side, and perhaps both sides of these streets to achieve two travel lanes. Increased

densities of development should not be permitted along these streets unless they are widened to a minimum standard of two travel lanes and two parking lanes. Roselyn Street, between Baltimore extended, and Ramona, should remain at present width, and act primarily as a pedestrian street, with substantial landscaping.

One further recommendation of the Plan relates to Ramona Street between Garvey and Newmark. This street connects the post office and the civic center, in an axial relationship. This relationship should be strengthened, so as to link the civic center and Garvey-Garfield areas more positively. The Plan proposes a landscaped median in Ramona Street to effect this linkage.

Finally, Emerson should be realigned north of Langley Center, when the Park is constructed between Ynez and McPherrin.

Alleys: In conjunction with the provision of planted medians in Garvey Boulevard and Atlantic Avenue, it will be necessary to install alleys in a number of areas. Specifically, those blocks with small parcels and individual ownerships will require efficient secondary access. These blocks, shown on the Plan, generally include most commercial frontages along Garvey; properties along Atlantic are generally larger, and do not require alleys. The portion between Garvey and Newmark is an exception, and will require secondary access.

IMPLEMENTATION MEASURES

Implementation measures are also discussed in some detail in the "Implementation Report", particularly with relation to the financial aspects of implementing the proposals of the North Area and the Garvey-Garfield plans. A Capital Improvements Program is included in that report. Additional recommendations are contained at the end of the discussion of the Garvey-Garfield plan in this report.

Zoning

One of the most familiar tools with which to implement the land use proposals of the North Area plan is the zoning ordinance and map. The revision of the ordinance is presently being considered. In this revision, provisions should be included which are intended to bring about the land use proposals of the North Area plan. The plan provides the basis for developing the specific districts required and the assignment of these districts on a geographic basis.

The population distribution and density patterns indicated in the plan must be recognized in the zoning applied to the area. The general amount of land area required for the various types of land use is indicated in the plan and should be recognized in the zoning ordinance. The consultants recommend that the ordinance and map immediately be revised, but that great care and study be given in the course of the revision to assure that:

1. the ordinance as revised can accomplish the objectives of the plan, and
2. will specifically implement the land use and population structure and organization of the North Area plan.

Residential Zones. Residential zones should be redesigned to permit the the five density classes proposed. Each zone should be so written to assure that the final determination of the number of units permitted on an individual lot is distinctly influenced by the characteristics of that lot (in particular, lot area and shape).

In particular, the 9 - 16 unit density should be designed to encourage town-houses and garden apartments. While detached single-family development might be permitted, it should not be encouraged, as it reduces the overall growth potential of the area. When permitted, this use should be limited to one such dwelling per parcel, except in the case of condominiums. One of the critical problems in the North Area has been the proliferation of numbers of small single family dwellings on one lot, resulting in rather poor quality structures in the area, in addition to substandard environmental conditions.

The 17 - 35 unit density should be designed to encourage medium-density development, and to discourage single-family and duplex development. Single-family homes might be eliminated completely, as permitted uses, allowing existing dwellings to remain as non-conforming uses. In such a zone, usable open space requirements must be introduced, since developments at the higher densities often achieve unnecessarily high land coverage ratios.

The two higher-density zones, 36 - 60 unit density, and 61 and above unit density, should restrict lower density development as much as possible. While it may not be practical to actually prohibit low densities, incentives should be given to encourage high densities. A sliding scale of permitted densities, awarding additional dwelling units if a certain minimum lot size were attained (say, 40,000 square feet) through lot combination and acquisition, is recommended. Other "bonuses" could be granted for providing usable open space in excess of the minimum requirement, or for constructing buildings over a certain height (say four stories). It may be desirable to utilize the conditional use permit in conjunction with planned-unit-developments to achieve both higher densities and well-designed developments.

Commercial Zones should encourage more of the natural clustering process evident in parts of the North Area. Seven functional groupings have been identified on the Plan, and the zoning ordinance should foster existing and future clustering. Zoning districts should identify a group of interrelated uses as primary permitted uses, and then include a smaller group of related uses which are complementary to the permitted uses. District regulations should not permit all commercial uses automatically, or it will be difficult to encourage the clustering necessary to improve the appearance and economic condition on Garvey Boulevard in the North Area, and on other major streets outside the North Area.

In addition, these new districts should include property development standards requiring the provision of suitable transitional devices between residential and commercial properties. These include landscaping, wall construction, height restrictions, setbacks, etc. Similar property development standards should be instituted along arterial highways. Substantial community investment has been and will be made in these highways in terms of the facility itself and its maintenance and policing. These are the community's "calling cards" to visitors and travelers -- they can be enhanced by a high standard of physical improvement, but the economic vitality so necessary to maintain good, healthy, business along these streets must also be fostered by the City.

Highway Rights-of-way. A specific plan of highway rights-of-way should be adopted for the North Area, under applicable provisions of State law, section 65451. This plan would indicate the probable ultimate cross-section for each arterial highway in the area, and the approximate extent of future right-of-way lines. Once adopted, these should be used in conjunction with development and redevelopment of properties along these roadways. In revising the zoning ordinance, consideration should be given to requiring dedication of additional right-of-way upon conversion to higher residential densities, or other more intense use of the property. (The Supreme Court of the United States has recently upheld the use of this approach by the City of Los Angeles).

The additional right-of-way will be essential to accommodate increased traffic resulting from higher density development. Determination of assignment or sharing of improvement costs of widening the arterial highways can be delayed until right-of-way for an entire block-front is obtained. The cost of the improvement property will be a City cost in some cases, a private cost in other cases, and a shared responsibility in still others. This determination must be made on a situation basis. Various techniques involving assessment districts, cash payments, exchange of property for street improvement, etc. can be used to speed the process of street widening and improvement throughout the North Area.

Code Enforcement

A comprehensive program of code enforcement conducted on a continuing basis in the North Area can be effective in correction of code violations and other deficiencies when they exist. It can also aid in stemming the deterioration of structures and environment through requirements of maintenance or reconstruction. A code enforcement program must be conducted with regard for the overall objectives for the North Area. It should not be used to require elaborate or expensive improvements in older housing when that housing is soon to be replaced with new construction. Code enforcement should be most rigorously applied in those areas where conservation of the existing structures in the long range as indicated in the plan is desired.

New Regulations

Consideration and adoption of new regulations by the City Council accomplishing the following purposes is recommended:

1. regulations which require existing structures on a lot (particularly single-family and duplex structures) be made to conform to all applicable City codes, including building and housing codes in conjunction with the construction of a multiple unit building on the lot;
2. regulations which prohibit the conversion of single family houses to duplexes or multiple units;
3. regulations which permit the construction of two houses or similar single-family units on lots of 25, 30 or 35 feet of width, with a single side yard and possibly fronting on private streets;
4. regulations which sharply restrict the construction of more than one detached single family house on a lot particularly in the higher density areas. In instances where such construction is permitted, the houses should be constructed with a minimum access of 15 feet to each house, and typical single family yard spaces as required under zoning should be maintained;
5. investigation of feasibility of regulations permitting or requiring payment to park development fund by builders of new multiple unit buildings to assure monies for park purposes as population increases.

Financial Sources

The following is a summary of the principal sources of funds to meet the costs of implementing the projects and programs outlined in the North Area and Garvey-Garfield plans:

1. Gas Tax Funds. The State Gas Tax funds provide monies for the design and construction of certain streets. The County Aid to Cities Funds also provide for funds for streets.
2. Assessment Districts. The improvement Act of 1911, the most widely used law, provides for the making of certain improvements to public property, with costs to be borne by property owners deriving benefit from such improvements, through local assessments. Almost any improvement which "the public interest or convenience may require" can be financed by this Act.

The Vehicle Parking District Act of 1943 (California Streets and Highways Code) provides for the establishment of a Special Assessment District of benefited property owners for acquisition and improvements, parking facilities, including landscaping and lighting.

3. Municipal Bonds. Money can be obtained through bond issues, such as general obligation bonds and revenue bonds.
4. Department of Housing and Urban Development. Federal aids to local governments are available for establishing and effectuating a broad scope of programs relating to not only urban planning and renewal, but various measures for maintaining quality in urban communities. The following are some of the programs which may be utilized by the City:
 - a. Urban Planning Assistance Program (701). The present planning program is being funded by a two-thirds contribution. Additional funds may be required to cover portions of the cost of the recommended implementation program, including a new zoning ordinance and map, a capital improvement program, etc.
 - b. Open Space Fund Program. A 50 percent federal grant may be made to acquire undeveloped land or developed land if undeveloped land is not adequate, suitable for permanent open space use which has value for park and recreational purposes, etc. For land acquired with open space grant assistance, a 50 percent federal grant may be made for appropriate improvements or development. Under special demonstration authority a 90 percent grant may be made for projects which are determined to have special value in developing and demonstrating new and improved methods and materials.
 - c. Urban Beautification Program. Federal grants may be made for increased activities to beautify publicly owned or controlled land such as streets, sidewalk, parks, squares, plazas and malls.

THE GARVEY-GARFIELD AREA

INTRODUCTION

The plan for Garvey-Garfield covers an area of about 75 acres centered about the intersection of Garvey Avenue and Garfield Avenue at the center of the North Area. Garvey-Garfield is a designation referring to the retail and service activities grouped about the intersection of these two main streets. The area presently used for retail and service activities and associated parking is only about one-third that of the Garvey-Garfield Plan. The Plan illustrates a considerable expansion of the commercial functions presently in operation, the introduction of several new functions, and a generally reorganized and revitalized commercial center.

While the Garvey-Garfield area has traditionally been the center of business and government in Monterey Park, over the last fifteen years its growth and development has not kept pace with City population. In the course of the study, extensive analyses of the existing physical and economic conditions were made. Concurrent with these analyses was an evaluation of the potential for new commercial development in Monterey Park and in the North Area in particular. A significant potential for development was determined to exist. The Plan envisions the development of Garvey-Garfield in a manner which will capitalize on this potential.

The development of Garvey-Garfield in accordance with the Plan will be a relatively complex process and it will require aggressive, positive and continuing leadership. A basic premise of the Plan, however, is that the plan can be achieved. It can be achieved rapidly or gradually. The reorganization of activities in conformance with the Plan is possible with a minimal disruption to the functioning of Garvey-Garfield as a commercial center.

SUMMARY OF FINDINGS

Retail Sales

Monterey Park's position as a retail center is weak, primarily because many Monterey Park residents shop in other communities. An undeveloped commercial base, particularly in department stores, apparel shops, and automotive dealerships, contributed to the large sales leakages. In 1965, Monterey

Park was capturing only 62 percent of the potential sales generated by residents and only 47 percent of the sales generated within its immediate market area. This sales leakage would have been even greater without the introduction of new commercial development within the City but outside the immediate Garvey-Garfield area.

While retail sales in the Garvey-Garfield area have not decreased in volume, they have not increased in proportion to increases in City sales. The following tabulation shows this relationship:

	Retail Sales		Percentage Increase
	1963	1965	
Garvey-Garfield area	\$ 9,272,000	\$ 9,298,000	0.2%
City of Monterey Park	24,028,000	28,154,000	17.1%

The negligible gain in Garvey-Garfield area sales clearly indicates that its importance as a retail center is declining.

In the retail sales categories most suitable for the Garvey-Garfield area, substantial leakage is also evident. Considering only the City of Monterey Park, in 1965 nearly \$12,000,000 in sales leakage occurred in the four categories shown. If such sales could be captured by merchants within the City, over 240,000 square feet of additional retail space would be required. To capture sales leakage in the planning area, two and one-half times this or 600,000 square feet of space, could be added to Monterey Park's retail space inventory.

Table 3

RETAIL SALES LEAKAGE IN MONTEREY PARK AND THE PLANNING AREA, 1965 (in thousands of dollars).

Type of Space	Monterey Park			Planning Area	
	Sales	Potential	Leakage	Potential	Leakage ^{1/}
Gen'l merchandise	\$ 4,596	\$ 9,891	\$ 5,295	\$13,132	\$ 8,536
Specialty shop	5,539	8,682	3,143	11,660	6,121
Convenience goods	24,359	23,331	(1,028) ^{2/}	30,976	6,617
Household furnishing and appliances	3,123	7,550	4,427	10,025	6,902
Total	#37,617	\$49,454	\$11,837	\$65,793	\$28,176

^{1/} sales leakage in planning area is equal to planning area potential minus Monterey Park Sales.

