

Interregional, Regional, Metropolitan Parkways

Presenting

Plans and Factual Data

In Support of

A System of Parkways

For The

Los Angeles Metropolitan

Area

LOS ANGELES METROPOLITAN
PARKWAY ENGINEERING COMMITTEE

(Official)

To the Honorable Randolph Collier,
Chairman, Joint Fact Finding Committee
on Highways, Streets and Bridges,
California Legislature,
Sacramento, California.

Dear Sir:

Your letter of February 21, 1946 addressed to the Mayor of each city in Los Angeles County, the Los Angeles County Board of Supervisors and the Los Angeles City Council has informed them that your committee plans to meet in Los Angeles during the week of April 1, 1946 and requests official presentation of the highway, road and street problems of all cities and unincorporated areas of Los Angeles County. In accordance with this request it is expected that each city and the County will present data as to their local street and highway problems during the time of your meetings in Los Angeles.

The paramount highway need of the Los
Angeles Metropolitan area of Los Angeles
County, however, is the establishment and
progressive construction of a system of grade
separated parkways or limited access highways
integrated with the local existing street and

highway system to provide the backbone of the transit and transportation system of this area. Such a system overlaps the political boundaries of any one agency and is a common problem of pressing concern to each political entity. There is therefore hereinafter included a unified presentation of the Interregional, Regional and Metropolitan Parkways which it is unanimously agreed are urgently needed at the present time and in the future to serve the transportation requirements of this area.

Much research and study into the traffic and transit requirements of this area has been done in the past and considerable progress is actually being made, within the limits of available funds, toward the construction of the first units of the parkway system. In 1939 the Transportation Engineering Board, an official board of the City of Los Angeles, presented

a proposed parkway system as the basis of the ultimate transit system for this area. This plan was adopted in 1941 by the Los Angeles City Planning Commission, with minor additions, and enlarged in 1943 by the Los Angeles County Regional Planning Commission to include the needs of the entire County. Many civic organizations have consistently supported the official bodies in advancing the program of parkway construction.

In 1944 the Los Angeles Metropolitan Parkway Engineering Committee was formed for the purpose of advising the California Major Highway Development Committee. It was composed of city and planning engineers of the City of Los Angeles, the County, and the cities immediately adjoining Los Angeles. The committee compiled a parkway plan from former official plans for the Los Angeles Metropolitan Area which was unanimously adopted by said Committee on October 2, 1944. Early in 1946 this Committee was expanded by invitation to include engineering representatives of all cities within Los Angeles County, and thereafter, on February 7, 1946 the plan adopted in October 1944 was unanimously approved by the expanded committee.

The following data, based entirely on this approved plan, were prepared by the Los Angeles Metropolitan Parkway Engineering Committee.

The undersigned, representing all political subdivisions of this area, respectfully request your consideration of the following data and urgently recommend that adequate provision be made to expedite the construction of the vitally needed parkway facilities of this area.

Very truly yours,

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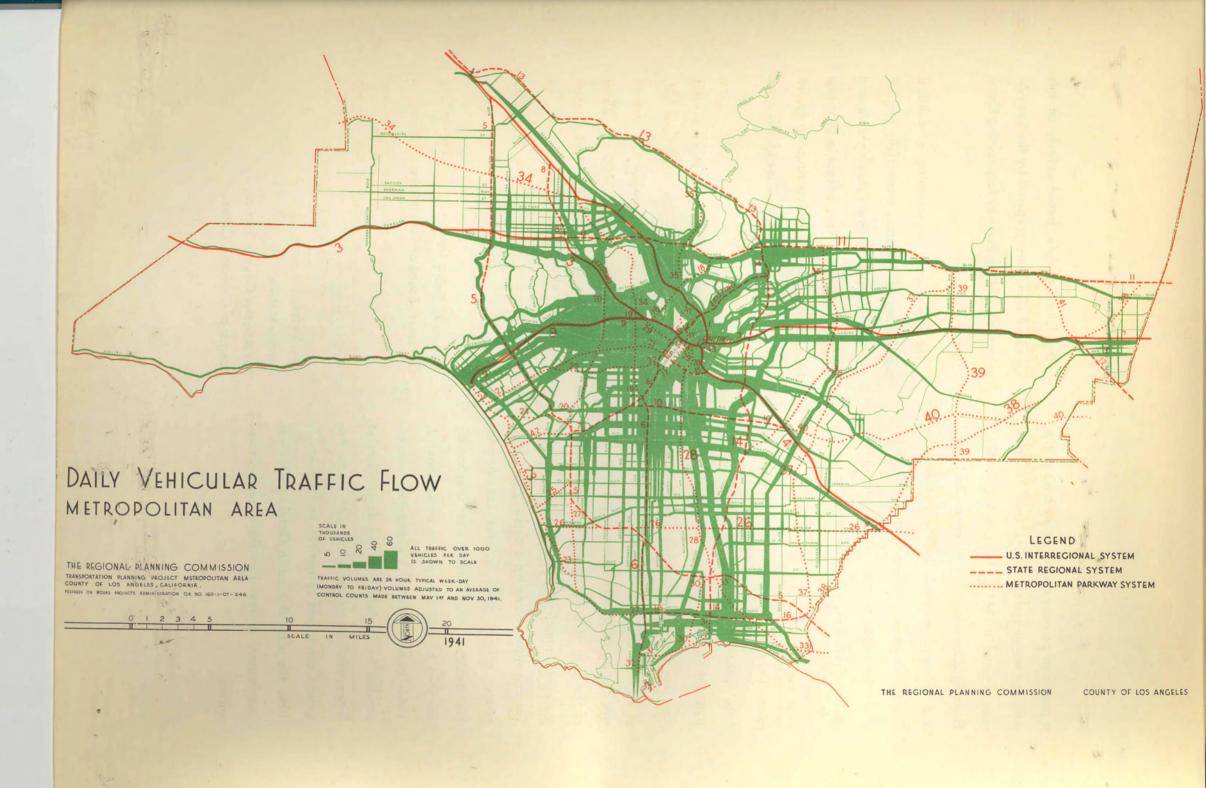
Fletcher Bowron
Mayor, City of Los Angeles

William a. Smith

William A. Smith
Chairman, Board of Supervisors

H. Steles

H. I. Stites,
Representative,
Los Angeles County Section,
League of California Cities



Existing Street and Highway System

In Los Angeles County in 1941, State Highways totaled 880 miles, Major Streets 3,000 miles, Local Streets 5,000 miles and unimproved streets 4,000 miles. These totals include the City streets also.

