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TRANSPORTATION in the Los Angeles area

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TRANSPORTATION

in the

LOS ANGELES AREA

JULY, 1957

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THE FINAL REPORT OF
THE CITIZENS TRAFFIC AND TRANSPORTATION COMMITTEE
FOR THE EXTENDED LOS ANGELES AREA

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CITIZENS TRAFFIC AND TRANSPORTATION COMMITTEE

for the

EXTENDED LOS ANGELES AREA

108 WEST SIXTH STREET
LOS ANGELES 14, CALIF.
Telephone MADison 9-1159

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L. E. HOWARD JR., Vice-Chairman
GEORGE C. BOWERS, Executive Secretary

August 1, 1957

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Los Angeles Turf Club, Inc., Arcadia

HONORABLE NORRIS POULSON, *Mayor*
Honorable City Council, City of Los Angeles

Honorable Board of Supervisors, Los Angeles County, Orange County
Riverside County, and San Bernardino County

Gentlemen:

We are pleased to present herewith the final report of the Citizens Traffic and Transportation Committee for the Extended Los Angeles Area.

Our assigned mission was to encourage surveys and the making of a comprehensive study of the traffic and transportation problems of the Los Angeles Basin Area, working toward the development of a traffic and transportation plan and program for both short and long range accomplishment.

Based upon its studies, the Committee has here outlined the general characteristics of the area and their impact upon traffic and transportation; evaluated existing transportation facilities; and has recommended a practical and economical method for area-wide transportation planning.

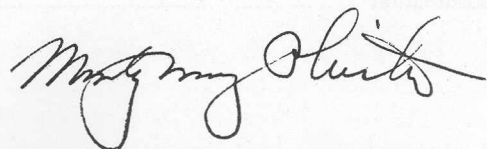
Although the Committee, as a lay group, had the outstanding services of a Panel of Expert Consultants in analyzing and evaluating the various and complex transportation problems, it does not attempt in this report to prescribe specific or technical solutions to transportation matters. Rather, since it was appointed early in 1954, the Committee has attempted to confine its activity to the policy level in making its recommendations. Our report reflects this policy.

During the three and one-half years of its existence, the Committee frequently made policy recommendations on individual traffic and transportation problems. Some of these recommendations have been acted upon, others are lying dormant. We again recommend to your attention those matters upon which no action was taken.

Though the Citizens Committee has completed its assigned task, much work remains to be done to improve existing transportation facilities and to intelligently and economically program necessary additions to the system. Enlightened leadership, using the means at hand, can accomplish this.

We express our deep gratitude to the Panel of Consultants, public officials, civic groups and to the members of the Committee themselves for the support which made the Committee's work possible.

Yours truly,



MONTGOMERY PHISTER

Chairman

FINDINGS OF THE COMMITTEE

In the Los Angeles Area the ability to MOVE PEOPLE AND GOODS freely and efficiently can spell the difference between greatness and mediocrity!

A dynamic and growing area must have the means to quickly, and with a minimum of conflict, provide for the thousands of movement requirements for people and goods generated by the social, business and industrial forces of the community. This is the sole mission of transportation! Traffic congestion and other related problems are merely symptoms of inadequacy. They are the first manifestations that the transportation system is not sufficient to the job of MOVING PEOPLE AND GOODS, and transportation inefficiencies are inhibitive of progress and are costly!

If you live in this area, traffic congestion costs you money.

Transportation delays add to costs in moving both people and goods. This means added costs for the manufacturer, the wholesaler, and the retailer. Thus, you *pay extra*

- for food (added cents per item)
- for clothing (added dollars for a suit)
- for shelter (added dollars of rent or mortgage-interest)
- for medical care (higher charges)
- for insurance (higher rates)
- for gasoline or bus fares (added distances)
- for entertainment (higher prices)
- for taxes (higher governmental costs)
- for *every* item purchased (added dollars or cents)

If you were billed for these extra costs in a lump sum yearly instead of paying them out in small hidden amounts daily, the total would shock you.

The traffic and transportation problem is area-wide, not confined within political jurisdictional boundaries.

Hence the approach must be area-wide, not piecemeal by individual political bodies operating within boundaries. A permanent area-wide body is needed to deal with the problem—to make a thorough study and devise a *comprehensive area-wide plan*. Piecemeal studies and piecemeal attempts to deal with the problem have

allowed it to get more and more out of hand. Although there have been many studies and surveys by individual local jurisdictions, *there has not been an area-wide study since 1938!*

This area has unique difficulties not encountered in any other metropolitan area in the world.

- Surrounded by mountains, yet having a large suburban segment living beyond the mountains and necessarily funneled through a restricted number of passes . . .
- Cut up by rivers, ravines, railways, freeways, drainage areas, and other internal flow barriers . . .
- Blocked on the west by the Pacific Ocean and the various water inlets therefrom . . .
- Having the lowest population density of any metropolitan area—4,370 per square mile in the city of Los Angeles, as compared to 24,950 for New York City . . .
- Having the highest motor vehicle registration of any metropolitan area—44 per hundred people, as compared to 16 for New York . . .
- Having fast-growing, widely dispersed industries employing a highly mobile labor force . . .
- Having experienced a population “explosion” unprecedented in the history of urban growth . . .
- Conditioned by favorable climate to outdoor-living pursuits that involve a great deal of travel within the area to beaches, playground areas, social gatherings, shopping and entertainment centers . . .
- Endowed with many tourist attractions that bring traffic from hundreds and thousands of miles away . . .

Recommendations:

- (1) That a representative area-wide Traffic and Transportation Planning Commission be established, properly constituted and financed, to utilize highly competent local technical people in developing an area-wide transportation plan.
- (2) That a Citizens Committee, area-wide in scope and independently financed, be organized to inform the public and enlist support for the plan thus developed.

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(3) That the necessary information for traffic and transportation planning be obtained by an area-wide survey to determine present and future movement requirements for people and goods. In this connection, a study of the economic impact of congestion on the people of the area is an important factor necessary to intelligent planning.

(4) That traffic and transportation planning must determine *priorities* and *methods* of improving existing facilities such as:

Surface streets

Freeways

Parking and terminal facilities

Mass transit service

(5) That planning for the future expansion of the area should delineate:

Projected patterns of growth

Type, scope and location of facilities

Methods of financing and construction

Methods of administration and operation

(6) That all studies and planning activities be carried out on a continuing basis, and that all data relating to traffic and transportation be continuously reviewed and evaluated by the Commission and the Citizens Committee, to the end that unforeseen trends and needs shall be taken into account immediately.

(7) That all feasible steps be taken as soon as possible to make *more efficient use of existing facilities*, pending the necessary legislative and administrative steps for the establishment of the Traffic and Transportation Commission and the supporting Citizens Committee.

PREFACE

History and Organization of the Citizens Traffic and Transportation Committee

The Citizens Traffic and Transportation Committee for the Extended Los Angeles Area was formed late in 1953, at the request of the Honorable Norris Poulson, Mayor, City of Los Angeles, to study traffic and transportation problems in the City of Los Angeles. Because it was apparent at the outset that these problems were intimately related with similar problems in Los Angeles and Orange Counties, and with parts of San Bernardino and Riverside Counties, the Committee was reconstituted in 1954. Los Angeles County representatives were appointed jointly by Mayor Poulson and the Honorable John Anson Ford, Chairman, Los Angeles County Board of Supervisors. The Boards of Supervisors of San Bernardino, Riverside and Orange Counties later nominated members to represent their respective areas. Appendix A is a roster of members of the Executive Committee.

Except for a two-member paid staff, the Committee was a lay citizen group. It functioned without influence from any political organization or person. Funds for supporting the Committee's work were appropriated by the City of Los Angeles and the County of Los Angeles and were made available to the Committee through contracts for specific service between these political jurisdictions and the Committee's Executive Secretary.

In addition to the 54 members of the Executive Committee, over 400 leading citizens of the area formed the body of the Committee. This active citizen support group materially assisted in shaping Committee policy.

The activities of the Citizens Traffic and Transportation Committee were based on the premise that:

1. The Metropolitan Los Angeles Area has serious traffic problems; some remedies must be found.
2. Traffic and transportation problems are metropolitan wide and reach into all of Los Angeles and Orange Counties and large portions of Riverside, and San Bernardino Counties.
3. Any program undertaken to solve these traffic and transportation problems should be an area-wide, community program, not merely an activity of a single organization, association, or civic group.
4. Maximum utilization of highways and freeways is essential; and additional means of improving traffic

conditions and relieving traffic congestion must be found by:

- a. Completely coordinating all traffic and transportation;
 - b. Increasing public transportation facilities and encouraging the public to patronize such facilities;
 - c. Expediting the completion of the freeway system.
5. Numerous limited studies of traffic and transportation problems in the Los Angeles area have been made in the past. However, no comprehensive area-wide traffic and transportation study has been completed since 1938, and all previous studies are obsolete now largely because of the phenomenal growth of the area. Failure to agree on appropriate remedies has heretofore paralyzed action. New information is needed as a basis for action.
 6. Because of the importance public transportation bears to the traffic problem, the first step in any new study should be to learn what can be done to encourage the improvement and expansion of existing facilities and thus develop greater patronage by the public.
 7. The mere factor of ownership, whether by private operators or by municipalities, does not in itself determine the effectiveness of public transportation; experience of transit carriers, both privately and publicly owned and operated, demonstrates the need for examination of the economic factors involved.
 8. Based on past experience, it is essential that, preliminary to accumulation of needed data, the leaders among those concerned with traffic and transportation planning resolve divergent opinions and reach agreement among themselves with regard to steps which should be taken to insure adoption of a sound program.

The Committee's primary mission was to make necessary studies and to recommend principles, policies and action pertinent to the development and maintenance of a coordinated traffic and transportation system, and to develop public support for concerned official agencies. Thus the Committee was able to give support and encouragement to going programs, encourage and work for the development of new programs and exert necessary pressure for

the correction of existing deficiencies. To do this, the Committee adopted these aims:

1. To encourage surveys and the making of a comprehensive study of the traffic and transportation problems of the area,
2. To support traffic and transportation projects which could be accomplished in the immediate future,
3. To work toward a traffic and transportation plan and program for long-range accomplishment,
4. To suggest administrative and operational policies concerning traffic and transportation management,
5. To encourage improved coordination between the the many political jurisdictions and other agencies concerned with traffic and transportation,
6. To disseminate information to the general public in order to alert the community to the needs of the area, and to develop strong public support for the proposed solution to the traffic and transportation problem, and to encourage public use of mass transportation facilities.

Panel of Consultants

With few exceptions, members of the Citizens Committee were not associated or acquainted with the technical problems of traffic and transportation. This gap was filled by the formation of a Panel of Consultants to give technical advice and counsel to the Committee and its sub-committees. Members of the Panel of Consultants are technicians of recognized ability in the traffic and transportation branches of state, county and city government and in the various organizations in the area having some interest in traffic or transportation. Appendix B is a roster of the Panel of Consultants.

The functions of the Panel of Consultants were:

1. To assist the Committee in the implementation of the Committee premise and aims,
2. To prepare reports for the Committee on assigned projects,
3. To recommend long-range projects and policies for Committee consideration,
4. To recommend specific projects for immediate or short term accomplishment,
5. To give technical assistance to sub-committees of the Committee,

6. To review and make recommendations, as a Panel, with regard to sub-committee reports.

The Panel considered all technical matters referred to it by the Committee or its sub-committees. It sought out and analyzed data, prepared reports and gave general technical guidance to the Committee. Although its most important contribution was the development of the basic recommendations and data for this report, the Panel conducted research into, and prepared evaluation reports to guide Committee action on such specific matters as:

1. Staggered working hours.
2. Los Angeles International Airport area traffic congestion and control.
3. Freeway traffic control and coordination.
4. Better operating climate for privately owned mass transit.
5. Use of the United States Census Bureau to obtain basic origin and destination information.
6. Traffic control measures.
7. Regulation of commercial vehicle and taxi standing zones.

Citizens Committee Activity

The Citizens Committee made a thorough study of the general transportation needs of the area and particularly the relationship of mass transit to the total problem.

In addition to scores of Panel and sub-committee meetings, the Committee as a whole met over 46 times to discuss and debate these studies and to formulate policy.

The major activity of the Committee was the development of a method for creating an area-wide transportation planning agency and the encouragement of support for this method from the many political jurisdictions within the area. Appendix C is a copy of legislation designed to implement the recommendations of the Committee. This legislation was introduced into the 1957 session of the California State Legislature but failed to reach the floor of the Assembly.

Official Committee action was taken on several specific transportation and traffic problems such as:

1. Freeway traffic control and coordination. Appendix D.
2. Better operating climate for mass transit. Appendix E.

3. International Airport Area traffic congestion and control. Appendix F.
4. Staggered working hours. Appendix G.
5. Use of the United States Census Bureau for obtaining basic origin and destination information. Appendix H.
6. Pedestrian control.

Official action has been taken on some of these reports. No action has been taken on others. Reconsideration of these specific reports by the concerned jurisdictions is again recommended.

A substantial collateral activity—opposition to the program of the Los Angeles Metropolitan Transit Authority—resulted from the Committee's work on transportation planning. The general Committee policy on this matter is given in Appendix I. It is quite probable that the Committee's opposition to the original program of the Transit Authority resulted in a greater public awareness of the Authority's proposals and ultimately in an improvement in final enabling legislation.

One of the most rewarding effects of Committee activities grew out of the appointment of the Panel of Consultants as an advisory group. For the first time in the history of the area representatives from pertinent public departments and from interested agencies sat down together to work out traffic and transportation problems. The coordination which resulted was fruitful and could be far reaching.

The Need to Replace This Committee with a New Group

Effective with the submission of this report, the Citizens Traffic and Transportation Committee will dissolve itself as an active group.

Although the Committee, operating within its organizational and financial limitations, has fulfilled its assigned mission, much remains to be done. An area-wide transpor-

tation planning agency must be created, and the task of bringing about the necessary coordination in inter-jurisdictional traffic management still remains to be accomplished. The urgency to replace this Committee with a strong citizen support group to carry on this important work is quite obvious. Such a citizens group should be equitably representative of the entire Basin Area and should be organized and financed in such a manner as to be completely free from political or other pressures. It must function objectively for the welfare of the area as a whole and must be able to overcome or reconcile localized subjective opposition.

It is the hope of the Citizens Traffic and Transportation Committee that in vacating the field, enlightened leadership will step into the breach and create this necessary citizens support group.

Acknowledgments

This report would not have been possible without the able, enthusiastic and constant support and guidance from the Panel of Consultants, many members of which devoted much of their personal time to the affairs of the Committee. The Committee acknowledges this with grateful appreciation.

We are indebted to many of the state, county and city departments for data and material which went into this report. The Los Angeles Chamber of Commerce and The All Year Club supplied valuable information.