^{2/} Indicates sales in excess of Monterey Park potential.

Sources: California State Board of Equalization
Economics Research Associates

Retail Facility Survey

Of the existing floor space in the Garvey-Garfield area primarily oriented to the retail shopping totalling approximately 160,000 square feet, convenience goods outlets, such as grocery stores and drugstores, comprise the largest use of space. The household furnishings, appliance and hardware categories, occupying over 30,000 square feet of space, is the second largest user of space.

While the 9,400 square feet of vacant space constitutes only about 6 percent of the total, it should be noted that it is located on the north side of Garvey Avenue in a relatively convenient location.

Table 4
EXISTING SPACE IN THE GARVEY-GARFIELD AREA, 1966

<u>Type of Space</u>	<u>Square Feet</u>
General merchandise	17,500
Apparel	10,700
Household furnishings, appliances, hardware	30,300
Specialty shop	9,650
Convenience goods	44,620
Restaurants and bars	12,940
Personal services	18,850
Vacant	9,400
Governmental	5,200
Total	159,160

Sources: Wilsey & Ham
Economics Research Associates.

Age of Structures

Visual inspection of buildings and discussions with merchants and property owners provided information on age of buildings in the Garvey-Garfield area. The following four age classifications were established:

Class I: Buildings constructed within the past five years, and post World War II buildings that have undergone extensive remodeling. Eight percent of the total building space fell in this category.

Class II: Post World War II buildings over five years old. Approximately 39 percent of total space was in this group, with building ages ranging from 5 to 22 years.

Class III: This group includes buildings which are between 22 and 40 years old. Over 26 percent of all space surveyed fell in this category.

Class IV. All buildings over 40 years old were included in this classification. Over 35,000 square feet, or 26 percent of space, was classified in this group.

While age alone does not indicate a building's unsuitability for modern retail use, it does provide a good indication of the condition of the space inventory. When considering the future of buildings in the Garvey-Garfield area, the fact that over half the buildings are over 25 years old is significant. It is thus obvious that much of the existing old building space must be removed from the inventory during the planning period.

Building Condition

In addition to age, buildings were rated in terms of adequacy to meet the requirements of modern merchandising techniques. This rating, while somewhat subjective, was based on consideration of such factors as the width-depth relationship within a store unit, the quality of fixtures, lighting, entrance features, display space, and general store atmosphere. Ten percent of the space surveyed was considered competitive with retail outlets found in new shopping centers in the San Gabriel Valley. Thirty percent was judged to be fair, and 60 percent was considered below the competitive standard.

Class of Merchandise

This rating while somewhat subjective compares retail space in the Garvey-Garfield area with the most competitive space found in the newer competitive shopping centers. Factors such as range of merchandise and extent of inventory were used in assessing class of merchandise. Twenty percent of total retail space surveyed offered merchandise that is considered competitive, while approximately 65 percent was rated as just below the competitive standard. Fifteen percent of total retail space was judged as economically marginal space.

Occupancy Status

Absentee ownership of commercial property is often cited as a major cause of difficulty in maintaining the vitality of a shopping area. Although some tenants in the Garvey-Garfield area complained of poor landlord-tenant relations, the cause was not attributed to absentee ownership. A high proportion of space, (44 percent) in the area is occupied by the property owner and most of the remaining space is owned by residents of Monterey Park or neighboring communities.

Monterey Park, specifically the Garvey-Garfield area, has a relatively weak position as a retail center which cannot be attributed to a single factor. The age and condition of the physical facilities certainly are important factors, but the major reason is the overall image of the area as a shopping complex. The lack of a major retailing attraction is a critical factor inhibiting the economic vitality of the entire area. Retail sales leakage in the apparel and department store categories can only be reduced by introducing stores of this type into the area. With such retail outlets serving as anchors, additional specialty stores can be reasonably expected.

Projected Retail Space Uses in the Garvey-Garfield Area

Based on trade area demand developed in earlier phases of this study, projections have been made of supportable space in the Garvey-Garfield area. Table 5 shows these projections. Table 6 compares the recommended additions of retail space for the Garvey-Garfield area with total demand projected between 1966 and 1985. Analysis of the data in the table reveals that sufficient market support now exists to support the specialty shopping center and the home improvement and furnishings center. Support for the convenience center is expected between 1975 and 1980. Total development of the office/financial complex is indicated to be feasible by about 1980.

Timing of the proposed development program is of critical importance, and success may well depend on early initiation. Communities surrounding Monterey Park are also involved in programs designed to improve their commercial positions; location of a substantial complex close to Monterey Park would reduce or preclude the City's chances of success.

Table 5

COMMERCIAL SPACE IN THE GARVEY-GARFIELD AREA BY 1985

<u>Type of Space</u>	<u>Garvey-Garfield Area</u>	
	<u>Square feet of New Commer- cial Development</u>	<u>Square feet of Remaining Com- mercial Space</u>
Specialty shopping	200,000	35,850
Convenience goods	80,000	44,620
Home improvements & furnishings	70,000	30,300
Office/financial	20,000	5,200
Personal & business services	40,000	18,550
Eating and drinking	30,000	12,940
Total	440,000	147,460

Total Commercial: 587,460 square feet

Additional possible special uses -

Theater 400-600 seats

Motel 100 units.

Source: Economics Research
Associates.

Table 6

COMPARISON OF DEMAND FOR COMMERCIAL SPACE AND RECOMMENDED
COMMERCIAL FACILITIES IN THE GARVEY-GARFIELD AREA

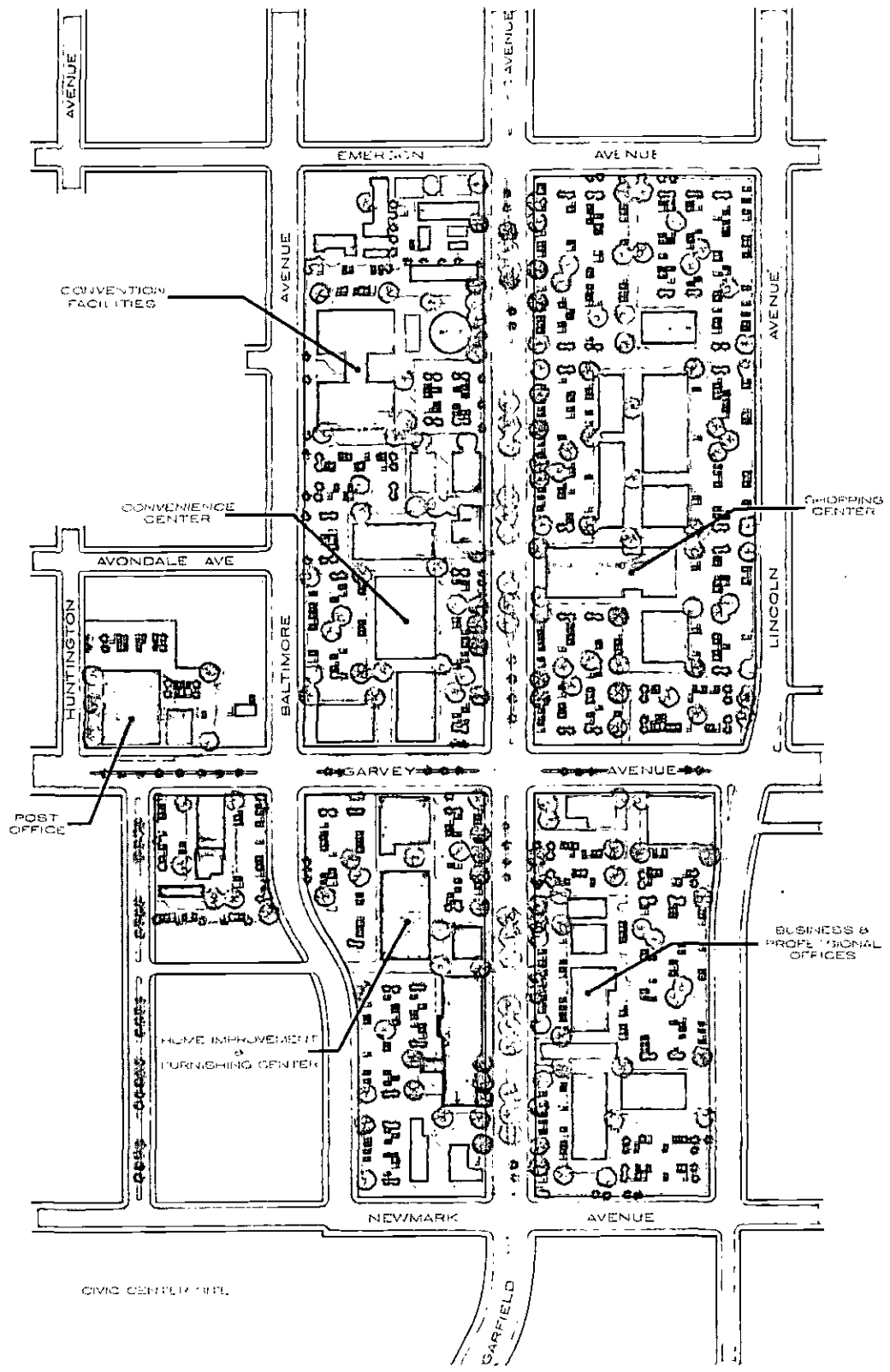
Selected Years, 1966 - 1985 (in thousands of square feet).

<u>Type of Space</u>	<u>Recommended</u>		<u>Cumulative Demand</u>				
	<u>Size Range</u>		<u>1966</u>	<u>1970</u>	<u>1975</u>	<u>1980</u>	<u>1985</u>
	<u>Minimum</u>	<u>Maximum</u>					
Specialty shopping $\frac{1}{/}$	110	200	215	444	567	666	732
Convenience goods $\frac{2}{/}$	60	80	35	41	57	90	125
Home improvements & furnishings $\frac{1}{/}$	50	70	190	232	255	273	285

$\frac{1}{/}$ demand generated in Monterey Park trade area

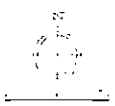
$\frac{2}{/}$ demand generated in Monterey Park North Area.

Source: Economics Research Associates



CITY OF MONTEREY PARK
 GARVEY - GARFIELD COMMERCIAL AREA PLAN

WILSON & HARRIS JULY 1967



RECOMMENDED GARVEY-GARFIELD PLAN

Basic Concepts of the Plan

Functionally organized group of commercial activities expanded to capitalize on the economic potential of the City and the market area is the basic concept of the plan. Four quadrants of functionally grouped commercial activities are defined in the plan and are so structured that independent development of each quadrant is possible, and each is scaled within the range of the market support for that type of functional group.

Second the concept of significant initial impact which will change the image, immediately reflect strong public investment decisions and attract private investment is fundamental to the plan. The widening of Garfield is important to accomplish this essential change. The widening will bring extensive change to a major portion of Garfield, improving the image and environment through the removal of a number of buildings and through the improved accessibility to commercial establishments resulting from the street improvement.

Third, the concept of transition is embodied in the plan. The plan is not an idealized plan. It has been arrived at by careful analysis of how to move from the here and now of the existing situation to the reorganized and improved situation while assuring the continuance of existing business operations and the beginning of new operations while the transition is in process.

Major Features

The Land Use Pattern. - The Northeast Quadrant. As previously noted, each of the four quadrants which compose the Garvey-Garfield area is designated for a grouping of related uses. The northeast quadrant is perhaps the most important of the four. It is designated for small scale retail shopping complex with a junior department store as the major or anchor use. Other uses include apparel shops, variety and gift and other specialty shops. Some restaurant space is also anticipated. The one possible use illustrated in this quadrant which is not integrally related to retail shopping activity is the proposed neighborhood theater. This use will utilize parking facilities which will otherwise be underutilized in the evening, and will assist with the restaurant in introducing some evening activity to this retail complex.

Ultimately this entire block (Garfield to Lincoln and Garvey to Newmark) will be devoted to these uses. When the center is completely developed, all existing structures (with one or two possible exceptions) will have been removed and all existing business operations relocated within the new complex of buildings shown on the plan. All surrounding space not actually devoted to building site will be utilized for parking, landscaping and walkways.

Land Use Pattern - The Southeast Quadrant. The southeast quadrant is designated primarily for professional and business services. It will also contain, however, some personal services and some retail activities. These activities and their associated parking will occupy the entire area between Garfield and Lincoln and between Garvey and Newmark. Gradual elimination of all residential use from this block is anticipated. A number of existing uses are expected to remain or to relocate within this block.