The above figures provide a total mileage of 12,880, for which the cost was \$404,000,-000. In the order of magnitude the Major Streets come first with a cost of \$240,000,000; the Local streets cost \$100,000,000; the portions of State Highways cost \$44,000,000, and the unimproved streets \$20,000,000.

A summary of street mileage for the City of Los Angeles shows 3.96 per cent State Highways both primary and secondary; 19.10 per cent major streets; 64.65 per cent local streets; and 12.29 per cent alleys, trails and walks.

The corresponding totals in mileage are 215.4; 1,039.7; 3,518.4; 668.7; or a grand total of 5,442.2, the construction cost of which amounted to \$248,315,466.

Various types of improvement were used including asphalt, concrete, rock and oil, oiled, and dirt. By percentage the order of magnitude of these types is 27.20 dirt; 25.66 rock and oil; 20.98 concrete; 17.88 asphalt and 8.28 oiled; the corresponding mileage being 1,480.4; 1,396.3; 1,141.7; 972.9 and 450.9.

Both the above figures for cost for the City and for the County are for construction, to which must be added land and right-of-way costs. A figure of the order of \$600,000,000 has been frequently quoted as the amount we have invested in the surface system.

IN 1945, AUTOMOBILE ACCIDENTS IN LOS ANGELES COUNTY CAUSED 1042 DEATHS.

Failure to Solve Problem

Efforts to solve the traffic problem have been directed mainly to augmenting extent and capacity of the surface street system. In spite of large expenditures streets are inadequate to properly accommodate present traffic and entirely inappropriate for the heavy increases of traffic of the early future.

The existing streets are not designed to meet the needs of modern automotive traffic. Interests of property service and moving traffic cannot successfully be met on the same roadway, the two being basically different. Traffic to and from abutting properties, parking, frequent street intersections with their cross traffic and turning movements, signals at frequent intervals, all obstruct the free flow of traffic, cause delays, vehicle accidents, and hazards to pedestrians. Major streets supposed to be constructed for the fast through traffic, soon become just business

streets, and such through traffic as manages to use them reduces the effective use of frontage for both business and residential purposes.

Traffic and transit problems are closely related. It is not only necessary to provide street and highway capacity much greater than now exists, but it is also necessary to provide more convenient, more frequent, faster and safer public transit service.

In addition, the trend of transit is toward increased use of buses, industrial and commercial use of trucks is on the increase, all of which means that the great need is for mixed traffic expressways or parkways not only in the more remote sections of the area, but predominantly so right through our cities and towns. We should be ready to meet this demand with the help of State and Federal appropriations.

Why the Los Angeles Metropolitan Area Needs a Parkway System

A parkway is a highway to which abutting properties have limited rights of ingress and egress. Traffic can enter and leave only at specially designed connections with major streets, varying from 1/4 to 1/2 mile apart. Individual roadways, separated by a continuous dividing strip, are provided for each direction of travel. Crossings and left turns at grade are eliminated by bridges and ramps, thus making traffic signals and stops unnecessary. Right of way is sufficiently wide to permit effectively landscaped borders. Such highways can be traveled with speed, comfort and safety. These elements are lacking in the present street system.

While parkway construction is often more expensive per mile than a substantial widening of a business thoroughfare, it is much cheaper in results. A single lane of parkway roadway will carry 1500 cars per hour at average speeds of 35 to 40 miles per hour, compared with 500 to 700 cars per hour at average speeds of 15 to 20 miles per hour for the surface street traffic lane. The capacity of a parkway will not be reduced by the encroachments of parking, cross traffic, etc. A parkway is a permanent traffic investment.

Traffic density grows with the population of a city and speed of surface vehicles becomes progressively slower. A solution which will minimize these limitations is a facility which will serve all riders, both those who use public transit vehicles and those who travel by automobiles.

The parkways of the Los Angeles Metropolitan Area are proposed to provide the major elements of a rapid transit bus system. The use of the parkways by express buses will more than double the passenger carrying capacity of the parkways, thus doubling their economic value to the area. They will provide rapid transit service for the area at a small fraction of the cost of any type of separate rapid transit system.

The Los Angeles Metropolitan Area urgently needs a System of Parkways to meet the present heavy traffic flow, to provide the rapid transit elements of the mass transit system, and to provide the additional capacity which the continually growing area will demand.

United States Interregional Highway System

The National Interregional Highway Committee rendered its report to the President in January 1944 recommending the designation and improvement to high standards of a national system of highways, 33,920 miles in length and linking together all cities of 300,000 or more population. It was recommended that all urban sections of the System be built to

standards of design which agree closely with the standards proposed to be used for all parkways in the Los Angeles Metropolitan Area.

Routes I to 4, inclusive, and Route 9 shown on the map on page 8, are integral part of the recommended system. Estimates of mileage and costs including land acquisition and construction are shown below:

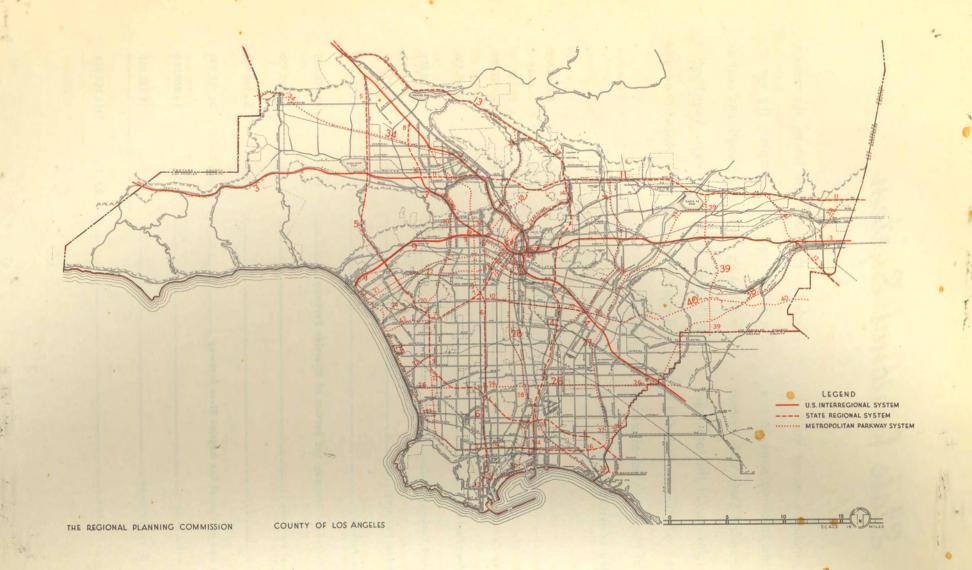
Rous		Length in Miles	Estimated Cost
1	San Fernando Parkway and portions of Riverside Parkway and Los Angeles River	26.1	\$ 31,678,000
2	Ramona Parkway (excluding existing portion)	29.4	27,800,000
3	Portions of Ventura (Riverside) Parkway and Hollywood Parkway (excluding existing portion of the latter)	39.0	66,366,000
4	Santa Ana Parkway	12.8	14,650,000
9	Portion of Santa Monica Parkway	11.0	25,500,000
	Totals	118.3	\$165,994,000

State Regional System

Routes 5 to 16, inclusive except Route 9, shown on map on the following page, form a part of the recommended State wide system of limited access highways. Of the total mileage here represented, 67 miles are included in the State Division of Highway's list of critical parkway projects the construction of which is

needed in the immediate future, the remainder being required to complete the system. The following estimates of length and cost do not include existing parkways. Construction and right of way costs are included under one heading.

Route		Length	Estimated
No.	Description	in Miles	Cost
5	Sepulveda Parkway	47.8	\$ 53,453,000
6	Arroyo Seco-Harbor Parkway	19.0	44,305,000
7	Portion of Inglewood Parkway	6.0	16,500,000
8	Portion of Hollywood Parkway	6.3	9,450,000
10	Portion of Slauson Parkway	9.5	15,775,000
11	San Bernardino (Colorado) Freeway and portion of Riverside Parkway	41.9	60,480,000
12	Portion of Temescal Parkway	4.0	4,000,000
13	Foothill Freeway	28.5	32,500,000
14	Concord Parkway and portion of Los Angeles River Freeway	26.5	39,750,000
15	Portion of Olympic Parkway	3.6	14,890,000
16	Portion of Pacific Coast Parkway	12.0	19,200,000
	Totals	205.1	\$310,303,000



SUMMARY OF LENGTHS AND ESTIMATED COSTS

	\$939,599,000
289.9 miles	463,302,000
205.1 miles	310,303,000
118.3 miles	\$ 165,994,000
	205.1 miles

Los Angeles Metropolitan System

Routes 17 to 43, inclusive, comprise all of the parkway system recommended by the Los Angeles Metropolitan Parkway Engineering Committee and not included in the Interregional and Regional Systems. The Committee, formed in 1944, and now composed of engineering representatives of all cities in Los Angeles County, gave unanimous approval, on February 7, 1946, to the complete parkway plan shown on page 8.

The following estimates include the cost of acquiring rights of way, as well as the cost of construction.

Route No.	Description	Length in Miles	Estimated Cost
17	East Bypass and portion of Riverside Parkway	6.9	\$ 29,102,000
18	Allesandro Parkway	6.1	14,105,000
19	Normandie Parkway	7.1	20,532,000
20	La Brea (Crenshaw) Parkway	9.7	27,643,000
21		12.9	28,368,000
	Portions of Olympic Parkway and Venice Parkway	7.9	13,266,000
22	Portions of Venice Parkway		
23	Ocean Parkway	2.0	2,790,000
24	Marina Parkway	4.5	6,300,000
25	Manhattan Parkway	2.8	4,125,000
26	Artesia Parkway	18.4	21,700,000
27	Portion of Pacific Coast Parkway	10.6	14,800,000
28	Long Beach Parkway.	14.8	41,600,000
29	Portion of Santa Monica Parkway	4.8	15,410,000
30	Terminal Island Parkway	5.5	14,000,000
31	Seaside Parkway and portion of Los Angeles River Freeway	5.2	16,245,000
32	Portion of Harbor Parkway	3.5	4,236,000
33	Appian Parkway	9.5	14,250,000
34	Whitnall Parkway	23.5	27,326,000
35	Glendale Parkway	8.0	16,000,000
36	Eaton Canyon Parkway and Rio Hondo Parkway	18.3	21,500,000
37	San Gabriel River Parkway	31.4	31,400,000
38	Los Coyotes Parkway	37.9	37,900,000
39	La Habra Parkway	14.8	14.800.000
40	Portion of Slauson Parkway	15.5	15,500,000
41	Portion of Temescal Parkway	5.0	5,000,000
42	Portion of Inglewood Parkway	2.3	2,904,000
43	Portion of Los Angeles River Freeway	1.0	2,500,000
	Totals	289.9	\$463,302,000

PROPOSED FREEWAY SYSTEM LEGEND - FREEWAYS - HIGHWAYS COUNTY OF LOS ANGELES, CALIFORNIA THE REGIONAL PLANNING COMMISSION - COUNTY OF LOS ANGELES

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Lack of Sufficient Funds

Why the Los Angeles Area cannot provide
Sufficient Funds for all its Capital
Improvement Needs

The question may arise as to why the Los Angeles Area cannot provide for all its capital improvement needs from local tax funds or present sources of income. In addition to the construction and maintenance of streets and highways, the cost of which it is generally conceded should be borne by some form of user tax, the local tax dollar must be used to provide water supply, sewerage, and sewage treatment facilities, flood control works, storm drains, garbage and rubbish collection, the acquisition and construction of airport facilities, schools, parks, playgrounds, beach facilities, public buildings, police, fire and health protection, and expenditure for relief.