The Committee expresses its thanks to the Brewster Mapping Service for permission to reproduce two of its maps, and to the Southern California Research Council, from whose publication, "The Next Fifteen Years," the Committee took many of the illustrations for this report.

Finally, to the Boards of Supervisors, the Mayors and City Councils, Chambers of Commerce and other civic organizations and the public press, the Committee expresses its appreciation for their fine support of its activities during the past three and one-half years.



NORRIS POULSON
MAYOR

OFFICE OF THE MAYOR
CITY HALL
LOS ANGELES 12, CALIFORNIA

June 11, 1957

Mr. Montgomery Phister, Chairman
Citizens Traffic and Transportation Committee
For the Extended Los Angeles Area
108 West 6th Street
Los Angeles 14, California

Dear Mr. Phister:

It has come to my attention that the primary mission of the Citizens Traffic and Transportation Committee for the Extended Los Angeles Area has been completed and the Committee is dissolving itself as an active group.

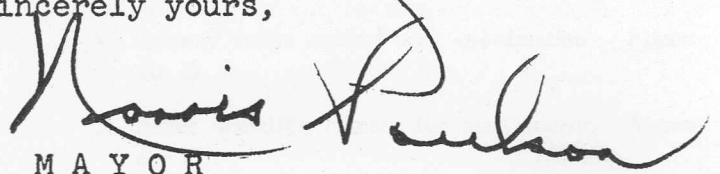
May I take this opportunity to express to you and to your predecessors, Messrs. Robert L. Gordon, Robert Mitchell and H. C. McClellan, and to each member of this fine committee my sincere and deep appreciation for a job well done.

Under the excellent leadership of its several chairmen, the Committee has made a thorough study of our mounting traffic and transportation problems and, in addition to evolving a splendidly practical formula for coordinated planning, has developed several important and pertinent recommendations for making better use of our existing transportation facilities and agencies.

As a citizens committee you have worked hard and faithfully to point the way to reasonable and workable methods for attacking some of our problems. It now becomes the responsibility of all civic groups, and particularly the City of Los Angeles and other official agencies, to assume leadership in putting your recommendations into full force and effect. You have my assurance that this office will make every effort to implement your important preliminary work.

Again, congratulations, and thank you.

Sincerely yours,


MAYOR

NP:M

SECTION I

TRAFFIC AND TRANSPORTATION IN THE LOS ANGELES BASIN AREA

What Is Traffic and Transportation?

The myriad social, business and industrial forces of a metropolitan area generate definite movement requirements! People must be able to move about in the conduct of their diverse activities, and, in support of these activities, business and industry must move vast quantities of goods. Meeting these requirements is the prime consideration of modern traffic and transportation.

It is dangerous over-simplification to think of traffic and transportation merely in terms of mass transit, freeways or traffic congestion.

PEOPLE must move or be moved to and from their places of occupation, to shopping and service centers and to recreation facilities. GOODS, in the form of raw materials, agricultural produce and finished products, must be moved to and from processing, distributing and service centers. Traffic and transportation must be concerned with the manner and methods by which these many movement requirements, often simultaneously demanded, will be satisfied.

In the Los Angeles Basin Area,¹ all methods or types of transportation are employed, to a greater or lesser degree, to serve these movement requirements. The Los Angeles-Long Beach Harbors passed almost 6000 commercial ships, over 28 million tons of goods and over 481,000 people through these facilities in 1956.

The Los Angeles Basin Area ranked third in the nation in total air passenger traffic. Over 4.3 million passengers and more than 168 million pounds of freight and mail were handled by the air carriers of the area last year.

The railroads handled 1,276,400 freight cars within the four-county area.

Pipe line transportation is a growing and important factor in the movement of special materials, and helicopters are now serving the entire basin, moving passengers, mail and freight.

This substantial volume of passengers and freight, handled by rail, air and water carriers, must eventually be moved within and through the area by motor vehicles

¹ The Los Angeles Basin Area, as referred to in this report, is defined as the total urban area of Los Angeles County south of the San Gabriel Mountains and east of the Santa Susanna Mountains, and the urban areas of San Bernardino, Riverside and Orange Counties contiguous thereto.

which use the same street and highway network which serves the local industrial, commercial and social movement requirements.

Traffic and transportation must, therefore, be concerned with the coordination and integration of these essential requirements for MOVING PEOPLE AND GOODS.

The Transportation Dilemma

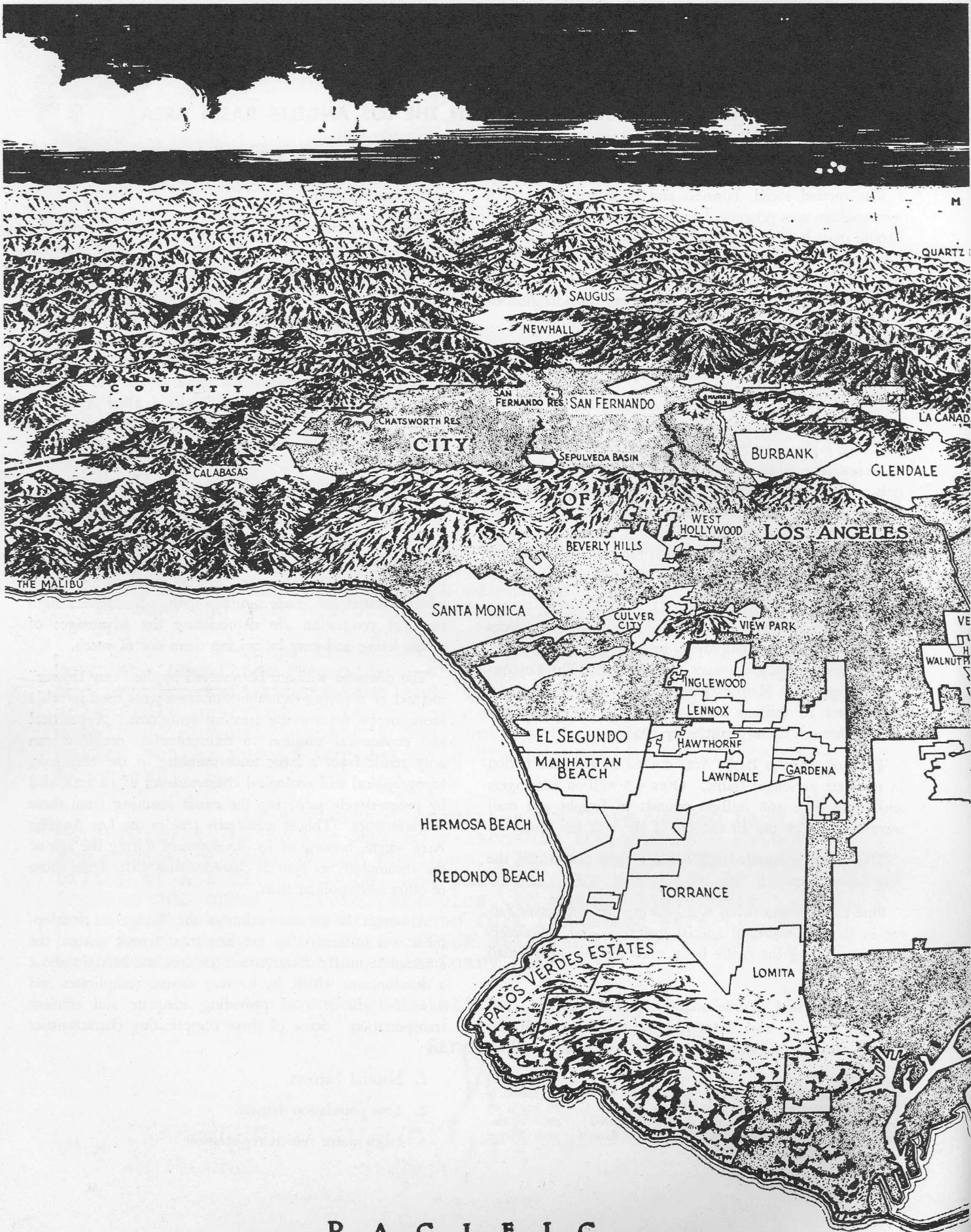
The increasing demands for transportation, greater distances and the competition for space in the Los Angeles Basin, and particularly certain localized areas within it, threaten to mire it in the transportation dilemma which has been called "the most pressing urban issue of the 20th Century."

Transportation facilities, to a large extent, shaped the development of the metropolitan area. But rapid population growth, the trend toward urban living, the stepped-up economy and the shift from mass transportation to the private automobile, threaten to strangle the very forces which created the modern urban area. Excessively high costs of congestion are depreciating the advantages of urban living and may be pricing them out of reach.

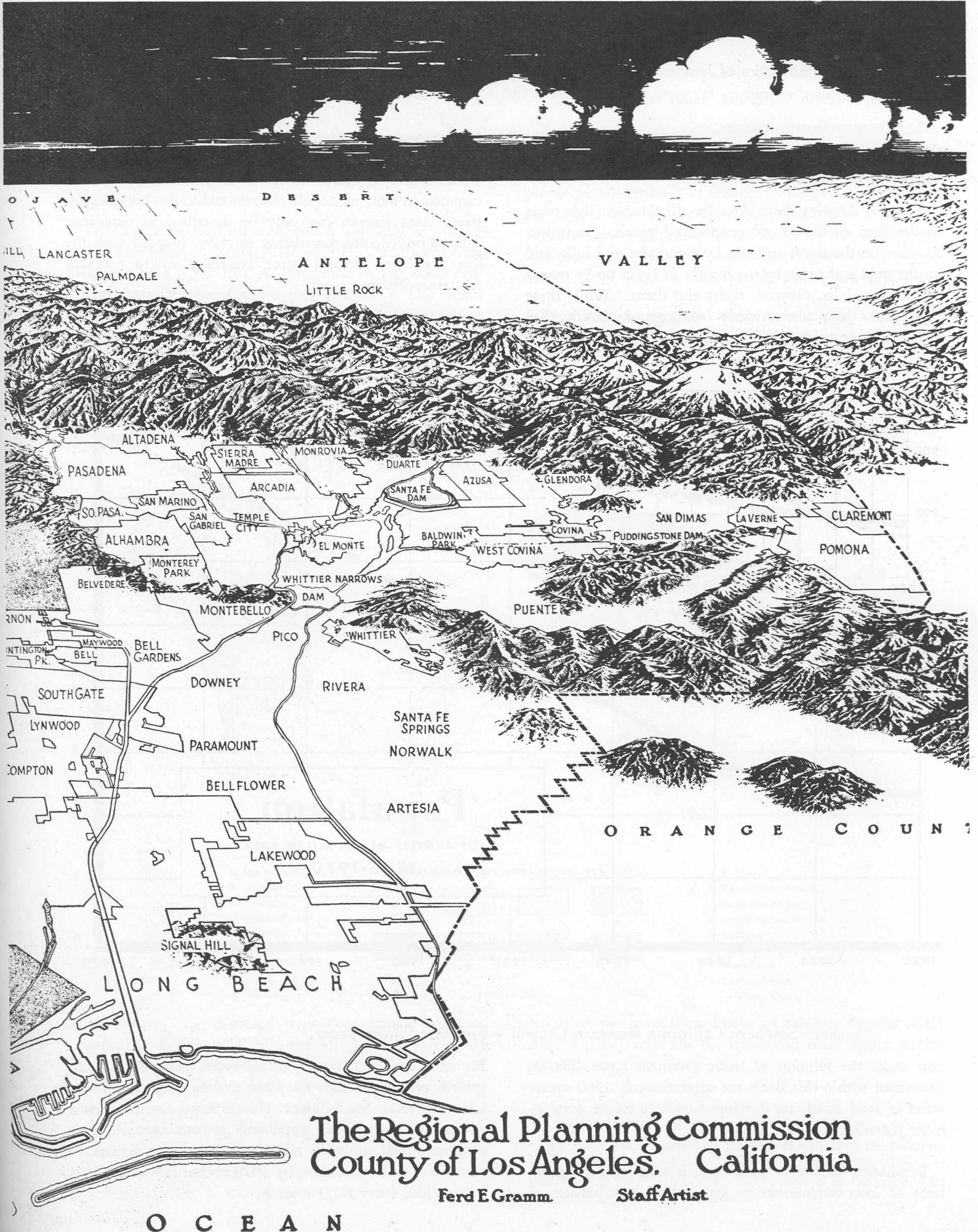
The dilemma will not be resolved by the "easy answer" method of applying techniques or treatments used in other areas, or by superficially treating symptoms. A practical and economical solution to transportation problems can only result from a basic understanding of the economic, topographical and ecological characteristics of an area, and by progressively satisfying the needs resulting from these characteristics. This is manifestly true in the Los Angeles Area where, because of its development during the age of the automobile, its general characteristics differ from those of other metropolitan areas.

Although the general outline of the Basin Area development was influenced by the first mass transit system, the automobile finally characterized the area and brought about a development which, by its very nature, complicates and intensifies the task of providing adequate and efficient transportation. Some of these complicating characteristics are:

1. Natural barriers.
2. Low population density.
3. High motor vehicle registration.



P A C I F I C



4. Growth characteristics of business and industry.
5. The Southern California "mode of living."
6. The attraction to tourists.

the natural barriers to free movement and the limited potentials of existing transportation facilities.