The widening of Garfield will necessitate the removal of a number of existing structures along Garfield. However, it will be possible in several instances for new structures to be built on the rear of the same property prior to the removal of the existing structure. This will permit the widening to be accomplished with a minimum of disruption to existing businesses, allowing them to relocate without requiring a lengthy break to the actual operation of the business.

Land Use Pattern - The Southwest Quadrant. A home improvement and home furnishing center is proposed for the southwest quadrant. The uses include furniture and other household furnishings, home supply store and/or hardware, floor coverings, decorator services, paint and related uses. In addition, some personal service and small retail establishments which exist along Garfield at present are expected to remain.

Of major importance to the ultimate development of this center and to the proper traffic circulation of the entire Garvey-Garfield complex, is the extension of Baltimore south from its present termination at Garvey to Newmark. The extension of this street will permit peripheral circulation of auto traffic around all four quadrants, improving accessibility to off-street parking in all four quadrants. The extension of Baltimore will also give definition to the southwest quadrant and will give access to rear portions of a number of properties, stimulating building development and off-street parking. This extension will also permit the closing of Roselyn Place between Garfield and the extended Baltimore and the elimination of the incompatible residential use which exists on this portion of the street.

Land Use Pattern - The Northwest Quadrant. This quadrant is designated for two groups of uses. The southerly half of the quadrant nearer the Garvey-Garfield intersection is the location for the convenience goods shops. Built around the existing supermarket and drug store operation, this center will provide convenience items primarily to residents of the North Area. The closure of Avondale Avenue between Baltimore and Garfield will permit the location of new shops in relation to the existing market structure and the existing bank. The age of existing structures along Garvey suggests probable replacement before 1985, and will permit the development of a well organized convenience center.

The northerly half of the northwest quadrant is designated for possible use as a motel-hotel site, with small convention facilities. A restaurant is also included in this complex, but this use could be in conjunction with the motel or an independent operation. The closing of Garcelon Avenue between Baltimore and Garfield is proposed in the plan to accommodate these uses.

Circulation. Automobile traffic. Garvey and Garfield are recognized as major streets in the plan and are intended to provide the primary access to the Garvey-Garfield area for shoppers arriving by auto. Direct access to any of the four quadrants is possible from these two streets.

Garfield widened to a boulevard standard will play a particularly important role in providing access to the area. It will provide a major access from the residential areas to the south of the North Area. And it will provide markedly improved access to Garvey-Garfield from the San Bernardino Freeway and from the City of Alhambra to the north of the Freeway.

Peripheral circulation is accomplished in the plan through the extension of Baltimore from Garvey to Newmark. This extension completes the street network necessary to permit external circulation around the four quadrants. Baltimore, Newmark, Lincoln and Emerson are the secondary street system necessary for circulation and access.

Circulation. Pedestrian. The Garvey-Garfield plan is carefully integrated with the pedestrian walkway and park proposals of the North Area plan. The system of small parks running through the blocks in the North Area will permit easy access to the four quadrants. While the four quadrants are functionally independent and not subject to extensive pedestrian interchange, nonetheless provision for pedestrian movement between each of the quadrants is considered in the basic organization and orientation of the building groups indicated on the plan map.

Relationship of Garvey-Garfield circulation to City-wide circulation. The proposals for automobile circulation contained in the Garvey-Garfield plan must be considered as a part of the City's major street and highway system. Traffic volumes on Garfield have shown a continuing annual increase; provision for alternative routes for future increases must be made. The proposals of the general plan of the City of Monterey Park to extend New Avenue to the south of its present termination above Graves to the Pomona Freeway must be accomplished if the Garvey Garfield plan is to function effectively and in the planned manner.

The future role of Garfield should be increasingly that of providing access to the Garvey-Garfield complex. Garfield will continue to function as a major artery through Monterey Park but it must be relieved of a significant portion of the expected future increase. New Avenue will perform this function.

The General Plan also proposes the connection of Alhambra to Orange. At present these streets do not directly connect although they are intended, according to the City's select system, to function as a secondary artery between Garfield and New. The connection of Alhambra and Orange, whether it be accomplished as shown on the General Plan (south of Graves) or in some other location (i. e. between Graves and Garvey or between Garvey and Hellman) is necessary to provide a secondary street paralleling Garfield and functioning as a complement of Garfield. The connection of Orange and Alhambra must be viewed as important to the proper and planned function of the Garvey-Garfield commercial complex.

IMPLEMENTATION

Phasing the Development







To achieve the proposals of the Garvey-Garfield plan will require a continuing action program on the part of the City and the business people involved. To assist the City and the individuals involved in beginning this process and in continuing the accomplishment of the plan in an orderly manner, a phasing program has been developed. The purpose of this program is both the sequence in which actions should occur, and the manner in which the actions can be initiated and carried out.

The three phases of the phasing program are described below. While each phase is described independently, the program must be continuous and building development must continue between each phase.

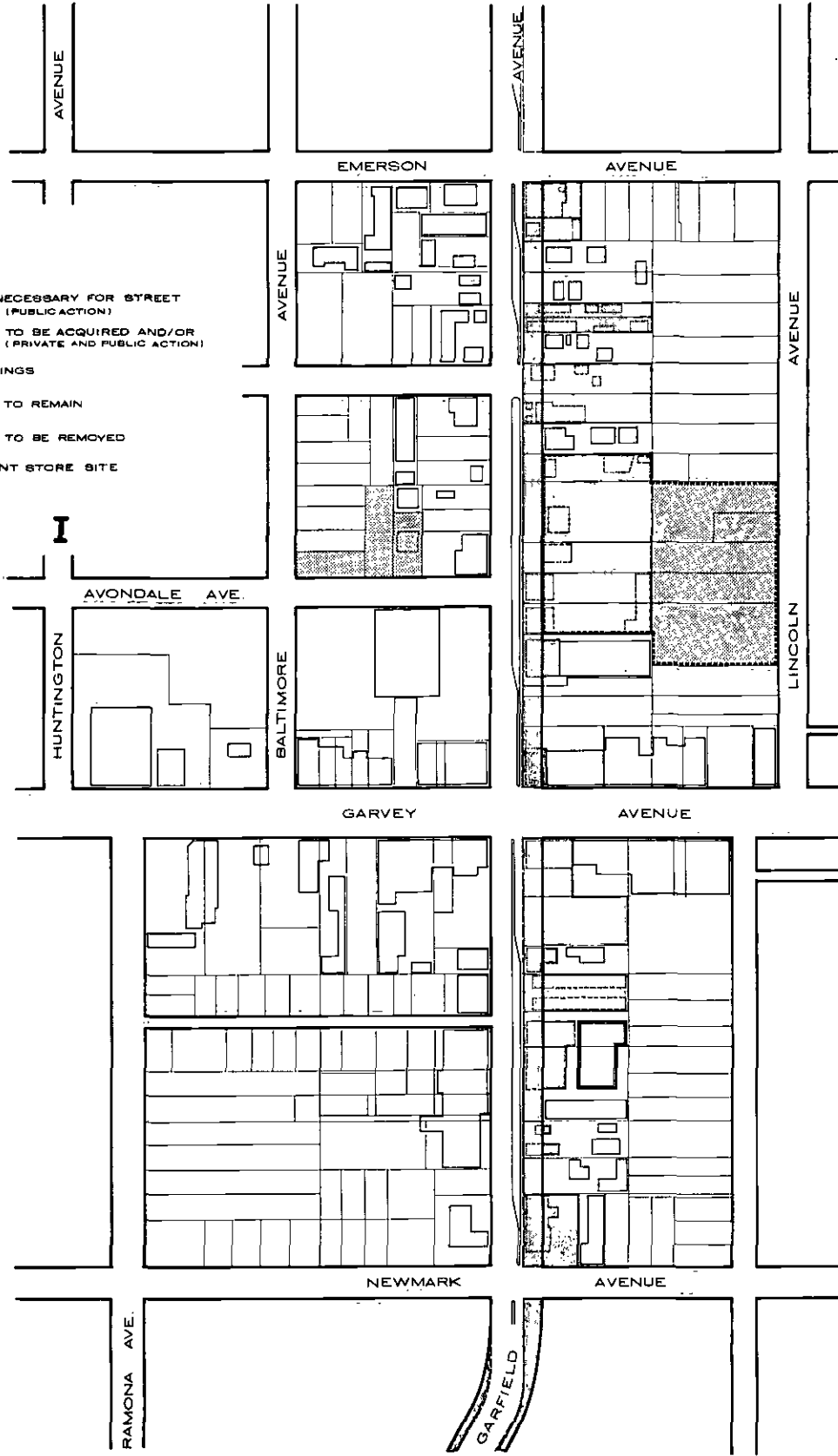
Phase I. The initial action in Phase I is the widening of Garfield Avenue to a standard of 110 feet. This will require the acquisition of a number of properties and the removal of a number of structures within the proposed right-of-way. While this is a drastic action, it is absolutely necessary for three reasons:

1. to improve the accessibility to the Garvey-Garfield area;
2. to institute a dramatic first step which will substantially modify the present image of the area and will indicate public and private support for the program; and

LEGEND

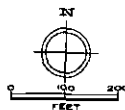
-  PARCELS NECESSARY FOR STREET PURPOSES (PUBLIC ACTION)
-  PROPERTY TO BE ACQUIRED AND/OR COMBINED (PRIVATE AND PUBLIC ACTION)
-  NEW BUILDINGS
-  BUILDINGS TO REMAIN
-  BUILDINGS TO BE REMOVED
-  DEPARTMENT STORE SITE

PHASE I



**CITY OF MONTEREY PARK
GARVEY • GARFIELD COMMERCIAL AREA PLAN**

WILSEY & HAM July 1967



3. to make available a site of sufficient quality and suitable character to locate a department store in the northeast quadrant.

The widening will require acquisition of 40 feet of additional right-of-way. This is to be acquired entirely from the east side of Garfield. As a part of the acquisition necessary for the street right-of-way, some entire properties will be acquired to avoid excessive severance costs. These properties are indicated on the map on page 43. One important additional property acquisition is indicated on the Phase I map: the several properties in the northeast quadrant fronting on Lincoln which are necessary to combine with the properties indicated for acquisition on Garfield. This combination will result in a parcel approximately 4 acres in size. This will provide the site for the planned department store, several smaller shops and the necessary parking.







Phase II is primarily concerned with property acquisition and street closures and the construction of new structures to house new or expanded uses. The acquisition of the remaining properties in the northeast quadrant, in order to permit the completion of the shopping goods complex, is a part of this phase. It is assumed that public or semi-public control of the acquisition of these properties will be required. There is a small possibility that it could be accomplished by private action in combination with a program of acquisition for off-street parking.

The acquisition of the remaining properties and uses not in accord with the plan in the southeast quadrant is also indicated in this phase. This acquisition can be accomplished either through public or private action or through a combination of both. These acquisitions need not occur concurrently with those in the northeast quadrant. The market demand for space in this location of the type proposed for this quadrant should determine the speed with which the expansion of this quadrant to its maximum development is pursued.