The presentations of the various governmental agencies will clearly show that present funds available for street and highway construction are entirely inadequate for the critical highway needs of the area.

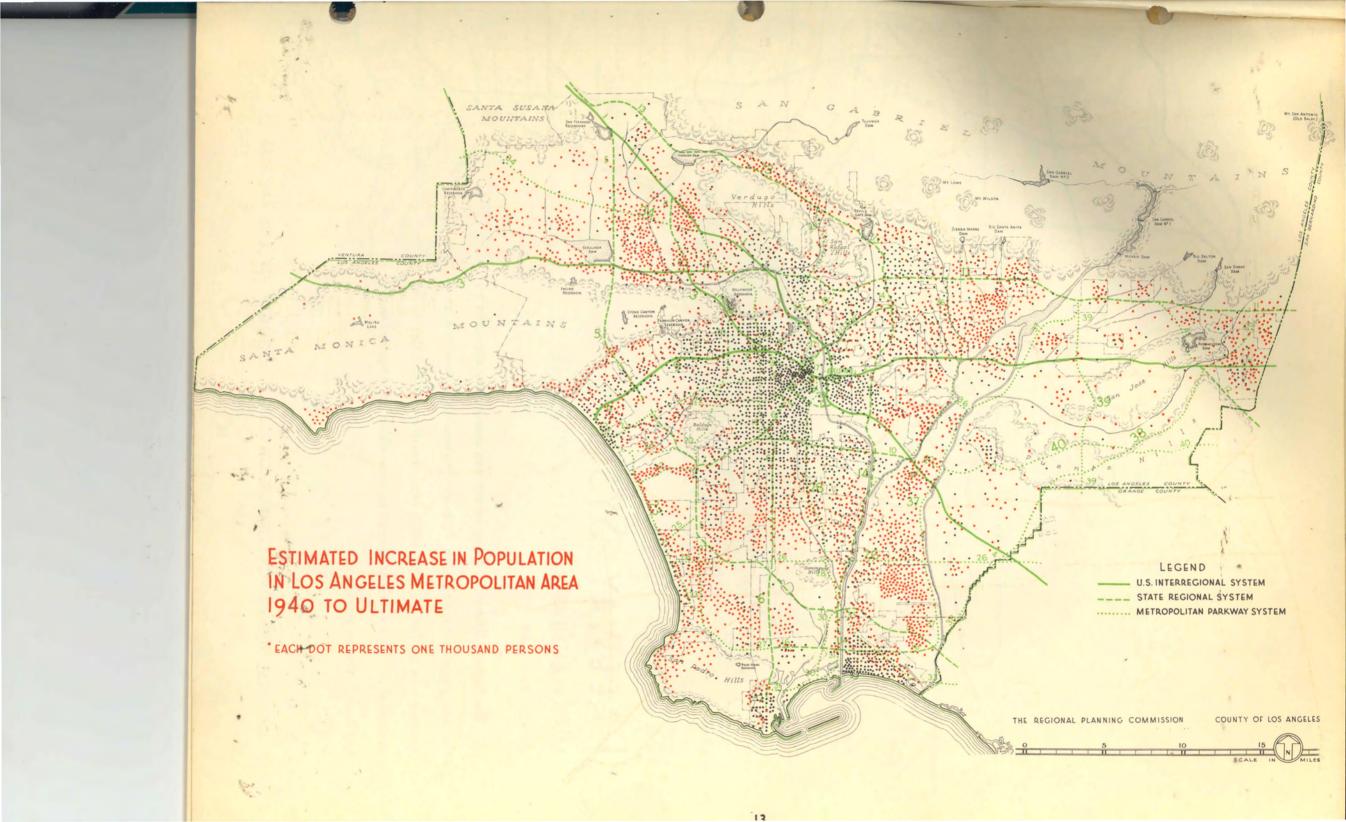
For example, in the City of Los Angeles, the critical street and highway deficiencies are \$88,552,000, exclusive of state highways and the proposed parkways, whereas the present estimated annual income available for maintenance and construction of these streets is approximately \$4,000,000, the greater portion of which is currently required for maintenance. Thus it would require a period of 30 to 40 years to accomplish even the critical program which is urgently needed at the present time. This condition is typical throughout the County of Los Angeles. The six year program of capital improvements of the City of Los Angeles, exclusive of streets and highways, is estimated at \$189,784,000, while the public works program of the County is \$411,000,000.

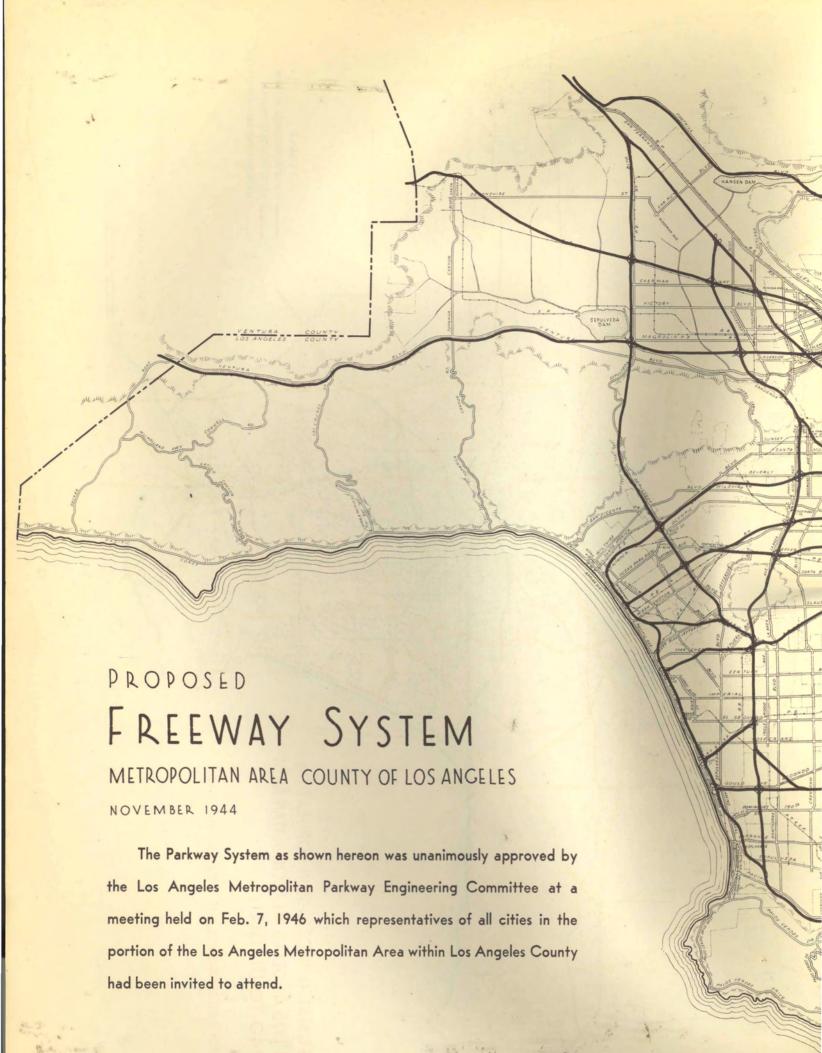
The outstanding bonded indebtedness of Los Angeles County as of December 31, 1945 is as follows:

OUTSTANDING BONDS

General County	\$ 1,107,000.00
Special Districts, total	208,494,475.21
School Districts, total	88,856,170.00
Municipalities:	
Los Angeles City	198,308,650.65
All other Cities	38,559,416.03
	\$535,325,711.89

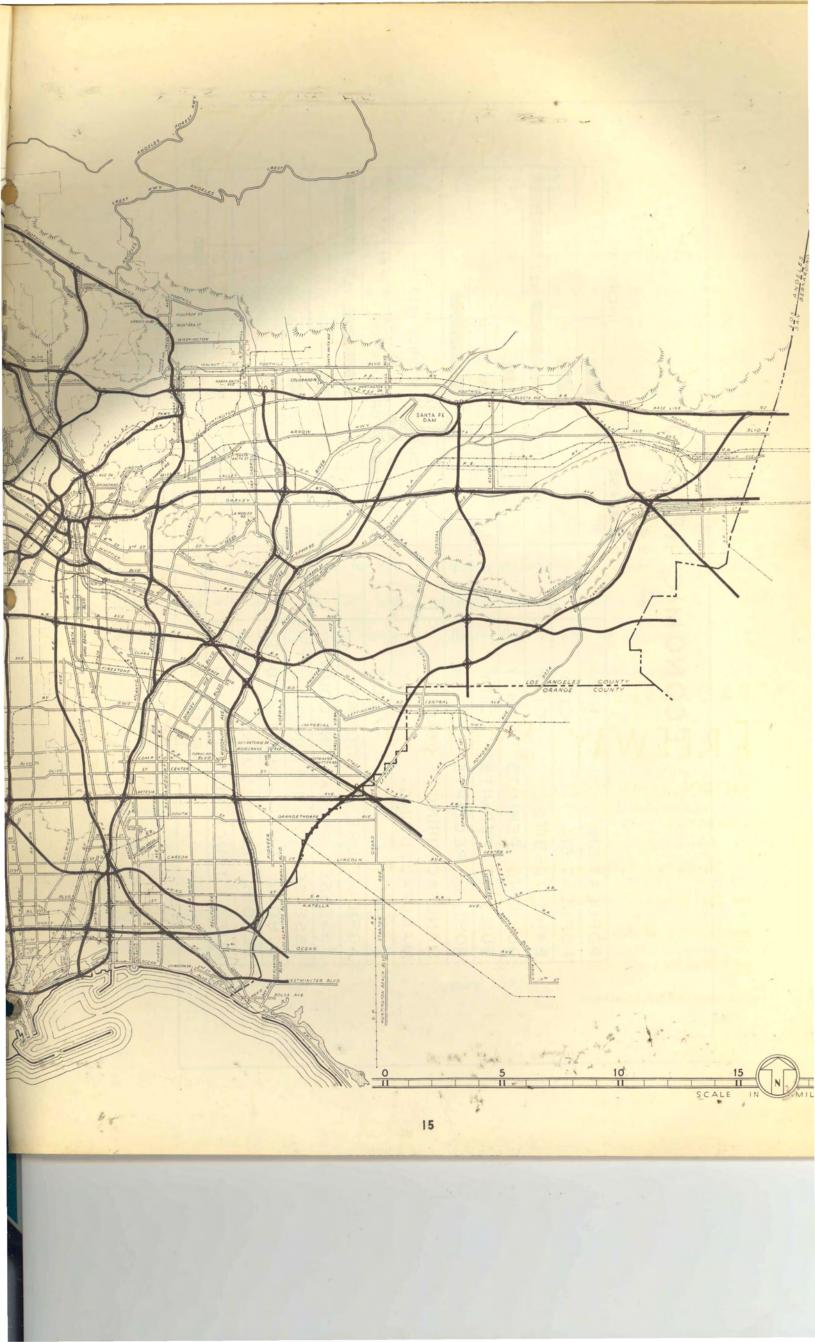






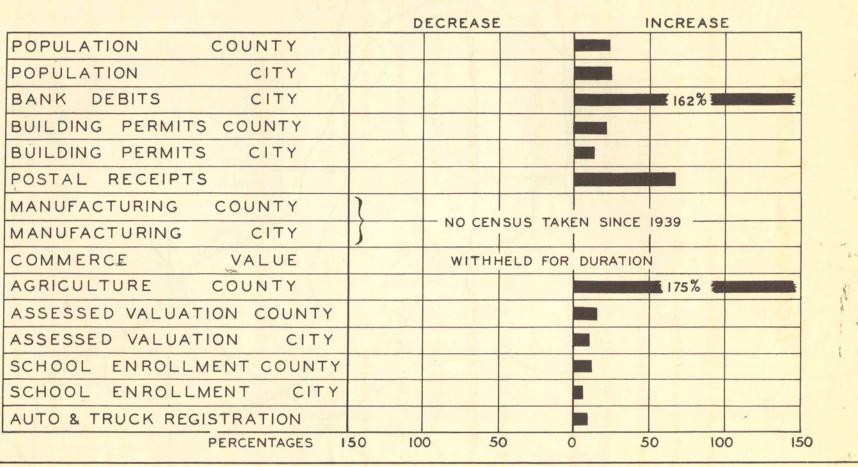
THE REGIONAL PLANNING COMMISSION

COUNTY OF LOS ANGELES



ECONOMIC RECORD

1939 - 1945



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Economic Record

An economic chart for the City and County of Los Angeles appears on the opposite page.