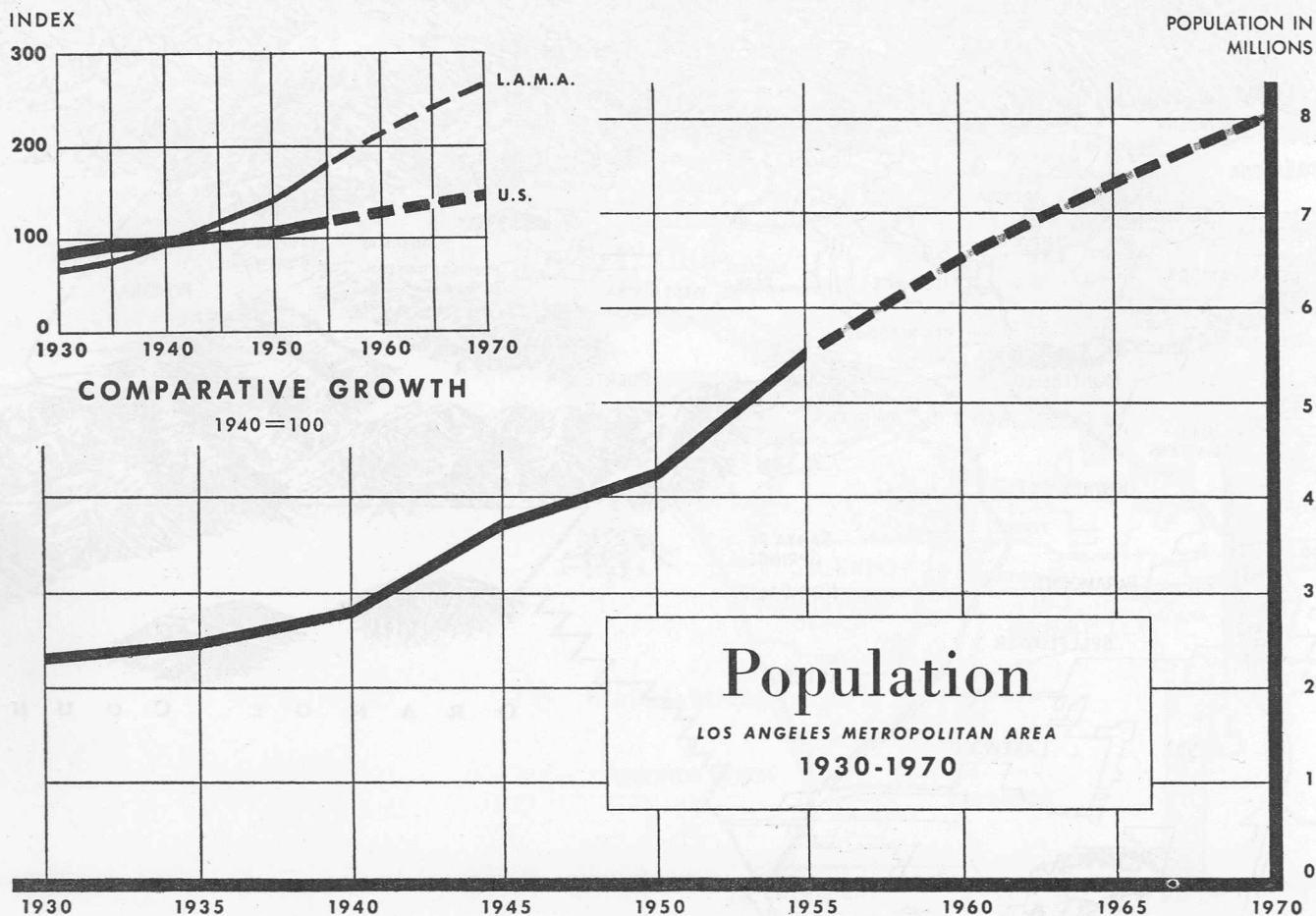
Natural Barriers

The Los Angeles Basin Area has all the natural barriers to the free circulation of people and goods. It is surrounded on the north and east by mountains and hills, and on the west and south by the ocean. It is cut up by mountain ranges, hills, canyons, rivers and dams. While these obstructions have not seriously handicapped growth, they have tended to guide land use and to create situations which

Population Density and Growth

Although population increases of some magnitude are common to most metropolitan areas today, the Los Angeles Basin Area growth can only be described as explosive. This unprecedented population increase, coupled with the low population density factor, creates a unique problem for transportation.

The population of the Los Angeles area grew from 3530 in 1850 to 189,994 in 1900, and to 2,327,166 by 1930.



SOURCE: Southern California Research Council — *The Next Fifteen Years*.

now make the solution of traffic problems more difficult. Contained within this Basin are approximately 2200 square miles of land which are developed or have future development potential.

Population growth in some areas is creating grave problems of inter-communication with other areas because of

But in the next 26 years it had more than doubled the growth of the previous 80 years, and by July, 1956, was estimated to be 5.9 million. This amazing rate of growth far exceeds the nation's population growth rate, and if it continues, will probably raise local population figures to between 8 and 11 million by 1970. One new resident is being added every 2-1/3 minutes!

In 1950, Los Angeles and Orange Counties had an average population density of 900 people per square mile. Although Los Angeles County alone showed a density of 1020 per square mile, this calculation included many square miles of relatively uninhabited mountain and desert area. The City of Los Angeles had an average density of 4370 people per square mile.

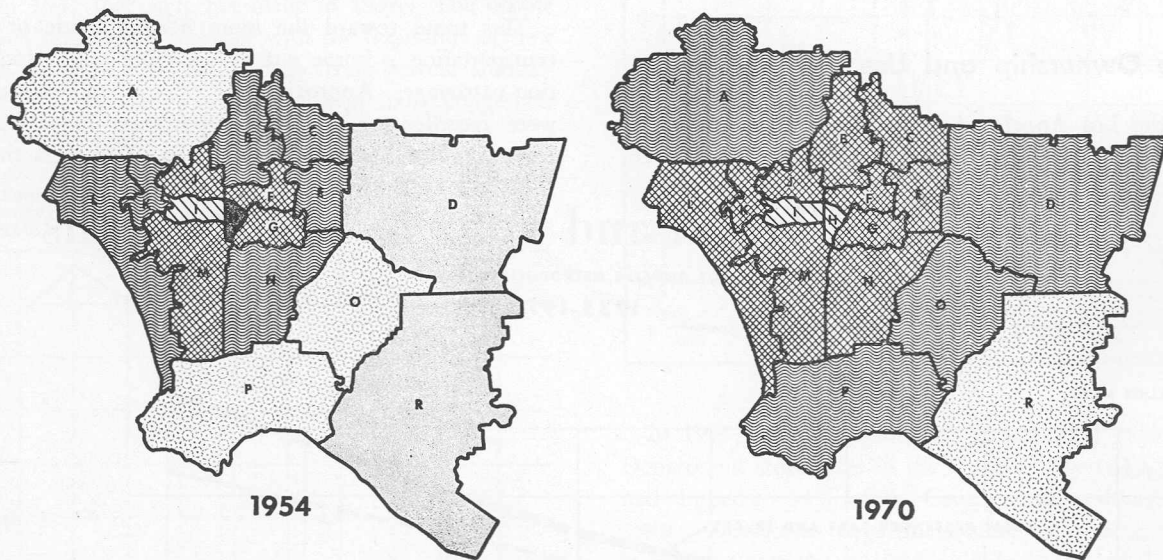
The Southern California Research Council, in its report, "The Next 15 Years," stated: ". . . For some time there has been a net loss of population in the older residential areas of the City of Los Angeles. This trend toward decentralization and suburbanization, which has been apparent for many years, can be expected to continue

that some of the more sparsely populated areas will have enormous growth potential during the next 15 years."

Based on the Research Council's analysis, it is estimated that by 1970, the population density in the Los Angeles-Orange County area will vary from approximately 3200 people per square mile, in Orange County, to 12,800 people per square mile in the heavily concentrated Central and Wilshire areas of the City of Los Angeles.¹ It is estimated that the major portion of this two-county area will vary in density from 6400 to 9600 people per square mile.

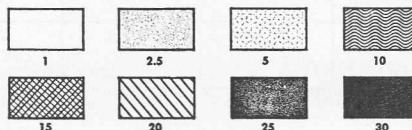
Even with the expected increase in population density, and except for the two areas of heavy concentration re-

Population Density of the Major Economic Area Divisions



- A. San Fernando
- B. Glendale
- C. Pasadena
- D. Pomona-Foothill
- E. Alhambra
- F. Northeast
- G. East
- H. Central
- I. Wilshire

APPROXIMATE NUMBER OF PEOPLE PER ACRE



- J. Hollywood
- K. Beverly Hills-Westwood
- L. Santa Monica Bay
- M. Adams-Inglewood
- N. Southeast
- O. Whittier-Norwalk
- P. South Coast
- R. Northwest-West Orange County

SOURCE: SCRC.

in the future. . . . Although population density cannot be expected to decline greatly in any major area, we can expect a more even distribution of population. In terms of existing types of housing, it is evident that some areas have reached what amounts to a terminal density. Even for the central areas, however, population density by 1970 will be considerably below that of other major metropolitan areas. . . . The spill-over of new residents must be into areas in which the density is still comparatively low. This means

ferred to, the population density of the Los Angeles Basin Area will be far below the density of other major metropolitan areas.

¹ This represents a decrease in the Central area from the presently estimated 16,000 people per square mile. No density change is predicted for the Wilshire area which currently is estimated to be about 12,800 people per square mile.

TRANSPORTATION IN THE LOS ANGELES AREA

TABLE 1

POPULATION DENSITY PER SQUARE MILE OF
MAJOR METROPOLITAN AREAS

Manhattan	89,095
New York City	24,950
Chicago	17,335
Boston	17,190
Philadelphia	16,310
St. Louis	13,985
Detroit	13,320
Washington, D. C.	13,150
Cleveland	12,075
Baltimore	11,950
LOS ANGELES AREA (Estimated—1970)	9,600

Vehicle Ownership and Use

That the Los Angeles Area has been described as "an area on wheels" may be trite, but that the area is dependent

on motor vehicles as the principal means of transportation is clearly evident in the trends in motor vehicle registration and use.

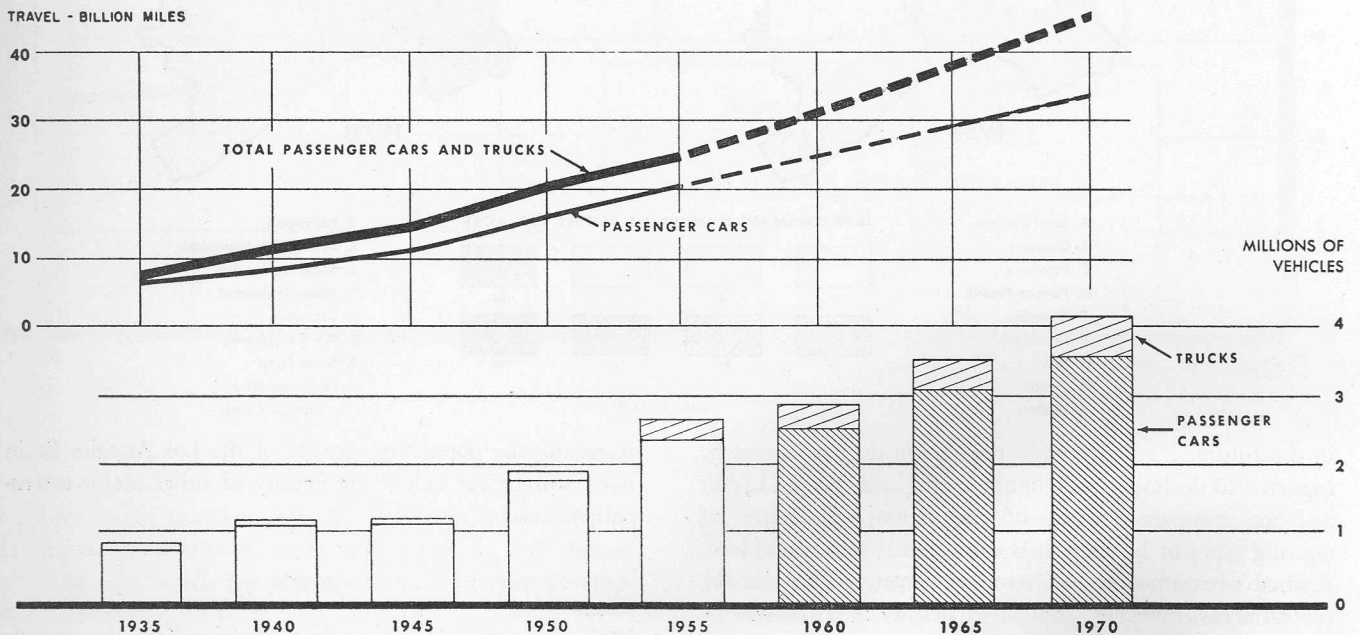
In 1955 there was approximately one automobile for every 2.7 people in Los Angeles County. By now the number would be closer to one for every two people. In fact, the Los Angeles area has more vehicles per person than any other metropolitan area.

176,000 vehicles were registered in the area in 1920. By 1939 there were 1,100,000, and records show 2,900,000 vehicle registrations on January 1, 1957. We are told to expect something in excess of 4.1 million vehicles in the Basin Area by 1970.

If present trends continue, vehicle mileage will increase about 90 per cent, to approximately 43 billion vehicle miles per year by 1970.

This trend toward the more flexible mode of private transportation is borne out by declining public transportation patronage. Approximately 575 million passenger trips were recorded on public transportation in 1947. This patronage steadily declined until in 1956, less than 250

Automotive Travel and Vehicle Registrations

LOS ANGELES METROPOLITAN AREA
1935-1970

SOURCE: SCRC.

million passengers used public transportation—fewer than in 1936 when the population was less than half the 1956 figure.

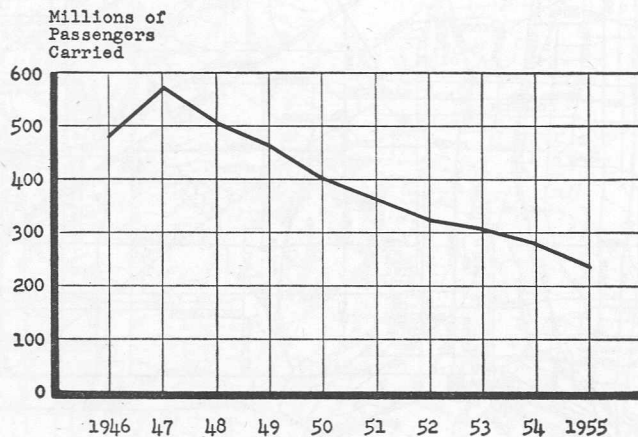
TABLE 2

VEHICLES PER ONE HUNDRED PEOPLE
(In counties of over 1 million population)

New York (five boroughs)	16
Baltimore, Md.	19
Philadelphia, Pa.	21
Allegheny (Pittsburgh), Pa.	26
Cook (Chicago), Ill.	27
Middlesex (Lowell), Mass.	28
St. Louis, Mo.	30
Cuyahoga (Cleveland), Ohio	33
Wayne (Detroit), Mich.	34
LOS ANGELES	44

Source: Automobile Facts and Figures, 1954

What happened to the passenger trips made on public transit in 1947 that were not made in 1956? The people who made these trips, together with the thousands of new residents, are either walking or are using private automobiles. We can assume from the degree of traffic congestion that few are walking.



TOTAL PASSENGERS CARRIED BY MASS TRANSIT CARRIERS IN THE LOS ANGELES AREA

Growth Characteristics of Business

There is a marked tendency to describe the business growth of the Los Angeles Basin Area as a "decentralization." What looked like decentralization a short while ago is really new growth which settled in outlying areas where room for expansion was available.

Retail business has followed the population to the suburbs to provide proximate shopping facilities.

There are well over 100 suburban shopping centers in the Los Angeles area. Although Downtown Los Angeles

still commands a good share of area retail sales, retail dispersion has continually lowered the ratio of Downtown sales to total County sales.

The December, 1956, Monthly Summary of the Security-First National Bank reported: "A trend toward the suburbanization of department store sales has been evident in the Los Angeles area for more than 20 years, and has been particularly marked during the past 10 years. This trend continued in 1956. Data for the first 11 months of the year indicate that department stores in Downtown Los Angeles have experienced a 4% reduction in sales from 1955, whereas department stores in the balance of the metropolitan area have shown a gain of 8% . . ."