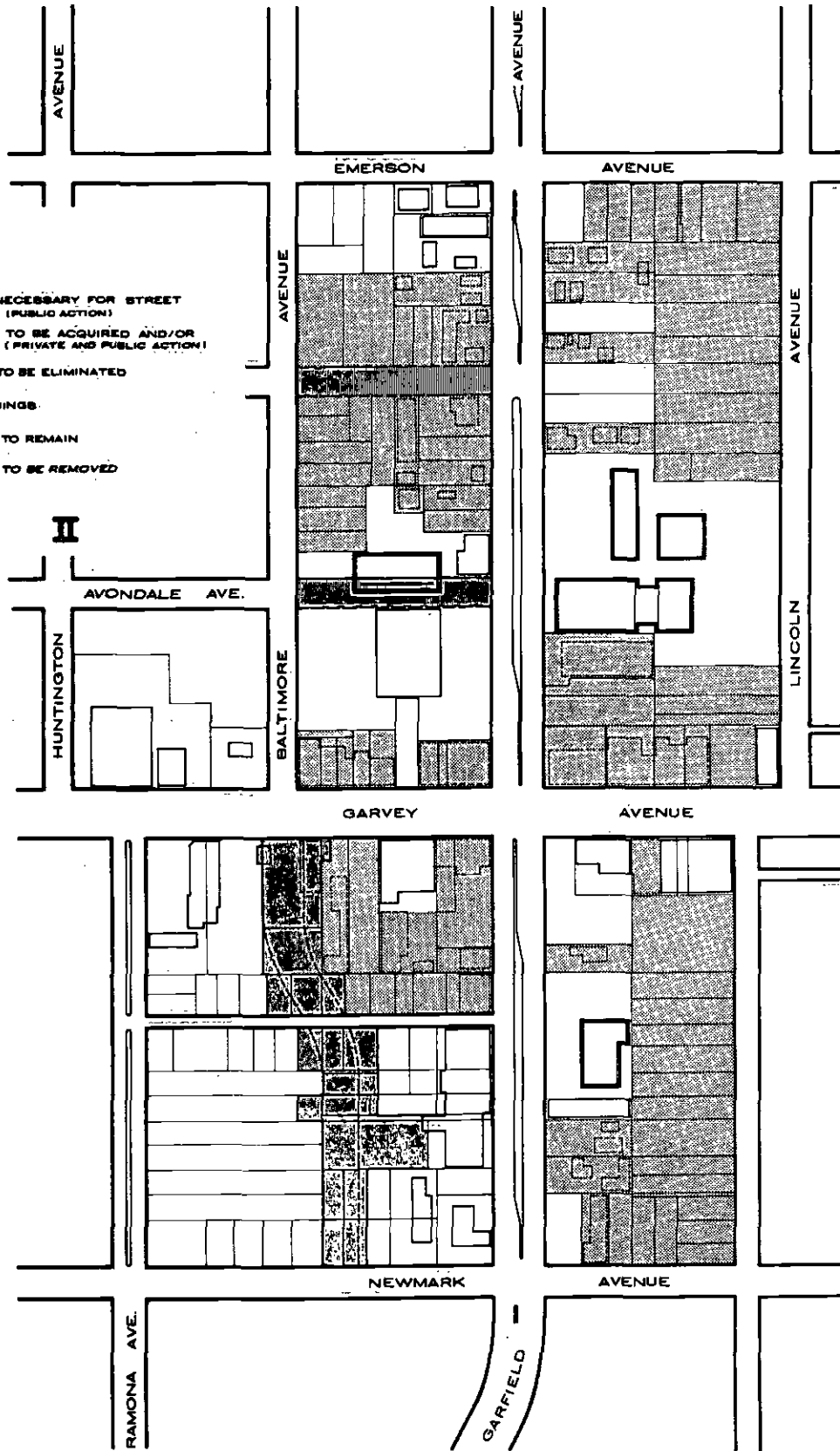
In the southwest quadrant, acquisition of lands necessary for the extension of Baltimore is of primary importance. Additional acquisitions, either by private or public action, are indicated to complete the reorganization of this quadrant to function as a home furnishings and improvement center.

In the northwest quadrant the major action in this phase is the closing of Avondale Avenue between Baltimore and Garfield. This will permit the expansion and development of the convenience goods center in accord with the plan. If at this time there is indication of market support for the development of the proposed motel-convention complex in the northerly portion of this quadrant, the land acquisition and street closures on the Phase II map will be required.

LEGEND

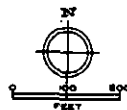
-  PARCELS NECESSARY FOR STREET PURPOSES (PUBLIC ACTION)
-  PROPERTY TO BE ACQUIRED AND/OR COMBINED (PRIVATE AND PUBLIC ACTION)
-  STREETS TO BE ELIMINATED
-  NEW BUILDINGS
-  BUILDINGS TO REMAIN
-  BUILDINGS TO BE REMOVED

PHASE II



**CITY OF MONTEREY PARK
GARVEY • GARFIELD COMMERCIAL AREA PLAN**

WILSEY & HAM July 1967



Phase III. involves primarily the construction of the new buildings necessary to complete the Garvey-Garfield plan. In particular, the completion of the shopping goods complex in the northeast quadrant and the removal of all other existing uses and buildings is envisioned. The realignment of Lincoln at Garvey necessary to improve traffic circulation across Garvey and the construction of the Baltimore extension between Garvey and Newmark are the two major street projects of this phase. Although widenings of Lincoln, Emerson, Baltimore and Newmark are indicated in this phase, a final determination of the necessity of these widenings should be made based on the success in the achievement of the plan to that time and anticipated traffic demands upon completion of development in all quadrants.

Administrative Organization






The organizational and administrative techniques available for actually carrying out all or portions of the plan program are important. In many ways the actual accomplishment is more a factor of leadership and general desire to accomplish the objective than the manner of organizational approach. From the standpoint of extent of authority, however, some significant variation does exist between the various approaches outlined below. The approaches to implementation described here are not mutually exclusive. One approach may be used in another quadrant.

Please keep in mind that the following discussion is primarily concerned with the implementation of the plan where private properties are involved. The accomplishment of the public projects (e. g. street widenings, cut-thoughts, etc.) can in most cases be accomplished by direct City action under presently vested authority.

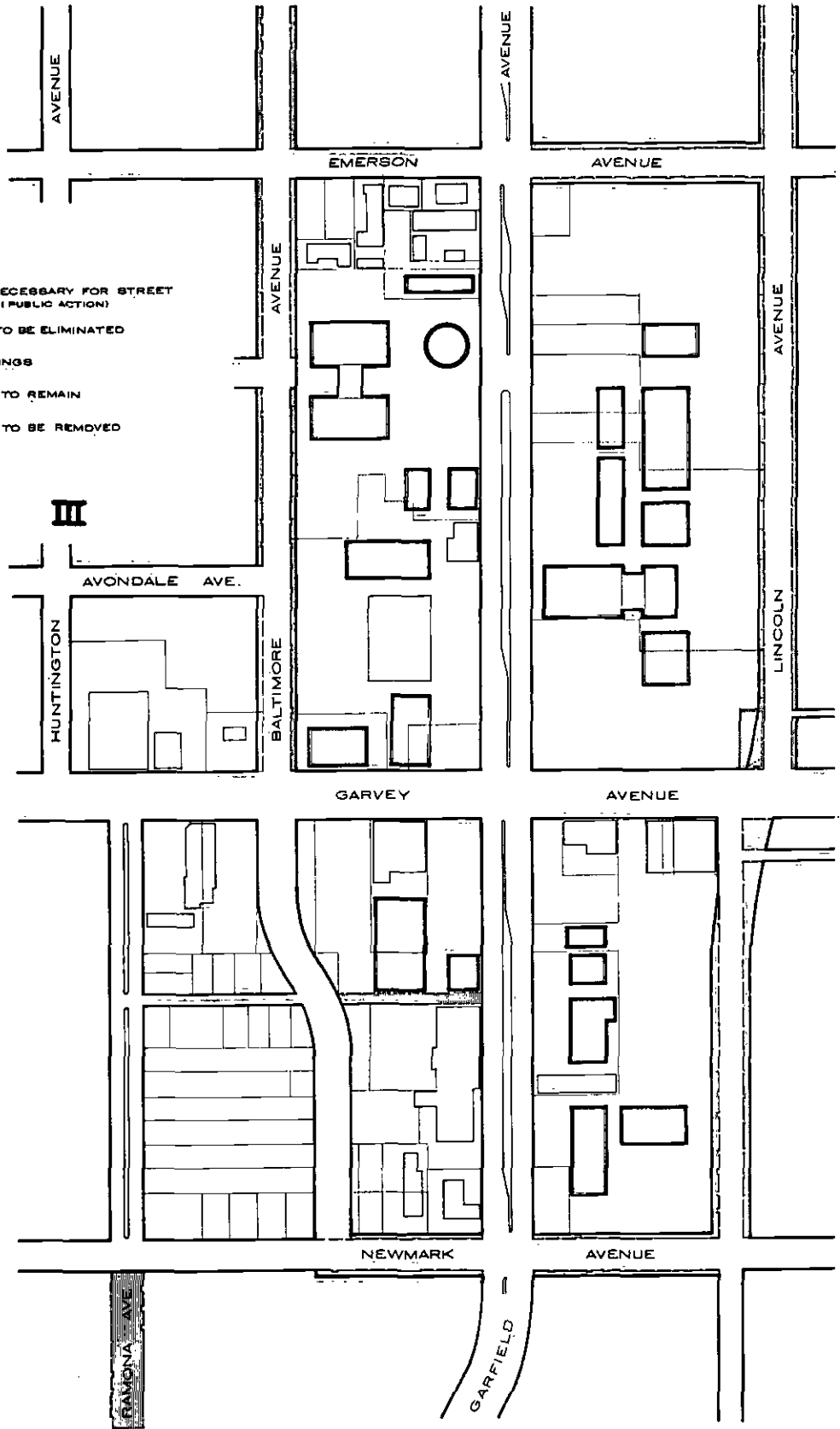
Alternative 1 -- Private Action with City Participation. This approach assumes that private individuals or companies or entrepreneurs groups such as investors or developers, will have primary responsibility for the necessary actions of land acquisition, new construction and location or relocation of tenants (or owner occupants) in the new facilities. This is in effect the manner in which most private development is accomplished. The major difficulties involved, of course, are land acquisition, ability and/or willingness to conform or coordinate private development with overall objectives and plan for Garvey-Garfield. Financing may or may not be an important limiting factor where multi-million dollar development is concerned.

City participation under this alternative would probably be limited to provision of public facilities such as streets, storm drainage, and related public facilities. Acquisition and provision of off-street parking facilities might also be a City responsibility through direct participation or through a parking authority or district.

LEGEND

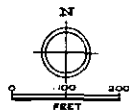
-  PARCELS NECESSARY FOR STREET PURPOSES (PUBLIC ACTION)
-  STREETS TO BE ELIMINATED
-  NEW BUILDINGS
-  BUILDINGS TO REMAIN
-  BUILDINGS TO BE REMOVED

PHASE III



**CITY OF MONTEREY PARK
GARVEY - GARFIELD COMMERCIAL AREA PLAN**

WILSEY & HAM July 1967



Alternative 2 -- Semi-Public or Non-Profit Corporation. The closed corporation has two variations which could prove workable in reorganizing one or more of the plan quadrants. Under the first variation, a semi-public corporation composed of property owners, the City, and/or private investors or developers would assume responsibility for acquiring land, constructing new buildings and ultimately either reassessing title or acting as an agent holding title to the land with individual stores owned on a condominium arrangement.

Under the non-profit corporation approach (assuming the legality of establishing a non-profit corporation for this purpose) property owners would pool their resources (land or land and buildings or otherwise enter into a corporate arrangement based on the value of their present holdings) for the purpose of developing a new building complex in which each would then hold part ownership. Or ownership could be divided on a condominium basis or on a parcel basis.

The problems of such arrangements are usually:

1. getting all necessary property owners to participate;
2. resolving problems of stature or share ownership among participants;
3. valuation of assets contributed versus assets ultimately received from the corporation.

In addition, as with the private action approach, no taxing power or power of eminent domain would rest in the corporation possibility creating difficulty in financing and land assembly.

Alternative 3 -- Community Agency. In this approach, a City agency acting under powers delegated by the City would act as implementing agent (or the City could act as the agency). If this agency were established under California Community Redevelopment Law, it would have sufficient authority to acquire and resell land or to enter into owner participation agreements. It would also have several financial advantages, including the ability to maintain a revolving fund established for it by the City, issue bonds redeemable by revenue or tax increment, and to acquire operating capital through the use of general obligation bonds. The agency would also have the power of condemnation undoubtedly an important feature in accomplishing the organization of uses envisioned by the plan.

If one or more of the quadrants could qualify under the criteria of the federal renewal program, additional federal financing of part of the costs of the programs could be gained. The disadvantage, and a significant one in the Garvey-Garfield situation, would be the time-consuming and somewhat inflexible procedures involved in the federal urban renewal program.

Property Disposition

Earlier in this report, the northeast quadrant was used to exemplify the cost aspects of implementing the proposals for that quadrant. The disposition of property should also be considered, and for purposes of discussion, the northeast quadrant proposed for development as a shopping goods complex is used.

Under the plan, as presently conceived, at least three distinct ownership patterns could result according to the manner used to implement the proposals as discussed earlier. (Similar disposition techniques could be used in any of the three other quadrants). First, a condominium arrangement could be utilized in which each store would be owned in fee by the merchant (or other owner) with the surrounding parking land held in joint ownership. Second, a single holding corporation, composed of the merchants (or others) could hold title to the entire site, including all structures. Individual shops would then be available on a lease basis. Finally, fee title would be possible, although difficulty in protecting the comprehensive arrangement of the parking would be involved.