This is divided into 15 separate items for which the chart shows the percentage of increase or decrease for the year shown.

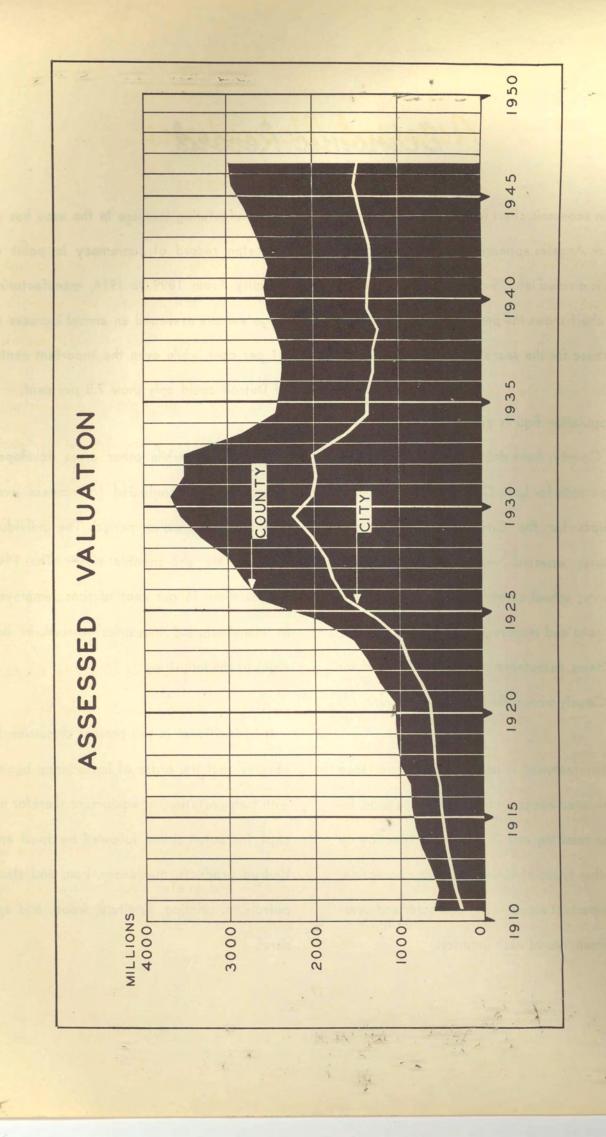
Population figures are given for both City and County; bank debits for the City; building permits for both City and County; Postal receipts for the City; agriculture for the County; assessed valuation for City and County; school enrollment City and County; and auto and truck registration. The two missing items, manufacturing for the City and for the County were withheld during the war.

Manufacturing is of increasing importance in this area because of its rapid expansion, income resulting and its favorable reaction on all other types of business. In this connection, an important aspect is the character and overall dimensions of each industry.

Manufacturing increase in the area has an unbeaten record of supremacy in point of rapidity. From 1899 to 1914, manufacturing wage earners averaged an annual increase of 11 per cent, while even the important center of Detroit could only show 7.5 per cent.

In addition, while other areas developed losses, this one continued to increase even during the depression period. The individual concerns are also sizeable affairs. The 1940 figures show 75 per cent of those employed in manufacturing industries worked in but eight of the industries.

It is significant in this present discussion to observe that the order of importance begins with transportation, or equipment therefor except for automobiles, followed by food and kindred products, machinery, iron, and steel, petroleum, printing, furniture, wood, and apparel.



Assessed Valuations

RELATION TO PARKWAY NEEDS

RELATIVE VALUE OF LANDS TO BE DEVOTED TO PARKWAY USE

The areas to be devoted to parkway use are, of course, much less in extent than those at present devoted to street and highway use.

In the westerly 900 square miles of the Los Angeles Metropolitan Area, 121/2 per cent, or 112.5 square miles, are now given to street uses. The Central Business District, some 7 square miles in extent, has 37 per cent in streets, or 2.59 square miles. This district provides the greatest tax revenue per gross acre.

In order of valuations the Central Business
District is followed by the Wilshire District,
12 square miles predominantly residential, has
29 per cent in streets, or 3.48 square miles.

Elsewhere, and this is important in considering parkways, the proportion declines more or less as the distance from the center increases.

If we construct about 600 linear miles of park-ways, we must allow for rights-of-way about 40 square miles, or 1.43 per cent of the 1400 square miles normally considered the metro-politan area. Since a large fraction of the 1400 square miles will be required for street and highway purposes when full development takes place, the amount of land needed for the park-way system will be of small consequence.

The value of the area retired from the tax rolls will be repaid many fold by the increased value of the adjacent lands made more accessible and available for intensive development.



OFF-STREET PARKING AREA



INADEQUATE TRAFFIC CAPACITY

State Route 168—Los Angeles

Terminal Facilities or Parking Areas

In considering its transportation and traffic problems, the Los Angeles Metropolitan Area has not neglected one of the most important of all the factors involved, namely, terminal facilities or parking for automobiles. Not only are the governmental agencies of the various cities within the county and the county government itself, well aware of the parking problem but in most of the important cities and business centers throughout the area, business men and their organizations have been and are taking an active part in developing common sense plans for taking care of the automobile after it arrives at its terminal point. In the Los Angeles downtown district this work has been handled primarily by the Downtown Business Men's Association, whose report entitled "Downtown Los Angeles Parking Study" will be made available to all members of the Committee. This Assocation has organized the Downtown Parking Association, a corporation which will carry out the plans mentioned below.