In 1929, the Downtown area commanded 75% of total Department store sales in the County. By 1939, this lead had slipped to 54% of the County total, and to 38.1% in 1948. Downtown department store sales were estimated to be \$134,000,000 in 1956 — only 22.9% of the County total of \$587,000,000.

TABLE 3

DOWNTOWN LOS ANGELES DEPARTMENT STORE SALES AS A PERCENTAGE OF TOTAL COUNTY DEPARTMENT STORE SALES

1948	38.1
1949	37.7
1950	36.4
1951	35.3
1952	29.9
1953	28.6
1954	27.3
1955	25.0
1956	22.9

Source: Research Department, Security-First National Bank.

SHOP GREATER



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NEARLY NINE BILLION
 in retail sales
THE NATION'S THIRD LARGEST
 BEING ADDED DAILY TO THE TOTAL

LOS ANGELES COUNTY		Population		Population		Population		Population		Population	
	1950	July 1958	1950	July 1958	1950	July 1958	1950	July 1958	1950	July 1958	
Alhambra	31,239	32,296	Compton	3,958	11,579	Huntington Park	29,450	32,615	Monrovia	21,715	22,799
Azusa	21,056	22,268	Costa Mesa	15,792	17,282	Inglewood	46,480	50,110	Pasadena	29,700	29,212
Baldwin Park	1,355	1,430	El Monte	8,701	8,713	La Verne	4,190	5,262	Pomona	1,963	2,528
Burbank	11,042	15,087	El Segundo	8,011	11,688	Long Beach	250,763	262,192	Redondo Beach	18,572	19,000
Canoga Park	15,420	16,086	Garden Grove	14,428	27,729	Los Angeles City	1,170,548	2,261,921	San Fernando	12,400	14,508
Chatsworth	9,032	30,544	Glendale	95,702	113,339	Lynden	25,821	28,534	San Gabriel	25,276	26,911
Glendale	78,377	90,336	San Dimas	3,988	11,897	Malibu Beach	17,130	32,385	San Marino	12,707	14,821
Industry	6,377	8,724	Newport Beach	18,318	27,543	Maywood	13,292	13,800	Sierra Madre	30,441	29,999
Manhattan Beach	47,991	58,204	Hermosa Beach	11,825	15,274	Monterey Park	30,186	24,619	Tempe City	11,230	12,830

83 85 87 89 91 93 95 97 99 101 103 105 107 109 111 113 115 117 119 121 123 125 127 129 131 133 135 137 139

PING CENTERS

of

ATER LOS ANGELES



KEY CHART

- CITY OF LOS ANGELES
- OTHER INCORPORATED CITIES
- UNINCORPORATED AREAS UNCOLORED
- RAILROADS
- COMPLETED FREEWAYS
- PROJECTED FREEWAYS

SCALE
0 1 2 3 4 5
MILES & 0 5
Lithographed in U.S.A.

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BREWSTER MAPPING SERVICE
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82 84 86 88 90 92 94 96 98 100 102 104 106 108 110 112 114 116 118 120 122 124 126 128 130 132 134 136 138

LLION DOLLARS
 Sales
**SALES AREA WITH 700 PEOPLE
 TAL POPULATION OF 6,350,000**

Population		Population		Population		Population		Population			
1950	April 1956	1950	April 1956	1950	April 1956	1950	April 1956	1950	April 1956		
Santa Monica	71,585	75,488	Los Angeles County	4,151,867	5,775,100	Orange	84,175	94,800	Orange	11,227	14,667
Santa Ana	7,273	8,712	Orange County	276,224	414,800	Costa Mesa	11,864	17,320	Placentia	1,867	3,047
Santa Ana	4,980	4,488	Riverside County	170,286	291,923	Fountain Valley	13,860	20,028	Pasadena	18,429	21,288
South Gate	31,116	34,799	San Bernardino County	261,642	414,100	Fullerton	19,881	28,000	Riverside	3,198	11,778
South Pasadena	16,838	18,913	San Diego County	14,500	47,700	Westminster	12,227	15,871	Rosemead	46,794	70,888
Torrance	22,241	31,394	San Francisco County	17,728	14,872	La Habra	4,881	11,813	San Bernardino	43,298	62,148
Van Nuys	4,222	4,407	San Jose County	9,481	9,944	La Habra	12,129	18,339	Banning Ave	42,533	58,010
Van Nuys	4,488	5,186	San Jose County	9,481	9,944	La Habra	12,129	18,339	Tracy	1,143	3,280
Whittier	71,820	52,217	San Jose County	9,481	9,944	La Habra	12,129	18,339	Yuba	9,263	11,104

This pattern of dispersion and expansion is perhaps more typical of this area than of any other major metropolitan area. The automobile keeps this process going, and it is doubtful that the area ever will develop as a traditional, centralized metropolitan area where most of the movement is into and out of the core area each day. Instead, the Los Angeles area is composed of scores of relatively self-sufficient satellite areas surrounding an atypical center core. There is no other metropolitan area like it.

Industrial Growth and Dispersion

Industry, too, has dispersed widely throughout the area, into numerous industrial districts rather than into a few large, concentrated zones.

The widespread dispersion of industry results from: (1) its freedom from absolute dependence on railroads for moving its goods, and (2) the mobility of its labor force. Of the more than 519 communities in the metropolitan area, 321 have no rail facilities and are served exclusively by truck and private automobile.

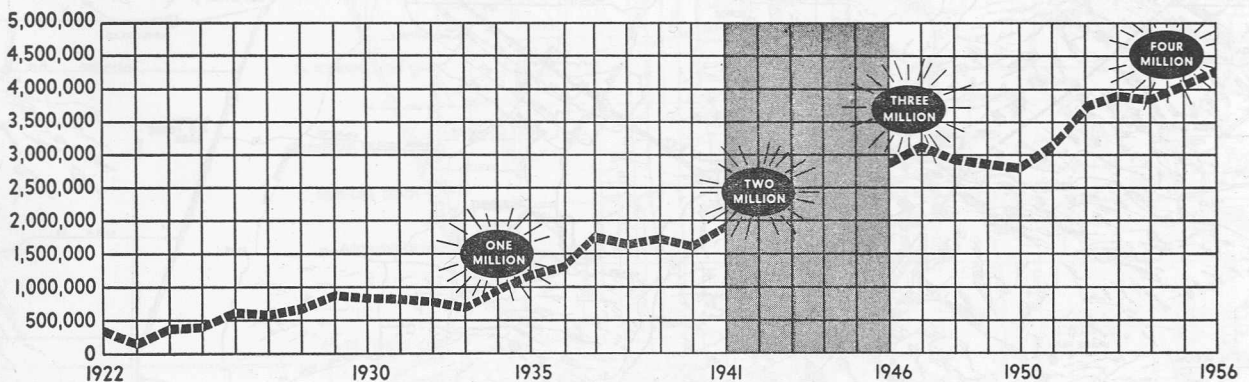
The industrial dispersion, like the retail counterpart, is largely new growth, not a decentralization of the older central manufacturing district. New plants are being located close to labor sources and transportation facilities. The development of new industry close to freeways is illustrative of this point.

The Los Angeles area is now the nation's third largest industrial center. It moved from fifth to third place in the short space of 10 years. Continued growth and dispersion can be expected, and along with it will come greater demands on existing transportation facilities, particularly the highway and freeway system.

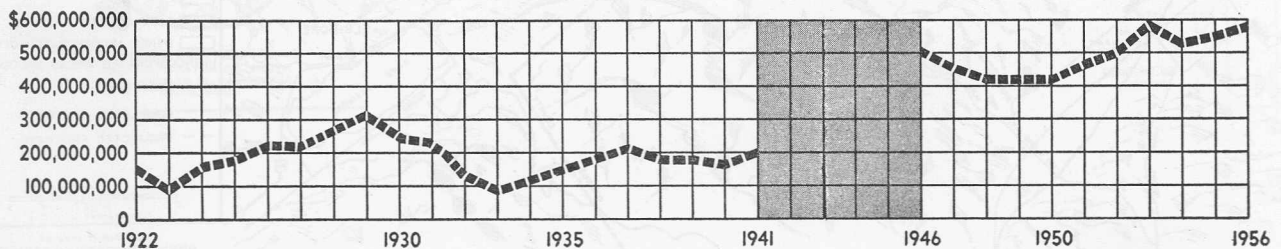
Tourism

The Southern California area, with its many internationally known and famous scenic attractions, is one of the primary vacation and tourist regions of the world. It is estimated that tourist travel in the Los Angeles area now accounts for from 7 to 8 per cent of total retail sales. During 1956, in excess of 4,000,000 tourists visited the area. They spent approximately \$595 million dollars.

TOURIST VOLUME



TOURIST EXPENDITURES



SOURCE: All-Year Club of Southern California

The five southern check stations recorded 958,481 out of state motor vehicles carrying 2,568,778 people entering Southern California in 1956. It is believed that one-third of these vehicles and people were tourists. The others were prospective residents.

Tourism of such magnitude becomes a significant factor in traffic and transportation management.

Southern California "Mode of Living"

The Southern California "mode of living" is the result of climate and topography. The area is located in one of five rather small regions of the world which have been characterized by what is called a Mediterranean type climate. The warm to hot, relatively dry, summers, unusually mild winters and a high percentage of sunshine are unique to these coastal areas.

The various arrangements of mountains, valleys, hills, ocean and desert offer a series of sub-climates which range from the mild and often foggy coastal areas to the warmer and drier valley regions. Residents have a wide choice of area and sub-climate, and the exercise of this choice often

adds to the transportation problem because residence location very often does not coincide with the area of occupation.

Approximately three-quarters of the people of the Los Angeles area reside in single-family dwellings with the accent on openness and space. Building and zoning regulations and policies will perpetuate this type of development, with its low population density, until the people themselves decree otherwise.

Conclusion

These factors — "mode of living," business and industrial dispersion, population growth and density and the popular use of the automobile — are related one to the other in terms of traffic circulation by patterns so complicated as to become the major difficulty in solving the problem itself. Area population, industrial concentrations and business centers create demands for movement within, between, around or across such centers, with a resulting traffic situation which is almost beyond comprehension. These centers can no longer exist as isolated areas. Prospective growth and development lends urgency to the early solution of area movement and circulation problems.

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LOS ANGELES COUNTY		Population		Population		Population		Population		Population	
	1960	July, 1956	1960	July, 1956	1960	July, 1956	1960	July, 1956	1960	July, 1956	1960
Alhambra	51,339	50,085	3,556	11,379	Huntington Park	29,450	26,175	Monterey Park	21,715	20,796	
Arroyo	29,086	33,880	19,720	31,367	Inglewood	48,185	56,115	Montrose Park	20,195	26,277	
Azusa	1,526	1,428	8,101	9,213	La Brea	4,196	3,262	Pico Union Estates	1,853	6,528	
Azusa	11,042	15,087	8,011	11,680	Long Beach	250,763	262,192	Pasadena	108,577	115,320	
Burbank	154,430	164,028	14,405	21,228	Glendale	148,028	224,901	Rowland	30,405	47,328	
Chico Park	29,532	30,544	68,702	113,138	Lincoln	29,821	28,544	Seal Beach	29,276	30,913	
Claremont	78,377	90,195	1,980	11,897	Long Beach	17,130	30,545	San Gabriel	12,990	14,851	
Covina	6,227	9,728	16,316	21,543	Maxwell	13,292	13,895	San Marino	20,443	22,769	
Cypress	47,991	58,824	11,826	15,276	Monrovia	20,186	24,619	San Marino	11,210	12,820	

LOS ANGELES AREA NOW HAS
\$5,117.5
value added by
Serving the West's huge mass-consuming market

SECTION II

WHAT, AND HOW MUCH TRANSPORTATION?

What Are the Transportation Requirements of the Area?

This question has never been answered, and with the current lack of coordinated transportation planning, we are unable to delineate the need with the precision necessary for intelligent, economical progress. We can only take the negative approach and evaluate the effects that transportation inadequacies have upon the people and economy by asking such questions as: How do transportation deficiencies and traffic congestion affect the individual and the community in terms of the costs of living and doing business? What will be the result of increased congestion? How effective is our present transportation system?

Each year we spend millions of dollars to advance the freeway system and improve streets and highways. Yet area growth creates congestion faster than we are able to cope with it. All segments of urban living feel the impact.

Transportation and the Individual

Traffic and transportation facilities which are inadequate or incompatible to the needs of the area appreciably affect the cost of living of each citizen.

Consider, for a moment, the increased cost of consumer goods resulting directly from traffic delays to trucks alone. Eight per cent of all commodities used in the United States today are moved by truck. In California, the amount of consumer goods moved by this method exceeds the national average many times. Costs attributed to congestion are in excess of eight times greater in Los Angeles than in the nation as a whole.

Wages and other fixed time costs are the major part of operating costs. Traffic delays result in higher costs to both the proprietary and regulated carriers. These higher operating costs are either included directly in the price of the product or are passed on through higher mileage rates. The net result is higher cost per unit of merchandise.

The expanding residential development has increased distances between home and work and between home and the old established central shopping centers. The individual pays more to get to work, and he pays more for merchandise which must be transported greater distances from central sources of supply.

Industrial expansion, too, has its financial effects on the individual. Congestion and travel distance have forced many people to move to areas where property values are higher than their ability to pay in order to be nearer their work. Conversely, many have been forced to move to lower level areas to avoid unpleasant transportation deficiencies.

Traffic and transportation plays an important part in the physical well being of the individual. It is estimated that because of modern warehousing and delivery practices, only a one-week supply of food exists in markets. Perishables such as milk, fruit and vegetables must be moved in daily. The shut-down of hay trucks for two days would significantly affect the supply of milk and other dairy products. The expeditious handling of trash and waste has an important relationship to public health.

Although figures are not available to document it, there is no doubt but that congestion creates some degree of mental disturbance. In addition to other effects that traffic frustrations may produce, there appears to be a direct relationship between these frustrations and industrial accidents. Records show an increase in this type of accident and a large share are attributed to delays and irritating conditions enroute to the job.

Dispersion of residence, business and industry has made the private automobile the principal mode of transportation. Although the economy of the Metropolitan area is still strong and vigorously progressive, continued progress will largely depend upon our ability to wisely use our land areas and avoid the saturation of street space which could raise the cost of living in this urban area to a point beyond the reach of the individual.

Transportation and Business

Transportation inadequacies have forced many business relocations. In spite of the capital costs involved, firms experiencing high tardiness rates due to transportation deficiencies have been forced to seek locations closer to sources of labor and more convenient for their customers. Healthy business must have adequate facilities for customer parking, either as street space or off-street accommodations. Customers will go elsewhere if they find it difficult to reach their shopping destinations, or if after reaching them, it is difficult to park. Salesmen, serving business, find it increasingly difficult to service as many contacts as before.