IMPLEMENTATION REPORT FOR

THE NORTH AREA AND THE GARVEY-GARFIELD AREA

Monterey Park Planning Program

Wilsey & Ham
Consultants to the City

Economics Research Associates
Consultants to Wilsey & Ham

IMPLEMENTATION REPORT FOR
THE NORTH AREA AND THE GARVEY-GARFIELD AREA

July, 1967

The preparation of this report was financed in part through an urban planning grant from the Department of Housing and Urban Development under the provisions of Section 701 of the Housing Act of 1954, as amended.

TABLE OF CONTENTS

	<u>Page</u>
INTRODUCTION - - - - -	1
Implementing the North Area Plan	2
Implementing the Garvey-Garfield Plan	2
ESTIMATION OF INCREMENTAL CHANGES IN ASSESSED VALUATION FOR THE NORTH AREA - - - - -	4
Commercial Development	6
NEW COMMERCIAL LAND VALUES IN THE GARVEY-GARFIELD AREA - - - - -	16
ELEMENTS PROVIDING SUPPORT FOR COMMERCIAL DEVELOPMENT IN THE GARVEY-GARFIELD AREA AND THE NORTH AREA - - - - -	18
TIMING OF COMMERCIAL DEVELOPMENT IN THE GARVEY-GARFIELD AREA - - - - -	19
EXAMPLE OF FINANCIAL IMPLICATIONS - - - - -	19
REVENUES & EXPENDITURES - - - - -	21
Revenues	22
Expenditures	22
REVENUE EFFECT OF PROPOSED RESIDENTIAL & COMMERCIAL DEVELOPMENT IN THE NORTH AREA, 1968-85 -	25
COST ESTIMATES & PRELIMINARY CAPITAL IMPROVEMENTS PROGRAM - - - - -	28
Cost Estimating Techniques	28
Street Widening and Extensions	29
Park Lands Acquisition and Development	29
Establishing Priority for Capital Improvements	30
The Capital Improvements Program	31

INTRODUCTION

This report provides detailed information on the implementation of the proposals of the North Area and Garvey-Garfield plans. Its purpose is to convey to the community the considerations given to the plans by the consultants to assure that they are within the ability of the community to accomplish: Included is:

- a) an analysis of the financial feasibility of the plans in terms of both private and public investment;
- b) a ten-year capital improvements program indicating the cost of the necessary public improvements, and the relative priority and general timing of each of the projects;
- c) recommendations for the accomplishment of the proposals of the plans and a review of the various methods available to the City for accomplishing the proposals in alternate ways.

This report is based on extensive investigation of the needs of the North Area and of the economic opportunities available to the North Area in general and the Garvey-Garfield area in particular. The report draws from the previously developed data contained in the General Plan reports and the preliminary reports on the North Area and Garvey-Garfield.

We must emphasize that evidence of the feasibility of the proposals of these two plans contained in this report will not in itself cause implementation to occur. The City Council and City staff and property owners must pursue the implementation of these proposals and must relate each project or program undertaken to the overall objectives of the Plan. Co-operative and coordinative efforts by all of the City departments is required. All projects within the North Area submitted to the Council or proposed to be undertaken by the various departments should be related to the plans and the implementation program.

The accomplishment of any complex planning and development program usually requires a series of actions accomplished in a directed manner. To achieve the objectives of the North Area plan and the Garvey-Garfield plans, consistent and concerted action will be required. To assist the City in planning the process of implementation, the following actions are recommended:

Implementing the North Area Plan -

1. Adoption of the North Area Plan as a precise plan by the City Planning Commission and City Council.
2. Establish as City policy the intent to proceed with implementation of the Plan.
3. Establish an annual Capital Budget for the North Area, including the projects listed in the ten-year Capital Improvements Program.
4. Revise zoning ordinance and map to implement proposals of the Plan as possible through zoning, and modify subdivision ordinance to permit re-subdivision of some North Area lands.
5. Review by the Planning Commission and Council of all public projects to assure that each contributes to the achievement of the long range objectives of the Plan and that each is a proposal of the Plan or is coordinated with the proposals of the Plan.
6. Establish an annual review of the Plan by the Planning Commission to ascertain the effectiveness of the implementation efforts in each succeeding year.
7. Establish a five-year plan review to evaluate the projections on which the Plan is based, particularly the population and economic development projections.

Implementing the Garvey-Garfield Plan -

1. Planning Commission and the Council adopt the Garvey-Garfield Plan.
2. Declare as City Council policy the intent to provide leadership in seeking private development and investment in accord with the Plan.
3. Immediately place the Garvey-Garfield area (as described in the Plan), in a special zoning district which requires review by the Planning Commission of all uses, structures and activities proposed for that area in the future.

4. Establish a North Area residents and City staff committee to coordinate private activities as the implementation of the Plan progresses and to pursue new development in the area.
5. Begin implementation immediately with the widening of Garfield and the acquisition of land as programmed in the Plan "phasing" recommended by the consultants.
6. Pursue the development of the necessary public projects in accordance with the phasing plans contained in the Garvey-Garfield report.
7. Determine administrative approach and implementation method or methods to be used in each of the quadrants.
8. Establish a position and select an individual to act as coordinator of the Garvey-Garfield development program -- this may be either a City staff member or a position under the aegis of the Citizens Committee, the Chamber of Commerce, or other private organization.
9. Require the development of a detailed program of action to be pursued by the project coordinator.
10. Establish an annual review procedure by which the Council may evaluate the program's effectiveness and progress for the past year.

ESTIMATION OF INCREMENTAL CHANGES IN
ASSESSED VALUATION FOR THE NORTH AREA

While the development plans for the North Area and the Garvey-Garfield area will require substantial public and private capital investment, long term benefits will also accrue to the City. A major source of revenue will be the increased property taxes resulting from the development program. The magnitude of the increases is estimated in the following analysis.

Residential Development

A large share of the total increase in assessed valuation will result from projected apartment developments in the North Area. The projections are based on estimates of future North Area population. Two projections were made; the larger of these assumes the existence by 1975 of a rapid transit facility operating in or near the San Bernardino Freeway. The two population projections are:

	Population Forecasts, North Area				
	<u>1966</u>	<u>1970</u>	<u>1975</u>	<u>1980</u>	<u>1985</u>
Assumption 1 - without transit	15,800	16,600	17,600	20,900	25,400
Assumption 2 - with transit	15,800	16,600	18,000	23,800	30,800

Planning Report No. 3 showed current housing inventory by type for the entire Monterey Park Planning Area. The specific inventory for the North Area is 5,145 one- to four-unit structures and 1,275 multi-family units. It was further estimated that approximately 900 single family units would be demolished in the North Area by 1985, reducing the total number of one- to four-unit structures to about 4,245. Table 1 shows projected changes in dwelling units by type for the two population estimates.

As Table 1 indicates, demolition of about 900 homes is expected to occur at about the same increasing rate regardless of which population forecast is applicable. If the City of Monterey Park undertakes a vigorous program of city improvement, and assuming rapid transit becomes a reality, the bulk of added population will prefer apartment living.

Table 1

CHANGES IN DWELLING UNITS BY TYPE
FOR THE NORTH AREA

<u>Type of Unit</u>	<u>1970</u>	<u>1975</u>	<u>1980</u>	<u>1985</u>
<u>Population Assumption 1</u>				
Single family	(100) ^{1/}	(200)	(300)	(300)
Multi-family	400	500	1,650	2,250
<u>Population Assumption 2</u>				
Single family	(100)	(200)	(300)	(300)
Multi-family	400	700	2,900	3,500

1/ Parenthesis denote decrease.

Sources: Wilsey & Ham and Economics Research Associates.

As single family units are demolished, it is assumed that the structures will have no value but that the underlying land will have an approximate value of \$2.00 per square foot. Therefore, as apartment buildings are constructed, the determination of net changes in assessed valuations must take into account the prior value of land--in this case \$2.00 per square foot, or about \$87,000 per acre.

Table 2 shows the projected mix of multi-family density for each of the population forecasts. Note that high rise apartments (73 units per acre) can be expected to absorb about half of the added population under Population Assumption 2. As high rise apartments gain acceptance, the economic feasibility of building low density complexes lessens. Therefore, under Population Assumption 2 the anticipated configuration will contain 480 fewer apartments in the lowest category of density (20 units per net acre).

In determining future assessed values for the North Area, it is important to have a rough indication of density mix for multi-family development. Extensive analysis has shown the following market value relationships:

Density (units per net acre)	Average Unit Rent	Average Value per Unit		
		Basic Unit	Land	Total
34 or under	\$130.00/mo.	\$ 8,580	\$2,150	\$10,730
48	152.50	10,075	2,520	12,595
73	170.00	11,238	2,800	14,038

The next series of five tables (Tables 3 - 7) highlights estimated changes in assessed valuation for the North Area as the result of residential construction. The first four tables show detail by five-year increments-- 1970, 1975, 1980, and 1985. The fifth table, Table 7, summarizes all estimates, showing the overall effect on assessed valuations by the year 1985.

Commercial Development

It is realistic to estimate residual commercial land values in the Garvey-Garfield area at \$3.25 per square foot. Expressed differently, it is estimated that, on the average, commercial businesses would be willing to pay \$13.00 per square foot of land for each square foot of gross leasable

Table 2

PROJECTED MIX OF MULTI-FAMILY DENSITY IN THE NORTH AREA

<u>Density</u>	<u>Number of Units</u>				<u>Total</u>	
	<u>1970</u>	<u>1975</u>	<u>1980</u>	<u>1985</u>	<u>Units</u>	<u>Acres</u>
<u>Population Assumption 1</u>						
20 units per net acre	200	250	800	1,050	2,300	115
34 units per net acre	70	100	300	430	900	26
48 units per net acre	130	150	550	770	1,600	33
73 units per net acre	--	--	--	--	--	--
Total	400	500	1,650	2,250	4,800	174
<u>Population Assumption 2</u>						
20 units per net acre	200	175	725	720	1,820	91
34 units per net acre	70	140	540	670	1,420	42
48 units per net acre	130	235	1,035	1,440	2,840	59
73 units per net acre	--	150	600	670	1,420	19
Total	400	700	2,900	3,500	7,500	211

Sources: Wilsey & Ham and Economics Research Associates.

Table 3

INCREASE IN ASSESSED VALUATION
FROM RESIDENTIAL CONSTRUCTION,
NORTH AREA, 1967-1970

<u>PROPERTY VALUES</u> ^{1/}	<u>Value per Unit</u>	<u>Total Value</u>
Additions ^{2/}		
200 apartments	\$10,730	\$2,146,000
70 apartments	10,730	751,100
130 apartments	12,595	<u>1,637,350</u>
Total		<u>\$4,534,450</u>
Prior		
15 acres at \$87,000 per acre		\$1,305,000
Net increase		\$3,229,450
Net increase in assessed value at 25 percent		\$ 807,400

1/ Same for both population forecasts.

2/ See Table 2.

Sources: Wilsey & Ham; Economics Research Associates.

Table 4

INCREASE IN ASSESSED VALUATION
FROM RESIDENTIAL CONSTRUCTION,
NORTH AREA, 1971-1975

<u>PROPERTY VALUES</u>	<u>Value per Unit</u>	<u>Total Value</u>
Population Assumption 1		
Additions		
250 apartments	\$10,730	\$2,682,500
100 apartments	10,730	1,073,000
150 apartments	12,595	1,889,250
Total		<u>\$5,644,750</u>
Prior		
19 acres at \$87,000 per acre		\$1,653,000
Net increase		\$3,991,750
Net increase in assessed value at 25 percent		\$ 997,900
Population Assumption 2		
Additions		
175 apartments	\$10,730	\$1,877,750
140 apartments	10,730	1,502,200
235 apartments	12,595	2,959,825
150 apartments	14,038	2,105,700
Total		<u>\$8,445,475</u>
Prior		
20 acres at \$87,000 per acre		\$1,740,000
Net increase		\$6,705,475
Net increase in assessed value at 25 percent		\$1,676,400

Sources: Wilsey & Ham; Economics Research Associates.