Downtown Los Angeles has the greatest number of off-street parking facilities to be found in any city in the country (more than 40,000 car spaces), but these facilities are barely sufficient to meet present day demands and offer no possibility of meeting all of the demands of the future. Based upon the studies outlined in the above mentioned report, the corporation has adopted a definite plan to provide 10,000 additional parking spaces within the downtown business district within the next three years.

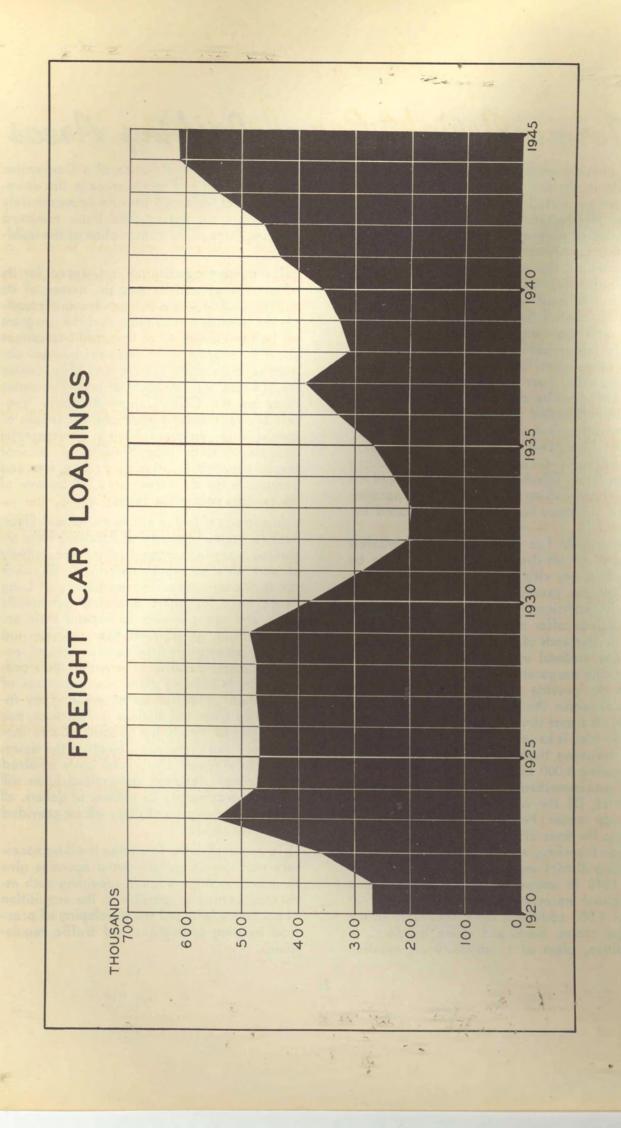
The plan is to provide these spaces through the following three methods: (1) Leasing and operating 3,000 additional open air spaces in the area immediately tributary to the business district, (2) the construction of a 2500 car garage under Pershing Square, developed along the lines of the Union Square Garage in San Francisco, and (3) the organization of a parking district under the Parking District Act of 1943 to acquire necessary property and construct necessary buildings to provide at least 4,500 additional car spaces close to the major stores, banks and office buildings. In addition, plans of a subsidiary organization

provide for the construction of a Convention Hall auditorium and sports arena in the downtown district which will provide approximately 3,000 more car spaces than those removed from use through the construction of the building.

The parking corporation is financed for its initial year of activity and the names of its directors, all of whom are men known throughout the area, is a guarantee that the program will be carried out. All of the additional spaces above mentioned are to serve the business district as distinguished from the civic center area, which will, through a program under study by the Civic Center Authority, provide several thousand additional car spaces of special value to those having governmental business. A large map showing the present shape, size and location of parking lots and garages in the downtown area will be one of the exhibits before the committee.

In additional to the above mentioned plans, business men of the city of Pasadena have organized a similar corporation and are actively at work on a survey to determine the needs for that community. The merchants of Long Beach have for years operated automobile parks and are planning to expand their activities as may be required. Many garages and open air parking lots totaling capacities of several thousand car spaces are definitely provided for in building plans now in process of completion or actual construction. They include two large installations in Pasadena, one in Hollywood, two in the Crenshaw-Santa Barbara area and numerous projects in the downtown Los Angeles area. Total costs involved in plans now definitely determined upon will run to approximately 25 millions of dollars, all of which, under present plans will be provided by private capital.

To accomplish the foregoing it will be necessary that various governmental agencies give their active cooperation in providing such assistance as may be possible in the acquisition of necessary land and the developing of practical building ordinances and traffic regulations.



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Freight Car Loadings

Freight car loading, while in a transportation category aside from items customarily considered in a study of surface free wheel vehicles, is of sufficient importance in studying freeways to warrant attention.

The chart on the opposite page shows the steady increase throughout the 1920's from 267,044 in 1920 when there were less than 1,000,000 persons in the Los Angeles Area, to 614,000 in 1945 when we have some 3,-800,000.

During the depression years the record reached a low of 195,535 in 1933, rising rather uniformly to 355,999 in 1940. In 1941 the increases due to war conditions began, which reached a peak in 1945 as shown above.

The distribution of this tremendous volume of car load materials, supplies and commodities throughout the area is not effected without causing an appreciable increase in street traffic. Car loadings do not assemble themselves at points provided with direct loading facilities but must be delivered from origin to car.

Even a casual observation of conditions relative to street traffic in industrial areas and around the railroad freight yards, freight houses and team tracks, will reveal the indubitable fact that there is need for improvement in current arrangements for handling this traffic.