Traffic delays and lack of parking are forcing upward the costs for maintenance of sales personnel.

The deliveries of goods, vital to business survival, unfortunately often must be timed so that they are in conflict with peak traffic movements. The economic impact upon business of delays due to these conflicts is already alarming.

Transportation and Industry

One of the most exciting characteristics of the Los Angeles Basin Area is its expanding industrial potential which some observers claim will ultimately carry it to the first position among industrial areas. Transportation will play a key part in this expansion.

Because of its dependence upon transportation, this great industrial potential is super-sensitive to the influences of transportation inadequacies. A large labor force must be transported to and from industry. Congestion and transportation inadequacies cause tardiness and a high incidence of turnover, both of which influence operational costs. Tardiness means loss of production, and turnover means higher training costs. Industries are being forced to devote more management time to transportation matters.

Equally important to industry is the economical and rapid movement of goods. The specialization of industry has created a unique transportation problem of its own. Not only must raw materials and finished products be delivered, but subcontracting within industry requires a vast and complicated cross-movement of components to larger assembly centers.

If the costs of these vital movement requirements are disproportionately raised by congestion and inadequate transportation, industrial growth will be adversely affected.

Influence of Transportation on Government

It is evident that the cost of all governmental services is directly influenced by traffic and transportation. Congestion often forces government to add more people to its staff in order to maintain a satisfactory level of essential services.

Traffic congestion has been a major factor in the decline of public transit patronage. As transit vehicles are slowed down, more people abandon the service in favor of the private automobile. In some areas this trend has reached an alarming level and in order to save the mass transit service, so vital to the economy of any large city, government has been forced to buy and operate transit services. From an economic standpoint, governmental ownership of transit has many undesirable features.

Traffic and transportation deficiencies reflect themselves in taxes as the cost of governmental services increase. Tax increases often are borne by large segments of the public who do not benefit directly from the increase. An example of this is the tax subsidy often required to offset operational deficiencies in publicly operated transit. Those people who never patronize the service must bear their share of the cost.

Conclusion

It is obvious that traffic and transportation play important roles in the healthy growth and development of urban areas, and particularly in the Los Angeles Basin. Inadequacies make living in these urban areas troublesome and costly, inhibit development and cause unnecessary mental and physical suffering.

Although the point has not yet been reached, there are unmistakable symptoms of traffic and transportation inadequacies which, if continued unchecked, could seriously impair future growth potentials. These are symptoms which signal the need for a detailed economic evaluation and study of our traffic and transportation problems.

SECTION III

THE NEED FOR MASTER PLANNING

Area-wide transportation planning is as vital to the Los Angeles Basin Area as oil is to the machines of its industrial colossus.

Old methods of solving transportation headaches by piecemeal or localized action are demonstrably insufficient. Explosive urbanization now demands broad, far-sighted, planned action. This was recognized by the University Presidents' Advisory Committee on Los Angeles Transportation Problems seven years ago when, in its May, 1950, report, it stated:

"The Committee is convinced that a comprehensive area-wide survey or study is necessary before an acceptable solution can be found. It recommends that a study be undertaken which will cover not only the engineering features of possible systems, but also the pattern of growth of the Los Angeles County Metropolitan Area and the relation of a coordinated transportation system to a healthy economic development. If the study were limited to no more than preliminary designs, cost estimates and financial studies, it would not come to grips with the real problem.

"The specific purpose of the study is to determine the location and type, or types of rapid transit, if any, which will best serve not only the present, but also the future needs of the Los Angeles County Metropolitan Area. The probable effect of each economically feasible system upon the development of the area, upon ease and speed of transportation and upon traffic congestion should be carefully considered. The effect of automobile traffic on the various systems considered must be fully investigated."

A master plan must be drawn to guide the development and integration of transportation facilities. Only through the detailed studies on which such planning must be based, will we know the answers to such important questions as: How many miles of freeway do we really need? How much and where should we plan for the use of mass rapid transit? What special provisions must be made for moving goods? Where and how do we park vehicles? How can we finance the orderly development of a system? How do we coordinate the elements of the system? What are the economics involved—how much can we afford and how much *must* we afford to remain economically dynamic?

These questions, and many more like them, must be answered by making transportation planning the first order

of urban business. Then transportation will serve rather than restrict area development.

What Kind of a Transportation System Do We Have?

Until now, any consideration of the transportation system usually tended toward only one phase of the total problem or tended toward over-simplified or one-shot answers. A transportation system is not mass rapid transit alone! It is not freeways and highways alone! A transportation system is a planned, intelligent, economically feasible development and inter-relationship of all facilities for moving people and goods into, within, through, around and between all areas of commercial, industrial and residential concentration.

How well does our present system meet these specifications?

Coordination. Coordination and cooperation play important roles in transportation and are the key to many problems. Well over 100 separate political jurisdictions or community centers are located within the Los Angeles Basin Area. Most of these have some responsibility for planning, developing or controlling the segment of the area transportation system which lies within their jurisdictional limits. When a segment of the transportation system falls within several jurisdictions, each with power to control or regulate, differences of opinion and philosophy often create confusion and sometimes inhibit progress.

Differences in policy relating to traffic control on streets passing through several jurisdictions has measurably reduced the efficiency of these vital arteries. The inability to agree on location has needlessly delayed the building of important facilities. A lack of interest or understanding of the importance of transportation to the area has sometimes perpetuated self-interest groups.

Differences in philosophy and opinion must be resolved and reconciled and a satisfactory method for developing coordinated action must be found.

Streets and Highways. The physical characteristics of local streets and highways are dependent to a considerable extent upon local conditions. Residential communities need streets different in design and character of construction from industrial centers. Business areas may require special considerations.

TRANSPORTATION IN THE LOS ANGELES AREA

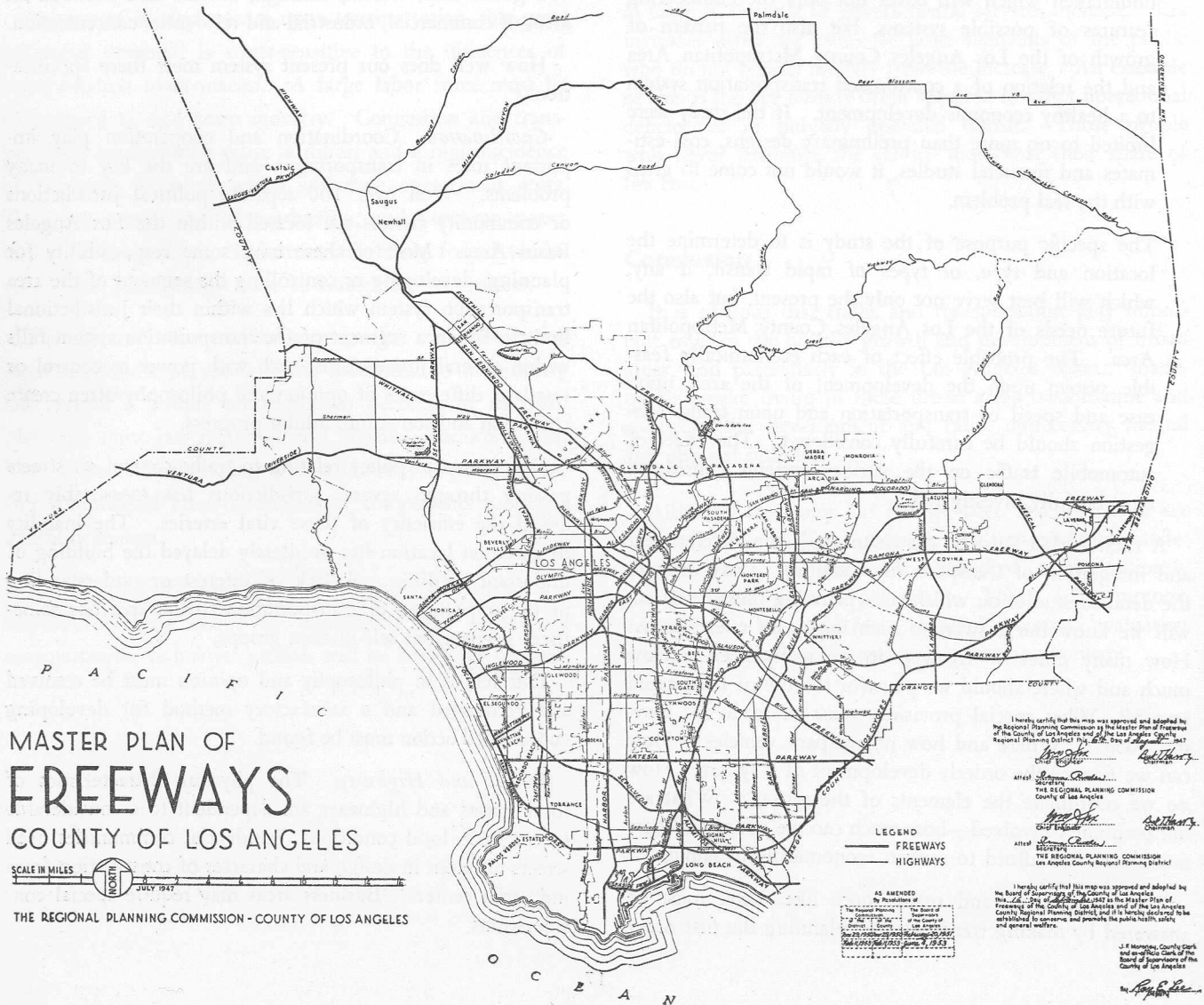
Design standards for major traffic, industrial and residential streets have been established and are usually closely followed by the engineers of the individual cities and counties. Cross section, continuity and alignment of intra-city streets handling local traffic can safely be left to the individual jurisdictions who best know their own local requirements. They are usually staffed with competent engineers capable of such planning.

The Los Angeles County Regional Planning Commission has prepared Master Plans of Highways and Freeways. It has encouraged local jurisdictions to approve the portions of those plans which lie within their respective limits. It is important to the area as a whole that each city within the area protect and implement these master plans of highways and freeways.

Although regulatory devices for the control of traffic movement within local areas should be governed locally, in some instances, as for example major highways, such control as shown on the Master Plan of Highways should be included in the routing and design features drawn by local jurisdictions.

Inter-city and county major highways should be laid out and developed in conformity with the Master Plan as to location, rights-of-way and roadway widths and design standards.

Freeways. The concept of freeways as the primary elements of modern transportation was not advanced and adopted until the present street and highway system was well developed. It must be recognized that although freeways will greatly relieve the through traffic load on the



surface street system, they will not in any sense replace the need to develop and complete an adequate surface street system. Neither will their construction lessen the responsibility for the proper maintenance of the local street system.

Freeways are a supplement to the street system. They provide high capacity, high speed, smooth flowing, safe traffic ways for large streams of traffic. Their location and construction must enable them to effectively collect and distribute traffic, and as integral units of the street and highway system should, therefore, be as definitely planned for as any surface artery. Heretofore, lack of planning has resulted in disturbance and alarm to some communities when new freeways are proposed even though they may have been part of the Master Plan of Highways and Freeways. Smaller communities, especially, have not recognized the need for or desirability of a freeway passing through their jurisdictions and have not planned their streets accordingly.

Failure to recognize the tremendous value of these arteries and to thus provide sufficient funds for their construction has forced freeways to be developed progressively in units. Until a major portion of the system is completed it will not function to the best advantage. People travel far out of their way to use the completed sections of freeways, thus tending to overload them and create delays and bottlenecks at temporary termini of these sections. It is essential that adequate financing be found to permit the expeditious completion of the freeway system.

Curb Parking. In the Los Angeles Area the need for restriction, regulation and prohibition of curb parking has been recognized for a number of years with the result that traffic regulation is generally based on the principle of maximum utilization of streets, roads and highways.

As congestion increases, it becomes necessary not only to restrict and prohibit curb parking along traffic arteries and in business sections, but also to offset center lines to increase street capacity during rush hours.

There is some need for more uniform curb parking regulations in the various political jurisdictions including the City of Los Angeles itself. The characteristics of traffic should be, and frequently are used to govern the no-parking periods. There is need for more flexibility, however, in the hours of parking restrictions to fit these characteristics throughout the entire metropolitan area.

Off-Street Parking. While it is true that the growing use of automobiles creates demand for parking space, it also creates demand for more street space in which to operate them. If the streets and off-street facilities together cannot cope with the number of automobiles, the provision

of more off-street parking alone will not invite motorists to brave the street jams to reach the space. Streets are designed for the movement of people and goods, not for storing vehicles. The public must be sufficiently informed of these basic considerations so it will accept the principle of reserving major streets primarily for the movement of intra-community traffic.

In general, the creation of additional off-street parking spaces in developed areas is local problem. Methods and techniques are at hand to do this through assessment or the issuance of revenue bonds. Public bodies are authorized to construct public parking lots and issue revenue bonds and to pledge parking meter revenues as security for the payment of such bonds.

The zoning ordinances of the many cities and counties in the area vary in their requirements for providing off-street parking facilities in new building construction. These ordinances should be reviewed to promote uniformity and to assure adequate off-street parking throughout the area based on proposed land use.

Mass Transportation. The need for a centralized inventory of all existing local and long-haul transit facilities has long been recognized in past studies of the subject. Within a 20 mile radius of downtown Los Angeles, 31 separate carriers provide mass transit service through 178 carrier connections and 1400 points of interchange. One of these carriers provides both local and interurban service. A list of the transportation companies referred to above is found in Appendix J.

Service ranges from 24 hours per day, seven days per week, to 10 to 12 hours per day, six days per week. Headways vary from five minutes to in excess of two hours.

Ten basic rate structures apply, ranging from 10 to 20 cents; and 21 carriers provide for zone increments ranging from 3 to 10 cents per zone.

Joint fares with transfer privileges are in limited effect, involving only 11 of the transit companies. Except for one carrier which maintains joint fare agreements with three other carriers each of the agreements is between two or three of these eleven companies.