Table 5

INCREASE IN ASSESSED VALUATIONS
FROM RESIDENTIAL CONSTRUCTION
NORTH AREA, 1976-1980

<u>PROPERTY VALUES</u>	<u>Value per Unit</u>	<u>Total Value</u>
Population Assumption 1		
Additions		
800 apartments	\$10,730	\$ 8,584,000
300 apartments	10,730	3,219,000
550 apartments	12,595	6,927,250
Total		<u>\$18,730,250</u>
Prior		
60 acres at \$87,000 per acre		\$ 5,220,000
Net increase		\$13,510,250
Net increase in assessed value at 25 percent		\$ 3,377,600
Population Assumption 2		
Additions		
725 apartments	\$10,730	\$ 7,779,250
540 apartments	10,730	5,794,200
1,035 apartments	12,595	13,035,825
600 apartments	14,038	8,422,800
Total		<u>\$35,032,075</u>
Prior		
82 acres at \$87,000 per acre		\$ 7,134,000
Net increase		\$27,898,075
Net increase in assessed value at 25 percent		\$ 6,974,500

Sources: Wilsey & Ham; Economics Research Associates.

Table 6

INCREASE IN ASSESSED VALUATION
FROM RESIDENTIAL CONSTRUCTION
NORTH AREA, 1981-1985

<u>PROPERTY VALUES</u>	<u>Value per Unit</u>	<u>Total Value</u>
Population Assumption 1		
Additions		
1,050 apartments	\$10,730	\$11,266,500
430 apartments	10,730	4,613,900
770 apartments	12,595	9,698,150
Total		<u>\$25,578,550</u>
Prior		
80 acres at \$87,000 per acre		\$ 6,960,000
Net increase		\$18,618,550
Net increase in assessed value at 25 percent		\$ 4,654,600
Population Assumption 2		
Additions		
720 apartments	\$10,730	\$ 7,725,600
670 apartments	10,730	7,189,100
1,440 apartments	12,595	18,136,800
670 apartments	14,038	9,405,460
Total		<u>\$42,456,960</u>
Prior		
94 acres at \$87,000 per acre		\$ 8,178,000
Net increase		\$34,278,960
Net increase in assessed value at 25 percent		\$ 8,569,700

Sources: Wilsey & Ham; Economics Research Associates.

Table 7

SUMMARY OF NET INCREASES IN RESIDENTIAL PROPERTY ASSESSED VALUATIONS,
NORTH AREA, 1967-1985

<u>Period</u>	<u>Net Increases in Assessed Valuations</u>	
	<u>Population Assumption 1</u>	<u>Population Assumption 2</u>
By 1970 (Table 3)	\$ 807,400	\$ 807,400
1971-1975 (Table 4)	997,900	1,676,400
1976-1980 (Table 5)	3,377,600	6,974,500
1981-1985 (Table 6)	<u>4,654,600</u>	<u>8,569,700</u>
Total	\$9,837,500	\$18,028,000

Sources: Wilsey & Ham; Economics Research Associates.

floor area. This allows adequate peripheral space for parking and landscaping while obviating the need to consider specific building heights.

Before estimating changes in assessed valuations, an estimate is needed of the long range commercial activity in the Garvey-Garfield area. Including commercial development outside the Garvey-Garfield area would distort the analysis since those land values are expected to be slightly lower. Planning Report Number 4 states that the North Area could eventually support a maximum of 670,000 square feet of additional commercial space. Currently the inventory of retail space totals 441,650 square feet in the North Area. For long range planning purposes, then, it is estimated that by 1985 the North Area will contain over 1.1 million square feet of commercial space. Table 8 shows the estimated space by type of retail activity for the Garvey-Garfield area and the remaining portion of the North Area.

In estimating assessed values of commercial space in the North Area, the following assumptions were made:

1. New development in the Garvey-Garfield area would have an average land value of \$13.00 per square foot of gross leasable floor area plus an average improvement value of \$14.50 per square foot.
2. New development outside the Garvey-Garfield area would have a land value of \$12.00 per gross square foot of leasable floor area plus an improvement value of \$14.50 per square foot.
3. New commercial facilities in the North Area would be built on land that currently has an average value of \$2.50 per square foot, or \$10.00 per square foot of gross leasable floor area.

Table 9 translates the square footage values above into estimates of net new commercial value in the North Area by 1985. It should be noted that estimates of total new square footage were derived from Table 8. Because of different valuation techniques, the contemplated 100-unit motel has been included as a separate item. The motel would have a value of approximately \$1.3 million--\$1.0 million for the improvements plus two acres of land at about \$3.25 per square foot.

Table 8

ESTIMATED COMMERCIAL SPACE IN THE GARVEY-GARFIELD AREA
AND THE REMAINING NORTH AREA BY 1985

<u>Type of Space</u>	<u>Garvey-Garfield Area</u>		<u>Remaining North Area</u>	
	<u>Square Feet of New Commercial Development</u>	<u>Square Feet of Remaining Commercial Space</u>	<u>Square Feet of New Commercial Development</u>	<u>Square Feet of Remaining Commercial Space</u>
Specialty shopping	200,000	35,850	--	
Convenience goods	80,000	44,620	20,000	
Home improvements and furnishings	70,000	30,300	30,000	
Office/financial	20,000	5,200	100,000	
Personal and business services	40,000	18,550	60,000	(294,190)
Eating and drinking	<u>30,000</u>	<u>12,940</u>	<u>20,000</u>	
Total	440,000	147,460	230,000	294,190
SUMMARY: New Commercial Development		Remaining Commercial Space		
	440,000		147,460	
	<u>230,000</u>		<u>294,190</u>	
	670,000 square feet		441,650 square feet	

Sources: Wilsey & Ham and Economics Research Associates.

Table 9

NET CHANGE IN ASSESSED VALUES FOR COMMERCIAL SPACE,
NORTH AREA, 1985

<u>Area</u>	<u>Total Leasable Square Feet</u>	<u>Estimated Value per Square Foot^{1/}</u>	<u>Total Value</u>	<u>Assessed Value at 25 Percent</u>
Garvey-Garfield				
New commercial space	440,000	\$27.50	\$12,100,000	\$3,025,000
Prior property value	440,000	10.00	4,400,000	<u>1,100,000</u>
Net increase in assessed value				\$1,925,000
Remaining North Area				
New commercial space	230,000	26.50	6,095,000	\$1,523,750
Prior property value	230,000	10.00	2,300,000	<u>575,000</u>
Net increase in assessed value				\$ 948,750
100-unit motel			1,300,000	325,000
Net increase in assessed value, North Area				\$3,198,750

^{1/} Includes both land and improvements. Refer to page

Sources: Wilsey & Ham and Economics Research Associates.

As shown in Table 9, the net increase in assessed commercial values by 1985 will be about \$3.2 million. Table 7 estimated that on the basis of maximum population projections the net increase in assessed residential valuations by 1985 would be \$18.0 million. Therefore, by 1985 the net change in assessed valuation for the entire North Area will be approximately \$21.2 million.

NEW COMMERCIAL LAND VALUES IN THE GARVEY-GARFIELD AREA

Commercial land values, like multi-family land values, differ greatly from one area to another. Depending upon location and use, land prices can vary from under \$1.00 per square foot for marginal motel sites to over \$100 per square foot for prime downtown Los Angeles office locations.

As an aid in estimating commercial land values in the Garvey-Garfield area, a residual land value technique is meaningful. Current published statistical sources reveal that community shopping centers pay, on the average, \$2.03 in rent per square foot of gross leasable area. Careful analysis of the proposed mix and types of space for the Garvey-Garfield area indicates that average rent of \$2.26 would be more representative for this specific area. This figure represents average annual rent per square foot for buildings and land; it does not include common area charges, parking lot maintenance, real estate taxes, or insurance.

The residual land value approach is one that first estimates that portion of total rent attributable to the structure alone. The balance, or residual amount, represents rent for land alone. The determination of a dollar amount of rent applicable to the structure alone is a function of two important factors: 1) the cost per square foot of construction, and 2) the percentage return on the improvements. Both factors can be estimated with reasonable accuracy. It is known, for example, that the cost of construction for an average to good retail store averages about \$13.00 per square foot. Comparable office space, rated average to good, would cost approximately \$14.00 per square foot. Average department stores costs are about the same as for office space. The proposed mix of commercial facilities in the Garvey-Garfield area suggests that a figure of \$13.50 would be appropriate for planning purposes.

The required return on investment in improvements would depend on the term of the lease and the quality of the tenant. Normally, a reasonable

return would be between 9 and 11 percent. For planning purposes, a figure of 10 percent has been selected.

The following estimation of land values can now be made:

Construction cost	\$13.50 per square foot
Lease payment representing 10 percent return on improvements	1.35
Lease payment on land alone	0.91

The tabulation above indicates that of the average estimated total rent of \$2.26 per square foot of gross leasable area, approximately \$1.35 is attributable to the improvements while the residual amount, \$0.91, represents rent for land alone.

Inasmuch as land represents a non-depreciating asset, it is realistic to capitalize rent payments at 7 percent. On this basis, then, the value of the land under the gross leasable area of the improvements averages \$13.00 per square foot.

Typically, 3 square feet of parking area are required for every square foot of gross leasable area. This provides not only parking facilities, but ample area for walkways, landscaping, and access aisles. Thus, if each tenant must provide his own parking in a ratio of three to one, the value of the land becomes \$3.25 per square foot. Because commercial space recommendations in the Garvey-Garfield area were expressed in terms of gross leasable area, projections of future land values should be made on the basis of \$13.00 per square foot of gross leasable floor area.

As discussed earlier, an estimated total of 440,000 square feet of new commercial space can be supported in the Garvey-Garfield area alone, while an additional 230,000 square feet can be supported in the remaining North Area.

Assuming residual land values within the Garvey-Garfield area of \$13.00 per square foot of gross leasable floor area, the approximate market value of 440,000 square feet, plus adequate parking and open space, is estimated at \$5.7 million.

ELEMENTS PROVIDING SUPPORT FOR
COMMERCIAL DEVELOPMENT IN THE GARVEY-
GARFIELD AREA AND REMAINING NORTH AREA

It is estimated that new commercial space in the Garvey-Garfield area alone will have an approximate land value of \$5.7 million. Of course, the value of this land to the City of Monterey Park cannot be realized until private business firms recognize market opportunities and make appropriate investment decisions.

Planning reports numbers 4 and 5 discussed at length the extent of retail sales leakage occurring today in Monterey Park and in the North Area. However, a vigorous community effort of civic development is assumed, based on an anticipated doubling of North Area population by 1985. Obviously, then, currently and potentially strong market support exists for new retail facilities. To clarify this point, the following factors deserve consideration: assuming Monterey Park undertakes a vital community interest in the Garvey-Garfield area with strong, imaginative civic leadership, and assuming that rapid transit becomes a reality, population for the North Area alone should grow to almost 31,000 by 1985. This type of community growth obviously requires shopping facilities for its residents. Neither population growth or commercial development occur in a vacuum--rather they are very much inter-related. New commercial activity, along with new parks and widened streets to improve traffic circulation will spur residential demand. Concurrently, increased residential activity will act as a catalyst for continued commercial development.

Assuming, then, that a wide range of competitive commercial facilities are provided, annual per capita expenditures for goods and services may reasonably be expected to approximate \$2,000. Thus, by 1985 North Area residents alone could be expected to spend \$62 million within the trade area. This figure does not include even obvious market support from residents outside the North Area. Assuming average retail sales of \$50 per square foot, total expenditures of \$62 million would require 1,240,000 square feet of commercial space. Therefore, with little doubt the recommended addition of 440,000 square feet of commercial space in the Garvey-Garfield area and 230,000 square feet outside the Garvey-Garfield area would receive strong market support and be able to command competitive rental levels. Through community interest and support, the image of the Garvey-Garfield area as a retail trade center will improve significantly and, as a natural result of improved image, private investment capital will be attracted to the area.

TIMING OF COMMERCIAL DEVELOPMENT
GARVEY-GARFIELD AREA

The timing of commercial development in the Garvey-Garfield area is largely a function of demand, taking into account the necessary time lag that must exist for planning and implementation. Since market support is evident, the first increment of new commercial space could be programmed immediately. Allowing three years for planning, street widening, and implementation of a program of commercial expansion, the phasing of 440,000 feet of new commercial space in the Garvey-Garfield area could conservatively be as follows:

<u>Year</u>	<u>Additional Commercial Space Garvey-Garfield Area</u>
1971	100,000 square feet
1972	50,000
1973	32,200
1974	32,200
1975	32,200
1976	32,200
1977	32,200
1978	32,200
1979	32,200
1980	32,200
1981	<u>32,400</u>
Total	440,000

EXAMPLE OF FINANCIAL IMPLICATIONS--
NORTHEAST QUADRANT

Initiating the process of revitalization of the Garvey-Garfield area, immediate action should be taken in accord with the plan. The initial step in this program is the widening of Garfield; the first block to be widened should be on the east side of Garfield between Garvey and Emerson. In the course of this widening, the properties indicated for acquisition on the phasing plans should be acquired.