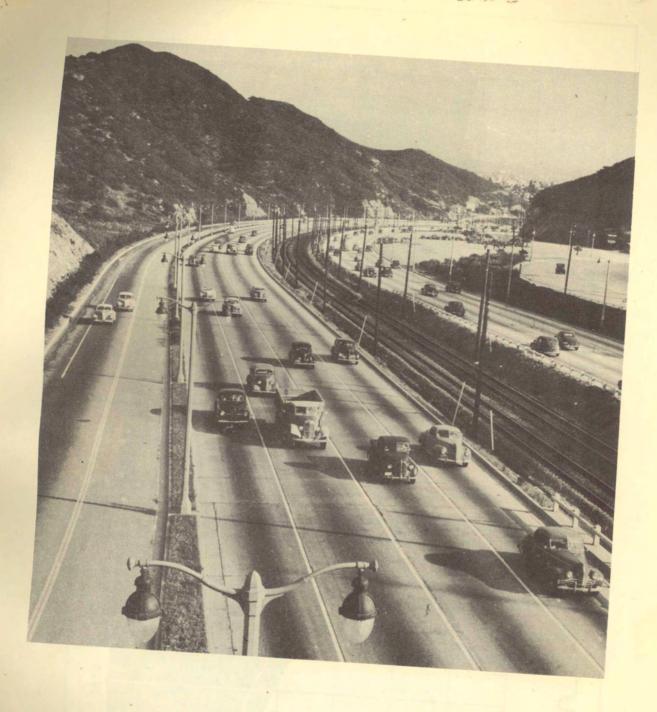
As is true of traffic in all districts, residential, commercial and industrial, the points of crigin of these shipments are widely scattered throughout the metropolitan area. All comprehensive traffic studies have disclosed the maze of traffic movements resulting from these conditions.



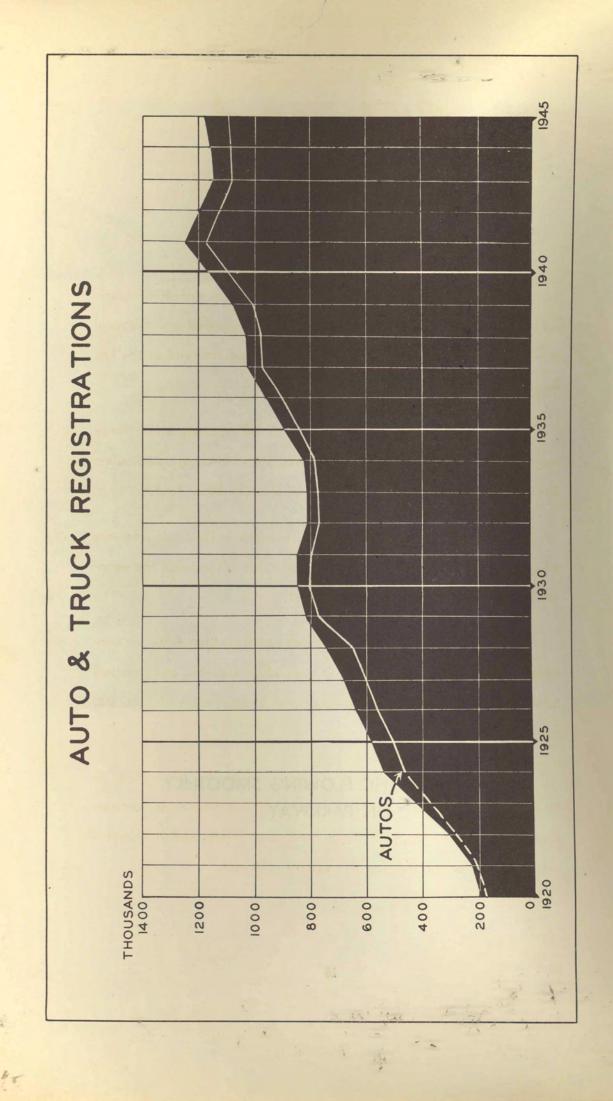
TYPICAL PICTURE OF TRAFFIC

AT SURFACE STREET

INTERSECTION



HEAVY TRAFFIC FLOWING SMOOTHLY
ON PARKWAY



Findings and Recommendations

- I. The establishment and early construction of a system of grade separated parkways or limited access highways, integrated with the local street and highway system, is the paramount immediate need of the Los Angeles Metropolitan Area.
- 2. The parkways required for this Area fall naturally under three major divisions or classifications: The United States Interregional Routes; The State Regional Routes; and the Metropolitan Parkway Routes.
- 3. The parkways should be designed to serve as the basic elements of a rapid transit bus system which it is estimated will increase the economic value of the parkways by 100 per cent.
- 4. Indications are that the Los Angeles Metropolitan Area will continue to experience a rapid growth in population, reaching an estimated total of 6,000,000 persons, with a motor vehicle registration of 3,000,000 cars by 1970.
- 5. Existing funds and sources of funds available for all purposes to local political jurisdictions within the County of Los Angeles are entirely inadequate to meet the local needs for capital improvements and provide the funds for construction of the parkway system.

Recommendations

- I. A state program of urban-rural parkways or freeways should be established with definite requirements for the systematic completion of various projects on a priority basis. It is agreed that the present method of allocating state highway funds will not accomplish the desired objectives.
- 2. The only basis upon which an increase in the gasoline or other special highway taxes could be supported by the various interests in the Los Angeles Metropolitan Area would be a stipulation that any such added tax must be allocated to a specific program. A corollary to this stipulation would be a recommendation that the formula and procedures for the disposition of the existing three-cent gasoline tax be redefined and reorganized.
- 3. Any additional tax monies for highway purposes should be allocated and spent within the several counties strictly on the basis of automobile registration. The diffusion of highway funds over the entire state, as required under present law and handled under present practice, would not accomplish the desired program.
- 4. Any additional taxes for highway revenue purposes must be for a period of years, say 10 or 12 years, and for a stipulated amount or rate.

Cooperating Agencies

COUNTY OF LOS ANGELES

CITIES OF LOS ANGELES COUNTY

DIVISION OF HIGHWAYS, STATE OF CALIFORNIA

AUTOMOBILE CLUB OF SOUTHERN CALIFORNIA

LOS ANGELES TRAFFIC ASSOCIATION

CALIFORNIA STATE CHAMBER OF COMMERCE

LOS ANGELES CHAMBER OF COMMERCE

CENTRAL BUSINESS DISTRICT ASSOCIATION

DOWNTOWN BUSINESS MEN'S ASSOCIATION