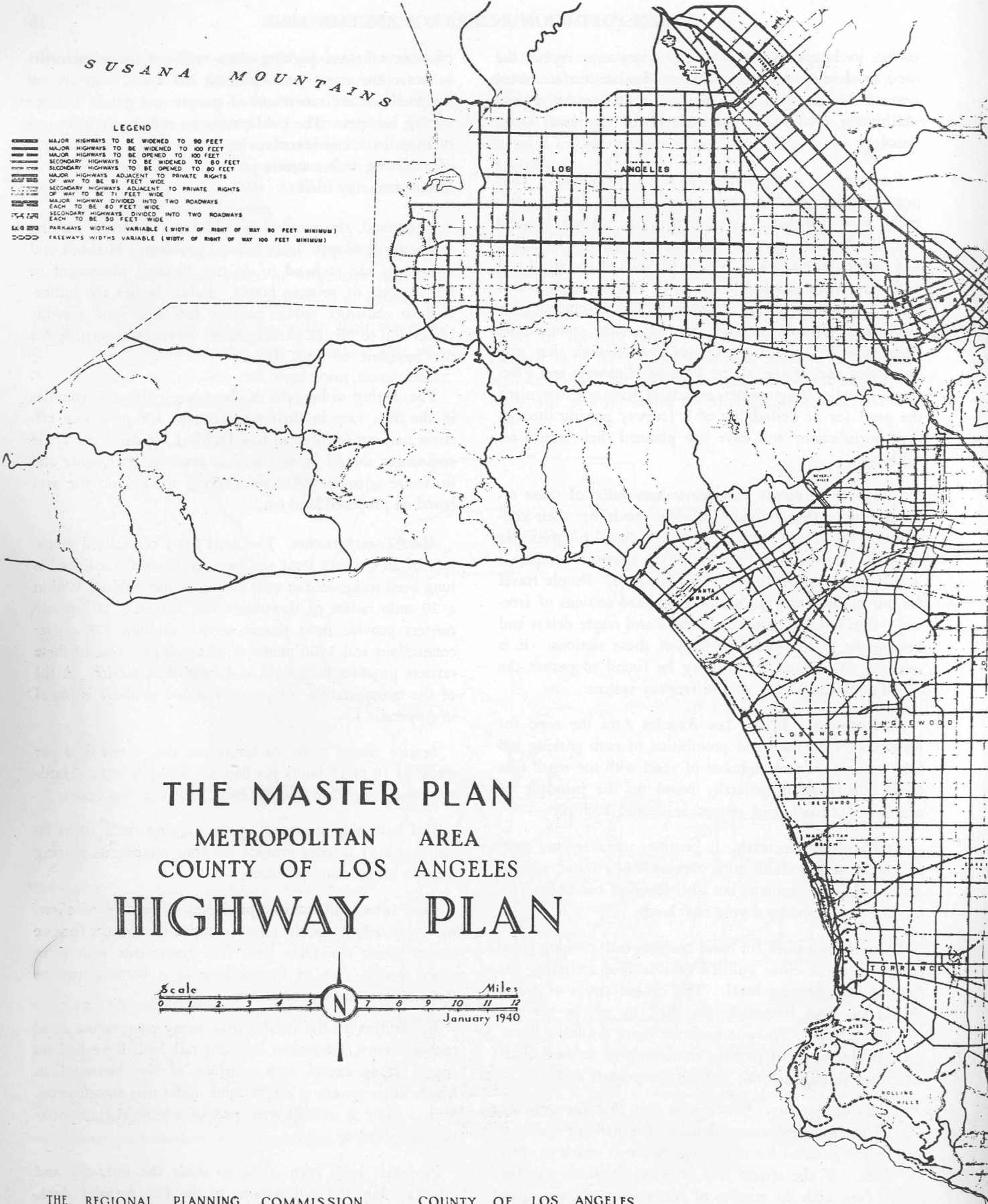
In addition to the need for knowing more about local transit service, interurban bus and rail lines have had no special study except such portions of the Metropolitan Coach Lines system as might come under this classification. Such a study is an important part of a general transportation investigation.

Proposals have been made to study the inter-city and interstate bus and rail systems in the Los Angeles Area,

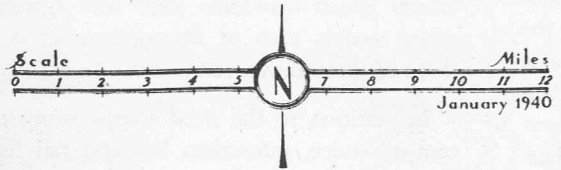
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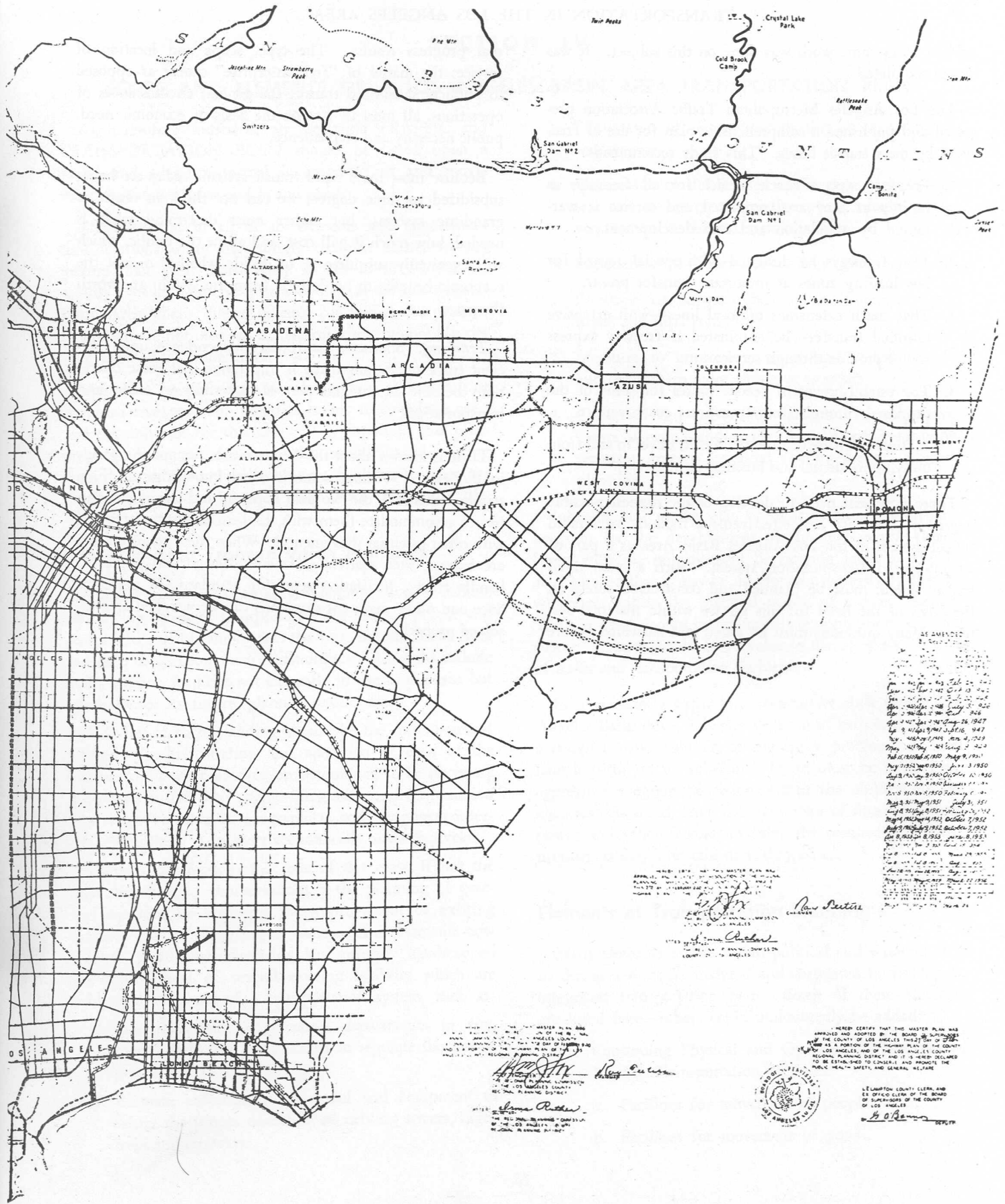
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- MAJOR HIGHWAYS TO BE WIDENED TO 90 FEET
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- SECONDARY HIGHWAYS TO BE WIDENED TO 80 FEET
- SECONDARY HIGHWAYS TO BE OPENED TO 80 FEET
- MAJOR HIGHWAYS ADJACENT TO PRIVATE RIGHTS OF WAY TO BE 91 FEET WIDE
- SECONDARY HIGHWAYS ADJACENT TO PRIVATE RIGHTS OF WAY TO BE 71 FEET WIDE
- MAJOR HIGHWAY DIVIDED INTO TWO ROADWAYS EACH TO BE 80 FEET WIDE
- SECONDARY HIGHWAYS DIVIDED INTO TWO ROADWAYS EACH TO BE 50 FEET WIDE
- PARKWAYS WIDTHS VARIABLE (WIDTH OF RIGHT OF WAY 80 FEET MINIMUM)
- FREEWAYS WIDTHS VARIABLE (WIDTH OF RIGHT OF WAY 100 FEET MINIMUM)



THE MASTER PLAN
 METROPOLITAN AREA
 COUNTY OF LOS ANGELES
 HIGHWAY PLAN





AS AMENDED
 BY ORDINANCE
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APPROVED AND ADOPTED BY THE BOARD OF SUPERVISORS OF THE COUNTY OF LOS ANGELES THIS 12TH DAY OF OCTOBER 1950
 I, *Ray C. Cullen*, County Clerk
 I, *Ray C. Cullen*, County Clerk
 I, *Ray C. Cullen*, County Clerk

WHEREAS THE MASTER PLAN HAS BEEN APPROVED AND ADOPTED BY THE BOARD OF SUPERVISORS OF THE COUNTY OF LOS ANGELES THIS 12TH DAY OF OCTOBER 1950 AND IS NOW IN FULL FORCE AND EFFECT AND WHEREAS THE BOARD OF SUPERVISORS OF THE COUNTY OF LOS ANGELES HAS DEEMED IT ADVISABLE TO ESTABLISH A REGIONAL PLANNING DISTRICT AND TO PROVIDE FOR THE PUBLIC HEARINGS AND GENERAL RELIANCE
 I, *Ray C. Cullen*, County Clerk
 I, *Ray C. Cullen*, County Clerk



LET LAMPTON COUNTY CLERK AND COUNTY CLERK OF THE BOARD OF SUPERVISORS OF THE COUNTY OF LOS ANGELES
 R. C. Cullen

and in 1943 some work was done on this subject. It was never completed.

The Los Angeles Metropolitan Traffic Association prepared and published a comprehensive plan for use of freeways by mass transit buses. This study recommends:

1. Freeway express coach service for all freeways as rapidly as they are completed and service is warranted by population and area development.
2. That freeways be designed with special regard for bus loading zones at important transfer points.
3. That coach extensions of local lines—with extensive terminal transfer—be eliminated if freeway express routes provide through service.
4. The establishment of feeder routes for some of the proposed through freeway express coach service.
5. A study be made of time savings in travel to and from outlying industrial and business centers.

There is urgent need to develop at the highest possible degree of efficiency and effectiveness a modern mass rapid transit system in the Los Angeles Basin Area as a part of an integrated transportation system. Such a mass rapid transit system must be planned and constructed solely on the basis of the need for this service within the total system. Many questions must be asked and answered before

real progress results. The type, scope and location of service; the matter of "free enterprise" transit as opposed to publicly subsidized transit; the general circumstances of operations, all must be met on the basis of economic need, public necessity and convenience.

Because most mass rapid transit systems today are being subsidized to some degree, we can not think in terms of grandiose systems, but rather must determine what is needed, how much it will cost, and allow the public, which will eventually subsidize it, to decide whether or not the economic benefits to be derived from the system are worth the price.

Trucking. Southern California's dependence upon efficient truck operations make it imperative that these operations become an integral part of any study of traffic and transportation.

Little is known about the requirements for moving goods in the area. Without some detailed knowledge of these requirements how can we plan highway and terminal facilities to accommodate them with the least amount of friction with other essential movements? When these requirements are known, such matters as freeway design and grades to handle trucks, legislation requiring standards of performance and other pertinent questions can be weighed and resolved properly.

SECTION IV

SCOPE AND ELEMENTS OF A LOS ANGELES BASIN AREA TRANSPORTATION PLAN

As heretofore indicated, an area-wide TRAFFIC and TRANSPORTATION PLAN should be based upon a sound and adequate factual investigation of area movement requirements for people and goods.

Transportation in all of its elements and appurtenant considerations is an exceedingly complex matter in any metropolitan area. Particularly is this so in a dynamic, rapidly growing and changing area such as the Los Angeles Basin Area where, due to unusual conditions, the patterns of growth are not those of the typical, conventional big city with its satellite communities.

There are no precedents for integrating all existing or proposed transportation facilities in any metropolitan area, and certainly not for this area. It is important that planning be done now for maximum utilization of existing facilities and the provision of new facilities to meet the requirements of Los Angeles Basin Area community life.

Scope of Area Transportation Planning

Comprehensive transportation planning should include all existing forms of transportation for moving people and goods into, out of, and within the Los Angeles Basin Area and each of its component communities. It should include transportation facilities not currently in use in the area but necessary for its future, planned development.

Included in such planning should be the most practical method of administration and operation of each of the various forms of transportation determined to be necessary and provision for their proper integration and coordination as a system to serve all geographical and component interests of the Basin Area most economically and effectively.

There is no question that one of the most, if not the most important of considerations is the planning of practical methods of financing the improvement of existing facilities and the supplying of transportation elements now lacking. Inadequate financing has seriously handicapped the improvement of several existing facilities which are recognized elements of a transportation system, such as:

1. Adequate traffic engineering departments in city, county and state governments to regulate the use of present streets and highways.
2. Adequate enforcement personnel and equipment to assure the proper operation of existing streets, highways and freeways.

3. Elimination of deficiencies in the street and highway systems.
4. Elimination of deficiencies in the state highway system and the early construction of an adequate freeway system in this metropolitan area.
5. Elimination of hazardous railway grade crossings.
6. Provision of adequate bus loading facilities along urban and rural freeways.
7. Measures to improve existing mass transit systems and make them more attractive to riders.
8. Collection and analysis of data on land use, movements of people and goods and other pertinent transportation matters essential for intelligent, effective planning.

Inherent in a master plan of transportation should be a program for the development of the plan which should begin with the improvement of existing facilities and be so organized that it may be developed progressively in steps which are within the practical realms of accomplishment. The first steps should be of immediate application and each succeeding step should be of value in the progressive relief of traffic and transportation problems.

In a constantly expanding community such as the Los Angeles Basin Area, it is unrealistic to sit back and wait for a comprehensive solution of the entire problem and then launch forth on its solution. There must be a constant, aggressive program of action within the abilities of the agencies concerned, from the standpoint of financing, manpower and other factors, to solve the components of the problem as they now exist or as they arise.

Elements of Transportation Planning

Many elements of the social, political and economic life of this area must be analyzed and correlated to develop an integrated transportation plan. Some of these elements are listed here—others could undoubtedly be added:

1. Continuing Physical and Operational Inventory of Existing Transportation Facilities.
 - a. Facilities for movement of people.
 - b. Facilities for movement of goods.