Because the Northeast quadrant, which is designated for a retail shopping complex, represents the key to realization of the full potential of

Garvey-Garfield and because it is the single quadrant of the Garvey-Garfield scheme which will require most active direction and participation by the City, a detailed analysis of the cost-benefit aspects of this program are outlined below.

First, for purposes of this analysis, acquisition of all properties within the Northeast quadrant is assumed. While the acquisition of the entire block will occur over a period of several years rather than immediately, to illustrate the costs involved, total acquisition costs are estimated as if the land were to be acquired at present.

The present assessed valuation of land and improvements in the Northeast quadrant is \$413,260. By multiplying by a factor of 6.5 (the assumed ratio of assessment value to market value for this quadrant) a market value or acquisition cost value can be established. The value established by this approach is \$2,686,190.

The cost of acquisition will be offset by ultimate resale of the sites within this quadrant for construction of retail shops in accord with the plan. This resale value is estimated at \$2,600,000, based on a sale of 200,000 square feet of gross leasable floor space at \$13.00 per square foot.^{1/} In addition to the resale of the retail square footage in this quadrant, a theater site would also be available for sale. This site should have a value of \$50,000. Thus, total resale value of the sites would amount to about \$2,650,000.

Improvements made on the land were previously estimated at \$14.50 per square foot.^{2/} The estimated improvement value in this quadrant is calculated at \$2,900,000 for retail and associated facilities and approximately \$120,000 for the theater.

Total value of land and improvements in this quadrant would amount to \$5,870,000. Under an assessment policy of assessment value equaling 25 percent of market value, this amount would represent an assessed value

1/ For explanation of this approach to the determination of the resale value, see pages 16 & 18; the discussion of Commercial Development.

2/ See page 17.

of \$1,467,500. This figure compares to an existing assessed value of \$413,260. Currently property taxes generated by the present assessed value are approximately \$6,500.(based on a rate of 1.58 per \$100). Property taxes generated by the proposed development of the Northeast quadrant would more than triple to \$23,200.

The estimated annual sales tax revenue which will result from the Northeast quadrant when the shopping complex is completed is approximately \$100,000. The amount is approximately double that presently generated by the entire Garvey-Garfield area today.

Briefly summarized, the costs and benefits in terms of revenue return for the Northeast quadrant are:

Estimated cost of land and improvement for acquisition	\$2,700,000 ^{1/}
Estimated return from sale of building sites	2,700,000
Estimated annual property tax return to city (land improvements only)	23,000
Estimated annual sales tax return to city	100,000

1/ Demolition and administrative costs not included.

REVENUES AND EXPENDITURES IN
THE CITY OF MONTEREY PARK

Public financing will certainly play an important role in the improvement programs for the North Area and for Garvey-Garfield. Included is a brief analysis of the City's revenue and expenditures patterns to establish the City's fiscal status and its bonding capacity. From this information future revenue patterns have been projected and the probable financial resources available to finance the necessary capital improvements in the North Area determined.

Tables 10 and 11 show, respectively, revenues and expenditures by selected categories for the City of Monterey Park for the past seven fiscal years. These points are pertinent:

Revenues

1. Total revenues have increased from the 1960-1961 level of \$2.1 million to over \$3.4 million by 1966-1967. This represents an overall increase of approximately 62 percent.
2. In contrast to the overall increase of 62 percent, it is noted that property taxes, the most important single item, have increased only 48 percent in the seven-year period under analysis.
3. Two major revenue classifications have either remained static or declined in the past seven years. Charges for current services have remained relatively constant, while funds from licenses and permits have dropped from a high of almost \$152,000 in 1961-1962 to a low of about \$126,000 in the current fiscal year.
4. Sales and use taxes as well as gas taxes have increased significantly in recent years--well above the overall average increase of 62 percent. State motor vehicle in lieu tax has shown a steady increase each year, keeping pace with overall revenues.

Expenditures

1. As would be anticipated, total expenditures have increased steadily each year.
2. Five major classifications have exhibited similar steady upward trends--general government, up 70 percent; public safety, up 60 percent; library service, up 50 percent; parks and recreation, up 62 percent; and employee retirement, up 69 percent.
3. Expenditures for public works have more than doubled in the seven-year period, with the major increase occurring in the current fiscal year, 1966-1967.

Table 10

REVENUES TO THE CITY OF MONTEREY PARK

Year	Property Taxes	Sales and Use Taxes	Other Taxes	Licenses and Permits	Gas Tax	State Motor Vehicle in Lieu Tax	Revenue from Other Agencies	Charges for Current Services	Other Revenues ^{1/}	Total
1960-1961	895,615	\$ 328,229	\$ 39,965	\$146,023	\$ 71,714	\$ 199,147	\$ 14,912	\$ 219,384	\$ 187,003	\$ 2,101,992
1961-1962	985,030	348,717	42,619	151,888	193,294	217,945	18,520	193,555	243,467	2,395,035
1962-1963	1,107,710	371,358	47,275	126,153	150,030	242,885	22,254	201,039	186,168	2,454,872
²³ 1963-1964	1,159,602	408,598	44,135	128,861	345,408	279,315	19,836	224,686	234,774	2,845,215
1964-1965	1,192,023	437,702	61,041	137,082	418,569	295,752	32,270	235,754	259,570	3,069,763
1965-1966	1,265,479	503,693	56,655	129,761	388,974	315,771	34,338	232,413	366,268	3,293,352
1966-1967 (est.) ^{2/}	<u>1,330,550</u>	<u>585,000</u>	<u>59,000</u>	<u>125,500</u>	<u>501,000</u>	<u>320,000</u>	<u>35,000</u>	<u>219,536</u>	<u>236,700</u>	<u>3,412,286</u>
Total	\$7,936,009	\$2,983,297	\$350,690	\$945,268	\$2,068,989	\$1,870,815	\$177,130	\$1,526,367	\$1,713,950	\$19,572,515

^{1/} Excludes water utility fund.

^{2/} As of May 1967.

Sources: Wilsey & Ham and Economics Research Associates.

Table 11

EXPENDITURES OF THE CITY OF MONTEREY PARK

<u>Year</u>	<u>General Government</u>	<u>Public Safety</u>	<u>Public Works</u>	<u>Capital Development</u>	<u>Library Service</u>	<u>Parks and Recreation</u>	<u>Employee Retirement</u>	<u>Total before Debt Service</u>	<u>Debt Service</u>	<u>Grand Total</u>
1960-1961	\$ 223,998	\$ 751,412	\$ 461,862	\$ 30,341	\$112,920	\$ 141,794	\$101,710	\$ 1,824,037	\$117,863	\$ 1,941,900
1961-1962	265,949	803,366	469,087	81,463	90,814	145,816	119,877	1,976,372	97,485	2,073,857
1962-1963	262,856	877,714	587,595	74,876	114,776	163,522	124,709	2,206,048	89,714	2,295,762
1963-1964	291,124	990,165	617,388	192,984	126,330	170,359	133,077	2,521,427	92,201	2,613,628
1964-1965	332,681	1,084,899	634,682	530,016	135,284	190,114	117,926	3,025,602	84,463	3,110,065
1965-1966	358,801	1,170,823	684,538	398,512	147,625	212,116	159,611	3,132,026	67,894	3,199,920
1966-1967 (est)	<u>380,555</u>	<u>1,205,450</u>	<u>959,998</u>	<u>275,820</u>	<u>169,315</u>	<u>228,820</u>	<u>171,377</u>	<u>3,391,335</u>	<u>65,575</u>	<u>3,456,910</u>
Total	\$2,115,964	\$6,883,829	\$4,415,150	\$1,584,012	\$897,064	\$1,252,541	\$928,287	\$18,076,847	\$615,195	\$18,692,042

Sources: Wilsey & Ham and Economics Research Associates.

4. Having reached a high of \$530,000 in 1964-1965, capital development expenditures have declined to about half that amount currently. During the current fiscal year, this category will account for about 8 percent of total City expenditures. If the gap between total revenues and total expenditures continues to narrow, and the City is forced to spend most of its revenues for operations, the decline in expenditures for capital development can be expected to continue.
5. Expenditures for debt service have declined markedly since 1961-1962. This highlights the fact that the City has not undertaken additional general obligation bonds, electing rather to retire those bonds currently outstanding. It should be noted that as of the end of the current fiscal year, the City will have outstanding \$500,000 in general obligation bonds. These will be retired by 1981-1982. Based on assessed values totaling approximately \$85 million, the City currently has the legal capacity to increase this indebtedness by over \$12 million.

REVENUE EFFECT OF PROPOSED RESIDENTIAL
AND COMMERCIAL DEVELOPMENT IN THE
NORTH AREA, 1968-1985

Table 12 shows the total additional revenue that will be available to the City of Monterey Park as a result of the forecasted residential and commercial development. Three major revenue benefits accrue to the City as a result of such activity:

1. Increased assessed values and, therefore, increased property taxes.
2. Additional sales tax revenue as a result of increased retail sales.
3. Subvention from the state of California for gas tax and motor vehicle in lieu tax, estimated at \$13.00 per year per person.

It is important to understand that Table 12 shows revenue effects on an incremental basis. The schedule represents revenue over and above what is already being collected.

The cumulative increase in assessed value grows slowly in the formative years but gains momentum quickly in the 1970's. This assumes that the first increment of commercial activity will occur in the 1971-1972 period. It can be seen that property tax revenue, just on the basis of new residential and commercial construction, grows to over \$335,000 each year by 1985. Sales tax revenue, a major source of funds to the City, grows quickly, leveling off at roughly \$250,000 each year by 1981.

Table 12 shows that, overall, by 1985 the City can realize a total of \$6.4 million of additional revenue as a direct result of expanded residential and commercial activity in the North Area. Assuming that approximately 35 percent of these additional funds would be earmarked for service functions to accommodate increased population, a total of about \$4.2 million would be generated in this 18-year period for capital development programs. Even if 50 percent of additional revenues are required for servicing the increased population, over \$3 million would be generated by the increased development in the North Area.

In the past the City policy generally has been to allocate that portion of revenue for capital improvements which was over and above that required for general City operation. If this policy were to be continued over the period of the planning program, little, if any, of the new revenues generated in the North Area would be available for capital improvements. In view of the present deficits in North Area improvements especially in park lands and in view of the projected need for additional improvements over the next twenty years, a new and distinct policy of allocation of a significant portion of the North Area tax revenue to provide the necessary capital improvements is essential. Without such a policy, the ability of the City to accomplish the necessary improvements in the North Area from City revenues appears open to serious question.

There is no intent to suggest that specific revenues generated within the North Area should be earmarked for expenditure in the North Area. Rather the intent is to indicate that the development in the North Area will generate additional revenues and that these revenues can offset costs of the necessary capital improvements. The primary purpose of the revenue projections is to provide a basis of comparison with the costs of the capital improvements indicated in the Capital Improvements Program.

Table 12

REVENUE EFFECT OF PROPOSED RESIDENTIAL AND COMMERCIAL
DEVELOPMENT IN THE NORTH AREA, 1968 THROUGH 1985

Fiscal Year Ending	Cumulative Increase in Assessed Values (thousands)	Property Taxes at \$1.58 per \$100 of Assessed Value	Additional Sales Tax Revenue	Subvention from State of California for Gas Tax and Motor Vehicle in Lieu	Total Additional Revenue	Amount Available for Capital Development ^{1/}
June 30, 1968	\$ 269.0	\$ 4,250		\$ 3,250	\$ 7,500	\$ 4,875
1969	538.0	8,500		6,500	15,000	9,750
1970	807.4	12,757		10,400	23,157	15,052
1971	1,675.9	26,479	\$ 42,700	14,040	83,219	54,092
1972	2,544.4	40,202	87,925	17,680	145,807	94,775
1973	3,114.7	49,212	105,525	21,320	176,057	114,437
1974	3,685.0	58,223	123,125	24,960	206,308	134,100
1975	4,255.2	67,232	140,725	28,600	236,557	153,762
1976	5,885.1	92,985	158,325	43,680	294,990	191,744
1977	7,515.0	118,737	175,925	58,760	353,422	229,724
1978	9,144.9	144,489	193,525	73,840	411,854	267,705
1979	10,774.8	170,242	211,125	88,920	470,287	305,687
1980	12,404.7	195,994	228,725	104,000	528,719	343,667
1981	14,370.9	227,060	250,000	122,200	599,260	389,519
1982	16,084.8	254,140	250,000	140,400	644,540	418,951
1983	17,798.7	281,219	250,000	158,600	689,819	448,382
1984	19,512.6	308,299	250,000	176,800	735,099	477,814
1985	21,226.7	335,382	250,000	195,000	780,382	507,248
Total		\$2,395,402	\$2,717,625	\$1,288,950	\$6,401,977	\$4,161,284

^{1/} Assumes 35 percent of total additional revenue must be used for service functions, leaving 65 percent for capital development programs.