TRANSPORTATION IN THE LOS ANGELES AREA

2. A study of the Los Angeles Basin Geography
 - a. Physical geography
 - b. Economic geography
 - c. Political geography
3. A Related Study of all Traffic and Transit Movements
 - a. Movements into, out of, and within the Area
 - b. Movements within component communities of the Area
 - c. Movements between the communities of the Area
4. Land Use, Population and Motor Vehicle Distribution Studies
5. Effects of Transportation
6. Terminal Facilities and Location including Parking
7. Determination of Desirable Standards of Transportation for the Area
8. New Transportation Facilities Needed
 - a. Determination of desirable additional facilities
 - b. Programming these on feasible schedule of accomplishment
 - c. Interrelating of public and private operations
9. Economic Considerations
 - a. Measuring the need for facilities
 - b. The effect of transportation on the economy of the Area
10. Sociological Considerations
 - a. Behavior patterns and attitudes of people as they affect or are affected by transportation choices
 - b. Effect of transportation on social fabric of Area
11. Financial Considerations
 - a. Estimating probable costs of construction, improvement and operation.
 - b. Ability of Area to pay necessary costs
 - c. Applicable methods of financing
12. Administrative Considerations
 - a. Study of existing administrative levels
 - b. Need for coordination and unification
 - c. Determination of extent of Area
13. Legislative Considerations
 - a. Study of possible forms of an enabling agency to effectuate the Plan
 - b. Study of required enabling legislation
 - c. Recommendation for legislative action

SECTION V

RECOMMENDED METHOD FOR ESTABLISHING AREA-WIDE TRANSPORTATION PLANNING

Area-wide transportation planning is only possible through an agency having jurisdiction which cuts across or through all political subdivisions of the Basin Area and which is truly representative of the area.

Because of the complexity and continuing nature of the problem, it is our belief that the gathering of basic data and the development of a master transportation plan can best be accomplished by a pooling of the information and skills of the organizations and agencies of the area itself, and the conduct by those agencies of such additional investigations as may be necessary to develop a workable plan and program. Although services of consultants might be desirable from time to time for review and advice, the undertaking of a large and costly engineering survey by outside consultants is not recommended.

An organization composed of local technical personnel and citizens should be constituted to develop the program. Suggested enabling legislation to give the organization the necessary area-wide jurisdiction is shown as Appendix C.

Following are the suggestions and recommendations for the organization, administration and financing of such a unit.

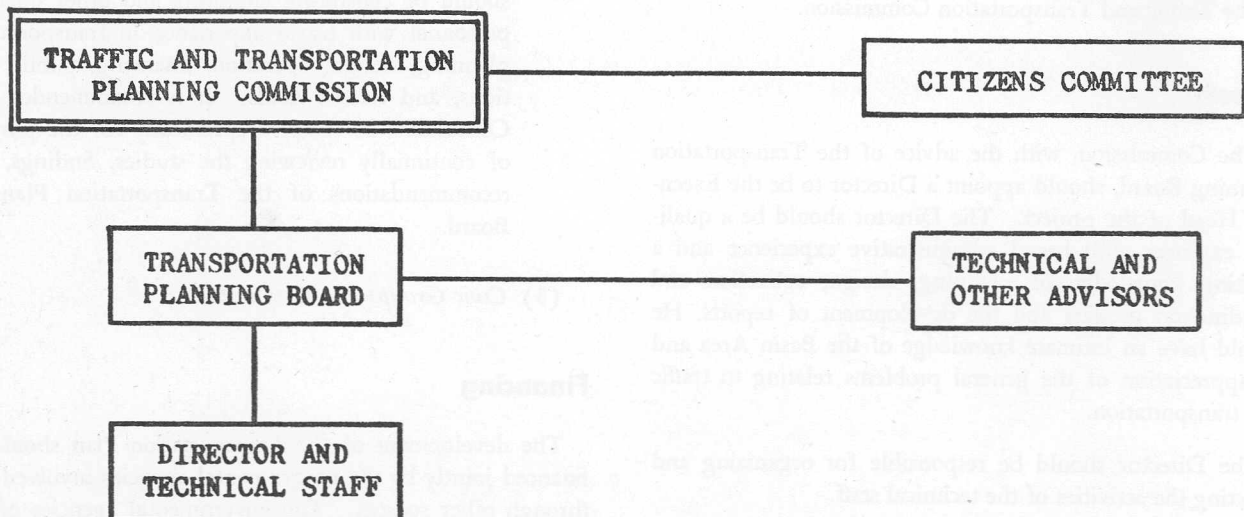
Traffic and Transportation Commission (Committee Representing Citizens)

A Traffic and Transportation Commission representative of the citizens of the Los Angeles Basin Area should be formed, and its program should be approved by the Boards of Supervisors of the counties within the Basin Area. It should function as an official Traffic and Transportation Planning Commission.

The Commission should coordinate the activities of a Transportation Planning Board, determine all matters of policy, control the expenditure of funds, and make all final recommendations on the master plan and program or portions thereof. This Commission should have authority to appoint the members of the Transportation Planning Board.

Transportation Planning Board

This Board is suggested as the administrative head of the group of technical personnel which would actually collect and analyze data and formulate the master plan and program.



Organization Chart of Recommended Transportation Planning Commission.

To be effective, the Transportation Planning Board should be large enough to be representative. Of the total membership, it is suggested that it include not more than nine qualified persons from existing regularly employed technical staffs of the several political agencies dealing with traffic and transportation.

All additional members deemed necessary should be citizens qualified in matters of traffic and transportation who are not connected with a public agency, and should be appointed by the Commission.

Although the widest possible representation should be sought, technical personnel on this Board should be chosen primarily for qualification and skill. The geographic and jurisdictional agencies which should be represented are San Bernardino, Riverside, Orange and Los Angeles Counties; cities of the Basin Area, and the State Division of Highways.

Appointments to the Planning Board should be approved by the county boards of supervisors and the city councils of the jurisdictions in which these men are employed.

The Transportation Planning Board should organize and administer the project, compile the necessary data, conduct the necessary inventories and investigations, develop a Master Transportation Plan, and outline a program for the progressive accomplishment of the Plan.

The activities of the Transportation Planning Board should be subject to the approval and executive direction of the Traffic and Transportation Commission.

Director

The Commission, with the advice of the Transportation Planning Board, should appoint a Director to be the Executive Head of the project. The Director should be a qualified engineer with broad administrative experience and a working knowledge of planning, design, collection and coordination of data and the development of reports. He should have an intimate knowledge of the Basin Area and an appreciation of the general problems relating to traffic and transportation.

The Director should be responsible for organizing and directing the activities of the technical staff.

Technical Staff

It is suggested that a Technical Staff be formed as needed from regular employees of the concerned governmental agencies, the State Public Utilities Commission, and the

Division of Highways. Members of this staff should be selected for their particular experience and skill and, for the period necessary, be assigned full time to the Technical Staff and relieved from their regular duties.

The technical staff would conduct the inventories, coordinate the data, and develop the plan and program. The work of this staff should be augmented when necessary, by additional part-time studies conducted by the departments of the concerned governmental agencies.

Technical and Other Advisors

It is recommended that the vast local resources for advisory assistance to the Planning Board be utilized as needed. Qualified technical personnel from the sources listed below, and from any other applicable sources, should be used.

- (1) *A Panel of Consultants*
- (2) *The Metropolitan Transportation Engineering Board*, a voluntary board consisting of city administrators, engineers and planners of the cities of the Los Angeles Basin Area and of the counties, and engineering representatives of the State Division of Highways.
- (3) *Transportation Representatives*
- (4) *Consultants* should be used only as necessary. They should be consulting engineers and other qualified personnel with broad experience in transportation, planning, design, operation, financing, public relations, and related fields. It is recommended that Consultants be retained specifically for the purpose of continually reviewing the studies, findings, and recommendations of the Transportation Planning Board.
- (5) *Civic Groups and Committees*

Financing

The development of the Transportation Plan should be financed jointly by the governmental agencies involved and through other sources. The governmental agencies of the area could carry their share of the costs by providing the technical staff and by conducting such necessary supplemental studies as could be accomplished by the departments of these jurisdictions. The remaining portion of the cost should be defrayed by funds from other sources such as governmental grant, private subscription or foundations.

Conclusion

This proposal for solving present transportation dilemmas and for programming the development of facilities necessary in the future was evolved from the combined effort of one of the most competent groups of technicians it would be possible to assemble. The work of the Panel of Consultants to the Citizens Traffic and Transportation Committee is proof of the practicability of recommending that area transportation planning be done by local technicians.

These recommendations are within the realm of practical accomplishment! While the comprehensive answer to the total problem will require extensive study and the reconciliation of many divergent views and interests, we must never lose sight of the basic objectives. Disagreements over minor

segments of the problem must never be allowed to obscure or minimize these objectives.

On the other hand, official agencies, public and private groups and the metropolitan press should join forces for the immediate implementation of these recommendations. A strong, representative citizens support group must be formed to disseminate public information and to give substantial support to the many agencies whose energies would go into this important work.

The Los Angeles Basin Area can solve its own transportation dilemma by an application of the same determination and leadership which has made it one of the leading national contenders in the business and industrial field. We have the means at hand! The Citizens Traffic and Transportation Committee earnestly recommends we put them to work immediately.

HOLM, Van & Storage Co.
Los Angeles

HARRIS, Walter M., Owner
Walt's Auto Parts & Garage
Los Angeles

HUCKLEY, Hugh J., President
F. J. Huckley & Co.
Los Angeles

CAMERON, Hubert, Attorney
Los Angeles

COFFMAN, R. A., Planning Dir.
City of Los Angeles
Los Angeles

ELVIN, Edward J.
College Printing Expediter
Public Telephone & Telegraph
Los Angeles

ELMST, John C., President
Lewman Products Corp.
Los Angeles

DAYTON, Robert G., President
Mule Co. Co.
Los Angeles

FRANKS, J. C., President/Manager
Frank's Auto Sales Co.
Los Angeles

HALL, N. Roy M., President
California Cement Corp.
Los Angeles

HATCHER, J. L., President
Metropolitan Coach Lines
Los Angeles

HAYLHURST, J. Y., Director
Engineering & Technical Services
Auto Div. of South California
Los Angeles

HAWLEY, Geo. N., Vice President
Southern Calif. Edison Co.
Los Angeles

HAYTT, J. L., Vice President
Union Oil Co. of Calif.
Los Angeles

HILL, Sam T., Owner
San Hill Realty Co. Ltd.
Inglewood

HOFFMAN, Ed J., Controller
Los Angeles

HUNLEY, G. B., President/Manager
North American Aviation, Inc.
Los Angeles

HOWLAND, R. B., Jr., Vice President
Frank Co. Inc.
Alhambra

JOHN, Robert E., Manager

APPENDIX A

MEMBERSHIP OF THE EXECUTIVE COMMITTEE OF THE CITIZENS TRAFFIC AND TRANSPORTATION COMMITTEE FOR THE EXTENDED LOS ANGELES AREA

Chairman MONTGOMERY PHISTER
Vice Chairman L. E. HOWARD, JR.
Executive Secretary GEORGE C. BOWERS

AARON, David, *Secretary*
Nutralite Products, Inc.
Buena Park

BAKER, Harrison R., *President*
Davis-Baker Co.
Pasadena

BARRETT, Howard
Riverside

BEKINS, Milo W., *President*
Bekins Van & Storage Co.
Los Angeles

BRIGGS, Walter M., *Owner*
Walt's Auto Parks & Garages
Los Angeles

BUCKLEY, Frank J., *President*
F. J. Buckley & Co.
Los Angeles

CAMERON, Herbert, *Attorney*
Los Angeles

COVINGTON, R. A., *Planning Dir.*
County of San Bernardino
San Bernardino

DONNER, Herbert J.
College Relations Supervisor
Pacific Telephone & Telegraph
Los Angeles

ELLIOTT, John C., *President*
Jameson Petroleum Corp.
Los Angeles

GAYLEN, Morris G., *President*
Valley Cab Co.
Van Nuys

GILBERT, J. C., *Division Manager*
Southern Counties Gas Co.
Santa Monica

GOGGIN, Geo. T., *Exec. Vice Pres.*
Douglas Oil Co., of Calif.
Paramount

GORDON, Robert L., *Vice President*
Bank of America NT & SA
Los Angeles

GREEN, Max H.
County Board of Trade
San Bernardino

GRIFFITHS, L. O., *President*
Harbor Dist. Chambers of Commerce
Wilmington

HAGEN, Roy M., *President*
California Consumers Corp.
Los Angeles

HAUGH, J. L., *President*
Metropolitan Coach Lines
Los Angeles

HAVENNER, J. E., *Director*
Engineering & Technical Services
Auto Club of South California
Los Angeles

HAWLEY, Geo. N., *Vice President*
Southern Calif. Edison Co.
Los Angeles

HIATT, E. L., *Vice President*
Union Oil Co. of Calif.
Los Angeles

HILL, Sam T., *Owner*
Sam Hill Realty Co., Inc.
Inglewood

HOFFMAN, Carl J., *Contractor*
Los Angeles

HONEY, G. S., *Personnel Director*
North American Aviation, Inc.
Los Angeles

HOWARD, L. E., Jr., *Vice President*
Vinnell Co., Inc.
Alhambra

JONES, Hayden F., *Rancher*
Puente

KINNEY, Wendell H., *Vice President*
Standard Steel Corp.
Los Angeles

KOCH, A. S.
Surveyor and Road Commissioner
County of Orange, Santa Ana

KRAMER, Charles B., *Industrialist*
North Hollywood

LANHAM, Stanley M., *Vice President*
Los Angeles Transit Lines
Los Angeles

LEE, E. W., *Owner*
Vita Foods
Ontario

LUNDEN, Samuel E., *Architect*
Lunden, Hayward & O'Connor
Los Angeles

McCLELLIAN, Willard, *Owner*
Mack's, Inc.
Riverside

MITCHELL, Robert, *President*
Consolidated Rock Products
Los Angeles

MOSS, Faraon Jay, *Sales Manager*
Omart Investment Co.
Azusa

NASON, Fred, *President*
Beverly Hills Transfer & Storage Co.
Beverly Hills

NICHOLAS, M. A.
County Road Commissioner
San Bernardino

PACKER, Don H., *President*
Packer Motor Co., Inc.
Glendale

PATTERSON, E. T., *Sales Manager*
Riverside Monument Co.
Riverside

PAYNE, Frank A., Jr., *Personnel Dir.*
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Los Angeles

PAYNE, Harry S., *Insurance*
Corona

PEMBERTON, L. C., *Owner*
Washer-Wilson
Los Angeles

PHISTER, Montgomery, *Vice Pres.*
Van Camp Sea Food Co., Inc.
Terminal Island

PINE, Frank W., *Industrial Realtor*
Van Nuys

REDDING, Ned, *Publisher*
Ned Redding Publications
Los Angeles

RICHARDS, J. L., *District Manager*
Pacific Telephone & Telegraph
Orange

RUMAN, James E., *Dir. of Operations*
20th Century Fox Film Corp.
Los Angeles

SANDBERG, Gordon H., *Ass't Sec'y*
Advance Trucking Co.
Long Beach

SCHIFF, Ludwig (Retired)
Los Angeles

SMITH, Willard, *Chrmn. of the Board*
First National Bank
Orange

STEWART, Wm. M., *Ass't Dir. of Fin.*
Disneyland, Inc.
Anaheim

VAN VOORHIS, Dr. D. L., *Dentist*
Colton

WELLENSIEK, P. Frederich
Properties Ownership
Pomona

WILSON, Gwynn, *Vice President*
and General Manager
Los Angeles Turf Club, Inc.
Arcadia