Source: Economics Research Associates.

COST ESTIMATES & PRELIMINARY CAPITAL IMPROVEMENTS PROGRAM

As part of the detailed studies of the North Area and the Garvey-Garfield Area, a series of recommendations regarding capital improvements programming for the North Area have been developed by the consultants. In developing the preliminary capital improvements program, an initial estimate of the costs of the various public facilities which are necessary or proposed was made. These preliminary estimates serve two purposes: first, each project can be tentatively evaluated in terms of its contribution to the community in relation to its cost; second, the costs become an element of the preliminary capital improvements program for the North Area.

Note that costs are expressed in current dollars. As with the City revenue projections, no attempt has been made to account for possible land value increases or inflationary increases. The cost estimates for the various projects are included in the capital improvements program.

An appropriate time period for inclusion in a capital improvements program is generally accepted as seven to ten years. The capital improvements program prepared for the North Area is for a ten-year period. We must emphasize that this program is the North Area portion of the City of Monterey Park only. While we have attempted to work in the context of the total City in developing the program for the North Area, this program can be and should be incorporated in a capital improvements program for the entire City.

There is substantial reason for dealing with the North Area separately to this point and even in the future, however. First, it is the area of greatest deficiency in public facilities in the City at present; and second, it is the area which will absorb a significant part of the future population increase of the City. Under optimum conditions, the North Area population will double by 1985. It is incumbent, therefore, for the City to tackle the problems of this area in a direct and immediate manner.

Cost Estimating Techniques

In the development of the necessary cost estimates for the various capital projects, several different cost estimating techniques have been used. In general, the capital improvements program contains footnotes which indicate the basic approach for each project. In some instances, however, a more detailed description is necessary.

Street Widening and Extensions. The cost of land acquisition is included if land acquisition is necessary in each of the street widening or cut through projects. The estimated acquisition costs are based on assessed valuations obtained by the City from the County Assessor. Because there is wide variation in assessed valuations in apparently similar properties resulting from variations in time of the appraisals, to determine market value a factor greater than four (4) has been used in a number of instances. (Normally assessed value is approximately equal to 25 percent of market value). To simplify the process of obtaining approximated fair market values for lands and improvements, the following factors have been used in dealing with assessed valuations.

<u>North Area location *</u>	<u>factor</u>
northwest area	4
northeast area	6.5
southeast area	6.5
southwest area	6.5

(* Note: Garvey and Garfield Avenues separate the North Area into four areas).

The cost estimates do contain estimates of severance where the particular situation appears to indicate such cost would be incurred as a result of partial acquisition of a building. No allowance is contained in the estimates for the acquisition of a business operation or inventory if any were involved. The estimates are for the acquisition of land and improvements only. No relocation payments are included in the cost estimates.

Park Lands Acquisition and Development

For purposes of estimating the cost of acquisition of the park lands contained in the North Area Plan, a basic land value figure of \$2.00 per square foot is used. This figure is based on the determinations made during the course of the study program of the average price currently being paid by developers and builders for lots containing older homes. The price includes land and improvements.

No allowance is made for increasing land values during the twenty-year time period of the Plan or over the ten-year time period of the capital improvements program. Undoubtedly as population increases and demand for land development mounts, land values will increase. This fact emphasizes the need for early action in the acquisition of land necessary for park development.

Civic Center. Acquisition costs for the expansion of the Civic Center are based on current market value as established by multiplying assessed valuations by the factor of 6.5 discussed above under "street widening". Only that portion which is designated as Civic Center is included in the Civic Center cost estimates. That proposed for an expansion of Barnes Park for park purposes is included under "parks". The existing Civic Center and Barnes Park together occupy 14 acres. The proposed Civic Center, including park lands, is 28 acres. Of this acreage, approximately 20 is considered park land, and 8 acres is considered as civic center area.

The estimated cost of acquisition, including land and present improvement, exceeds \$500,000. Site development costs for the park portions of this site are considered within the cost estimates for park land development. Cost estimates for the development of the Civic Center portion of this site are not included since such costs should be included in the cost estimates of any proposed buildings.

Establishing Priority for Capital Improvements in Capital Improvements Programs.

In establishing the list of projects necessary at present or in the future, a three-step procedure has been used. First, a complete list of long term capital projects for the North Area was prepared. This list contained all projects which were considered long term capital improvements. Second, some functional grouping was necessary to indicate the need for or importance of similar projects (e. g. all street projects listed first, second, third, etc. in order of need or importance). In this step, projects in which timing or coordination with other projects or programs is an important factor were identified and their relative timing noted. Third, the probable cost of each project is established and a judgment is made of how each project may be financed if known, particularly for those projects which may be funded from earmarked funds. While available of funds should not normally establish priority for a project in a new capital improvements program, in the case of earmarked monies, the determination of which projects may be eligible for such funds helps to reduce the complexity of the task of assigning priority.

In assigning priorities for projects within the North Area, the following considerations in the following sequence have determined priorities in a significant degree.

1. Correction of existing deficiency. Where a present deficiency as determined by applying the City's accepted or previously applied standards, projects which reduce or correct this deficiency have first priority.

2. Replacement of inadequate facilities. Where a facility is functioning significantly below need either due to obsolescence or inadequate capacity, replacement is considered next in importance.

3. Provision of new facilities required to meet requirements of expanding population or new facilities desired but not presently provided. As population expansion occurs in the North Area, additional facilities will be required to maintain the City's standards, particularly where those standards are based on population size. In some instances new facilities not presently available in the community at all may be desired and these are of the third order of importance.

One exception exists to the above priority system which has validity and should be considered as the City builds experience in following the proposals of the North Area Plan. Earlier acquisition of land, either in advance of need or intention to develop, or both, may result in a substantial cost saving. As population increase occurs in the North Area, increases in land values will occur; development may also be undertaken by private individuals on sites needed for public purposes. Early acquisition when possible could reduce land acquisition costs.

The Capital Improvements Program

The capital improvements program for the ten-year period 1967-1977 is contained in Table 13 in the following pages. The program includes those North Area capital improvements which are necessary to development of the Area. Each improvement is given a project designation and a preliminary cost estimate of the entire project expressed in 1966 dollars is provided. For that portion of the total project which is to be accomplished within the ten-year capital improvements program, an estimate of the ten year program cost is given. This is followed by a brief statement of the project standard (size, dimension, etc.) and a recommended timing of that portion of the project to be accomplished in the ten year program. Finally, possible assignment or sharing of the costs of the project is indicated.

Table 13

CITY OF MONTEREY PARK: PRELIMINARY CAPITAL IMPROVEMENTS PROGRAM FOR THE NORTH AREA

Project	Preliminary Estimate of Total Project Cost	Preliminary Estimate of 10-yr. Program Cost	Description size dimension or standard	Timing	Possible Assignment of 10-year Program Cost					
					City	County	State	Federal	Private	Other
STREETS:										
<u>Garfield</u>	<u>\$2,400,000</u>									
Garvey to Emerson	950,000	\$950,000	110' wide	1968-69	x	x	x		x	
Garvey to Newmark	610,000	610,000	110' wide	1969-70	x	x	x		x	
Emerson to Hellman	420,000	420,000	100' wide	1971-72	x	x	x		x	
Graves to Newmark	420,000	420,000	100' wide	1972-75	x	x	x		x	
<u>Garvey median landscaping</u>	<u>33,500</u>									
Atlantic to Garfield	15,000	15,000		1973	x				x	
Garfield to Alhambra	7,500	7,500		1975	x				x	
Alhambra to New	11,000	---		1980	x				x	
<u>Atlantic median landscaping</u>	<u>25,800</u>									
Hellman to Garvey	13,800	13,800		1970	x	x			x	
Garvey to Harding	12,000	---		1980	x	x			x	
<u>Graves cut through</u>	<u>160,800</u>									
Cecil to Garfield										
land acquisition ^{1/}	105,000		900' @ 80' wide		x					
improvement	55,800									
<u>Emerson correction at Ynez</u>	<u>10,000</u>									
land acquisition										
improvement,										
400' @ 25'/l. f.	10,000	---	realignment	1980						
<u>New Avenue Widening</u>	<u>396,000</u>									
acquisition: not determined, cross-section			5280' long.							
subject to volume estimate by LARTS			84-100' wide		x					
improvement,										
5280' @ 75'/l. f.	396,000	37,500	connection to	1970		x				
			Graves							
<u>Baltimore cut through</u>	<u>319,000</u>	<u>200,000</u> ^{2/}	64' right-of-way	1976 (acquisition	x	x				
				right-of-way						
				only)						

^{1/} includes only that portion east of Garfield; portion west of Garfield is included in civic center land.

^{2/} acquisition costs.

Table 13 (continued)

Project	Preliminary Estimate of Total Project Cost	Preliminary Estimate of 10-yr. Program Cost	Description size dimension or standard	Timing	Possible Assignment of 10-year Program Cost					
					City	County	State	Federal	Private	Other
Streets (continued)										
<u>Ramona median</u> (civic center axis mall, 900' @ 6/l. f.)	\$ 5,400		10' landscaped	1980	x			x		
<u>Harding widening</u>										
Garfield to McPherrin land acquisition	140,000		64' wide	1980	x					
improvement	56,000	---								
McPherrin to Atlantic land acquisition	84,000	---	64' r. -o. -w.	1980	x					
improvement	98,000	---								
	28,000									
	70,000									
<u>Lincoln realignment</u> at Garvey	130,000	---	align & improve 500 l. f.	1980	x					
PARKS										
Northwest quadrant	4,630,000	\$1,940,000								
	745,000 ^{3/}	410,000	3.2 acres	immediately						
			1.0 acres	1967 - 75						
			3.4 acres	1975 - 85						(City of
			7.6 acres		x		x			Alhambra)
Northeast quadrant	1,785,000 ^{3/}	795,000	6.0 acres	immediately						
			2.1 acres	1967 - 75						
			10.1 acres	1975 - 85						(City of
			18.1 acres		x		x			Alhambra)
Southwest quadrant	835,000 ^{3/}	---	8.5 acres	1975 - 85	x		x			x " "
Southeast quadrant	1,265,000 ^{3/}	735,000	5.7 acres	immediately						
			1.8 acres	1967 - 75						
			5.4 acres	1975 - 85						
			12.9 acres		x		x			
CIVIC CENTER ^{4/}										
land acquisition ^{5/}	1,325,000	600,000	4 acres	1970						
		library: 150,000								
city hall ^{4/}	725,000	city hall: 150,000		1970	x		x	x		

^{3/} based on estimated acquisition cost of \$2/s. f., plus \$0.25/s. f. for improvements
^{4/} the civic center performs a city-wide function and should not be considered solely a North Area improvement.
^{5/} site as recommended in North Area Plan does not include portion to be acquired for park use.
^{6/} based on estimated acquisition cost of \$3/s. f.

APPENDIX

GARVEY-GARFIELD ASSESSED VALUATIONS

Northwest quadrant	471,410
Northeast quadrant	413,260
Southwest quadrant	270,940
Southeast quadrant	305,860

Total 1,461,470

NORTH AREA ASSESSED VALUATIONS

By Study Area

1.	---
2.	---
3.	1,321,180
4.	1,291,900
5.	1,114,460
6.	1,591,670
7.	1,642,430
8.	1,244,830
9.	1,200,130
10.	1,402,980
11.	1,068,949
12.	814,310
13.	1,621,390
14.	1,368,740
15.	1,263,340
16.	1,447,800

Total 19,394,109

By Area

Northwest	5,593,390
Northeast*	5,216,190
Southwest*	2,990,130
Southeast*	4,594,399

Total 8,394,109

Note: * not included - study areas in Alhambra

Source: City of Monterey Park