APPENDIX B

MEMBERSHIP OF THE PANEL OF CONSULTANTS; CITIZENS TRAFFIC AND TRANSPORTATION COMMITTEE

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Secretary GEORGE C. BOWERS

BRAFF, Lloyd M., *Genl. Mgr.*
City Traffic Dept.
Los Angeles

BREIVOGEL, Milton, *Director*
Regional Planning Commission
Los Angeles County
Los Angeles

CHUBB, T. M., *Genl. Mgr.*
Board of Public Utilities and Transportation
Los Angeles

EARL, Howard, *Director*
Los Angeles County Civil Defense
Los Angeles

FENNEMA, Carl F., *Transp. Dir.*
Downtown Business Men's Ass'n
Los Angeles

FUSON, Russell E., *Supervising Insp.*
California Highway Patrol
Los Angeles

GORMAN, Wm. H., *Director, So. Calif.*
State Public Utilities Commission
Los Angeles

HAVENNER, Joseph E., *Director*
Engineering & Technical Services
Automobile Club of So. Calif.
Los Angeles

KAPLAN, J. M., *Sec'y-Manager*
National Safety Council
Los Angeles

KENNEDY, Sam R.
County Road Commissioner
Los Angeles

LINDERSMITH, W. R., *Sec'y-Mgr.*
L. A. Metro. Traffic Assn.
Los Angeles

LYNCH, Col. Richard F., *Dir.*
Los Angeles Civil Defense
Hollywood

ROBERTS, John E., *Director*
City Planning Dept.
Los Angeles

SHERRARD, Wade, *Gen'l Mgr.*
Motor Truck Ass'n of Calif.
Los Angeles

SULLIVAN, H. W., *Deputy Chief*
Los Angeles Police Department
Los Angeles

TELFORD, Edw. T.
Assistant State Highway Engineer
Calif. Division of Highways
Los Angeles

WINTER, Hugo H., *Design Engr.*
City of Los Angeles
Los Angeles

APPENDIX C

RECOMMENDED LEGISLATION FOR THE ESTABLISHMENT OF A BASIN AREA TRANSPORTATION PLANNING COMMISSION

AN ACT TO CREATE THE LOS ANGELES BASIN AREA TRANSPORTATION COMMISSION AND PRESCRIBING THE POWERS AND DUTIES THEREOF AND RELATING TO THE CONSTRUCTION AND COORDINATION OF A TRANSPORTATION SYSTEM IN THE LOS ANGELES BASIN AREA, AND MAKING AN APPROPRIATION THEREFOR.

The people of the State of California do enact as follows:

SECTION 1. This act is enacted in furtherance of the declared policy of this State to develop adequate transportation in metropolitan and urban areas.

At the present time, there are not adequate transportation facilities for persons and property in the Los Angeles Basin area. A comprehensive area-wide transportation system which coordinates all modes of metropolitan and urban transportation is needed. It is the purpose of this act to create an area-wide planning commission and to provide for the preparation of a master transportation plan.

SEC. 2. As used herein, the Los Angeles Basin area is the total urban area of Los Angeles County south of the San Gabriel Mountains and east of the Santa Susana Mountains and the urban areas of San Bernardino, Riverside, and Orange Counties.

SEC. 3. There is hereby created the Los Angeles Basin Area Transportation Planning Commission.

SEC. 4. The commission shall be composed of 15 members appointed by the Governor. Two members shall be appointed by the Governor from persons of his own choice. The remaining members shall be appointed as follows:

- (a) Five members shall be appointed from residents of the County of Los Angeles nominated by the Board of Supervisors of the County of Los Angeles.
- (b) Two members shall be appointed from residents of the City of Los Angeles nominated by the Los Angeles City Council with the approval of the Mayor of the City of Los Angeles.
- (c) Two members shall be appointed from residents of each of the following counties who have been nominated by the Board of Supervisors of their respective counties:
 - (1) San Bernardino County
 - (2) Riverside County
 - (3) Orange County

SEC. 5. Vacancies in the commission shall be filled by the Governor from qualified nominees of the appropriate nominating authority.

SEC. 6. Members of the commission shall serve without compensation but shall receive necessary actual expenses incurred in the discharge of their duties.

SEC. 7. The commission shall adopt rules to govern its internal affairs and shall elect the following officers:

- (a) Chairman
- (b) Vice Chairman
- (c) Treasurer
- (d) Secretary

SEC. 8. The commission may maintain offices and employ and fix the salaries of employees it deems necessary to carry out the provisions of this act. Members of the commission, its employees, consultants, or advisers shall not be deemed to be employees of the State and shall be exempt from civil service provisions of the State. Employees may be discharged at the discretion of the commission.

SEC. 9. The salaries of any officers or employees employed under this act shall not be subject to approval by the Department of Finance.

SEC. 10. The commission may enter into contracts with such persons, groups, and agencies, public or private, and do any act necessary to carry out the purpose of this act.

SEC. 11. The commission shall study and investigate the transportation requirements of the Los Angeles Basin area with respect primarily to the transportation of persons and in relation thereto the influence which the transportation of goods has upon the movement of persons, and shall aid local authorities in the area in investigating their transportation problems and in combining their findings and proposals with those of other local authorities in the area. It shall prepare a master transportation plan for the construction and coordination of an area-wide transportation system, the land, equipment, and facilities and other properties which will be required, the proposed methods of financing the transportation system, a program for implementing the master transportation plan, and the appropriate governmental or administrative structure to implement the master plan.

SEC. 12. The commission shall make the fullest possible use of all facilities of state, county, city or other governmental agencies which may be available and shall insofar as practicable develop the master transportation plan and the basic data necessary to it by a pooling of the information and skills of local organizations and agencies and the conduct by such agencies of such additional investigations necessary to develop a workable plan and program.

SEC. 13. The commission may accept contributions in money and services or appropriations from the United States of America, the State of California, or any department or agency of either thereof, or from any city or county or from any public or private corporation or agency or person. The commission may cooperate and contract with the United States of America under any act of Congress heretofore or hereafter enacted authorizing or permitting such cooperation. The commission may enter into any contract with any department or agency of the State of California or any city or county or any public or private corporation or agency for the development of the transportation plan. The State or any such public corporation may also authorize, aid and assist the commission to carry out any activity which the State or such public corporation is by law authorized to perform and carry out on its own behalf.

SEC. 14. The commission shall prepare progress and other reports for submission to the Legislature and to the board of supervisors of each county in the Los Angeles Basin area from the effective date of this act, as follows:

- (a) Progress reports,
 - (1) Within six months,
 - (2) Within one year,
 - (3) Within one and one-half years;
- (b) Completed reports,
 - (1) As separate phases of the study are completed.
 - (2) A final report by January 1, 1960.

SEC. 15. The commission shall appoint a Transportation Planning Board to be composed of persons trained and qualified in traffic and transportation matters. Not in excess of nine members of the board shall be officers or employees of San Bernardino, Riverside, Orange, or Los Angeles Counties or the cities of the Los Angeles Basin area, but one shall be an officer or employee of the State Division of Highways. Appointments of such public officers or employees shall be approved by the appropriate board of supervisors, city council, or department head of the officer or employee. Members of the Transportation Planning Board shall serve without compensation except that they shall receive reimbursement for travel expense incurred in the performance of their duties.

SEC. 16. Subject to the supervision and control of the commission, the Transportation Planning Board shall do all things necessary to develop the master transportation plan and outline a program for the progressive accomplishment thereof.

SEC. 17. The commission with the advice of the Transportation Planning Board, shall appoint a director who shall organize and supervise the technical staff and the preparation of all studies, plans, and reports, and shall coordinate the activities of technical assistants and cooperating agencies outside the staff of the commission.

SEC. 18. The commission may employ and fix the salaries of such technicians, advisors, or consultants as are necessary to develop the transportation plan and shall utilize the services of citizen advisory groups.

SEC. 19. There is hereby appropriated from the General Fund the sum of three hundred ninety thousand dollars (\$390,000) to defray administrative and other expenses, it being understood that the local jurisdictions through assignment of technical personnel to various phases and projects of the transportation planning activity will defray an approximately equal amount.

APPENDIX D

A RESOLUTION RECOMMENDING THE ESTABLISHMENT OF A FREEWAY COORDINATING COMMITTEE AND THE USE BY THAT COMMITTEE OF FUNDS FOR RESEARCH

RESOLVED, that the Citizens Traffic and Transportation Committee recommends that immediate action be taken to implement the following proposals and recommendations:

A. PROPOSAL TO ESTABLISH BETTER COORDINATION BETWEEN AGENCIES RESPONSIBLE FOR OPERATIONAL FEATURES OF FREEWAYS

In the City of Los Angeles responsibility for freeway operations is divided between the State Division of Highways and the Police Department.

The Highway Department is responsible for:

1. Signs, signals, and markings.
2. Regulations such as speed zones and stop signs.
3. Channelization or re-design of entrances, exits and interchanges.

The Los Angeles Police Department is responsible for:

1. Enforcement of vehicle code provisions and posted regulations.
2. Policing of accident tie-ups and other freeway "breakdowns."
3. Patrol and handling of disabled vehicle problems.

The original design of freeways within the City was by the State Division of Highways or by the Street and Parkway Design Division of the City Engineer's Office acting as an agent for the State. Some operational problems on the freeways are the direct result of design inadequacies built into them.

The Traffic Department of the City is responsible for all signs, signals, markings, posted regulations, et cetera, on all City streets and, by permission of the Division of Highways, on State Routes which traverse surface City streets. Where surface street connections meet freeway termini or access and egress ramps, the functions of this Department are vitally important.

The talents and ingenuity of all of the above-mentioned departments must be effectively applied to freeway operational problems if adequate solution is to be reached. Therefore, it is proposed that better coordination be established between the several departments involved.

RECOMMENDATION

That the State Department of Public Works and the Mayor and City Council of Los Angeles by official order or direction, establish a committee of State and local officials to conduct periodic conferences for the purpose of reaching decisions on specific operational problems.

These conferences should be attended by accredited representatives of the following:

A. State Highway Engineers

- (1) Design
- (2) Construction
- (3) Traffic

B. City Police

C. City Engineers

- (1) Traffic
- (2) Design and Construction
- (3) Public Utilities

D. Other local jurisdictions as required from time to time, depending on the particular situation to be considered.

Some of the specific problems which these conferences would consider and should be expected to reach agreement upon are:

1. Design and plan for traffic at temporary freeway termini.
2. Re-design of problem interchanges and ramps.
3. Regulations and operational features necessary for the breaking of certain congestion bottlenecks.
4. Improved informational and regulatory signing on the freeways.
5. This conference committee might advisedly be authorized to supervise and direct the comprehensive study of freeway operational problems as set forth in the recommendation in the next succeeding proposal.

The Committee suggests the propriety of an official communication on this recommendation by the Mayor of the City of Los Angeles, addressed to Mr. Frank Durkee, Director of the State Department of Public Works.

B. PROPOSAL TO ESTABLISH A COMPREHENSIVE STUDY OF FREEWAY OPERATIONAL PROBLEMS FOR THE PURPOSE OF DETERMINING THE MOST EFFECTIVE METHODS OF PATROL, ENFORCEMENT, REGULATION AND CONTROL.

Our rapidly expanding system of urban freeways is presenting new and unique problems of traffic control and regulation.

Our great dependence upon the freeway system, which is truly the backbone of our urban transportation, together with the tremendous volumes of persons and vehicles and tonnage of goods carried daily by the urban freeway, is justification for giving a high order of attention to operational techniques which can assure the community of a continuous unhampered service which the freeways should be capable of providing.

Under current conditions of traffic which fluctuate from peak hour volumes in excess of design capacity to comparatively light traffic conditions during off-peak hours the speed of freeway traffic varies from very low speeds to very high speeds with frequent complete stoppage of movement at some locations.

Even a minor accident frequently results in a "break-down" of the freeway and subsequent delay and irritation to many thousands of persons with substantial economic loss.

Disabled vehicles present a unique problem. In some locations the absence of shoulder or other space for parking results in a freeway blockade when a single vehicle becomes disabled. The driver of the disabled vehicle must either depend upon the assistance of a passing motorist, the happenstance passing of a police officer, or he must walk to the nearest exit and seek out a telephone to call for help. At this point he invariably has a difficult time giving the proper location of his vehicle to his source of help.

In cases of accidents involving serious injury, it is most difficult to get emergency equipment to the scene.

There is still considerable improvement to be achieved in the emergency handling of traffic at the scene of freeway accidents. Techniques have yet to be developed.

Under normal conditions of freeway traffic it is difficult to apprehend and cite a traffic violator and generally to enforce the traffic laws which apply.

The inadequacy of present signing methods in relaying proper regulatory and directional information to the freeway driver is so well known as hardly to require comment.

Since the urban freeway system is expanding rapidly and since conditions are expected to get considerably more congested and more trying before they get any better it is urgently necessary that careful study be given to the above operational problems and others which have arisen or which may arise in the future.

RECOMMENDATION

It is recommended that a *detailed, practical* study be made immediately of the operational problems of urban freeways, the study to be made on portions of selected freeways within the City of Los Angeles as a joint project of the State Division of Highways and the City of Los Angeles. The interest is joint. The study should be made jointly and the cost jointly borne.

It is suggested that the Division of Highways be asked to provide and to conduct research upon directional signing; regulatory measures including speed control; automatic traffic control devices; and means of communication such as emergency telephones or other electronic communication systems.

It is suggested that the City provide a specially created squad of adequately equipped police and that the City conduct research upon the methods of patrol and apprehension; handling of traffic at accidents, tie-ups, and bottlenecks; methods of removal of injured from accidents; methods of handling disabled vehicles; and methods of communication.

It is recommended that to implement this study the State Division of Highways be asked to budget a minimum of \$150,000 annually, and the City of Los Angeles be asked to budget a like amount, both for an estimated period of two years, the funds to be used both for the installation of equipment and the remedial measures necessary to conduct the study and for the purposes of the study itself.

It is suggested that these studies might advisedly be conducted under the supervision and direction of the joint conference Committee as recommended in the next preceding proposal, to establish better coordination between State and local agencies responsible for operational features of freeways.

Adopted July 13, 1955, in regular meeting by the Citizens Traffic and Transportation Committee for the Extended Los Angeles Area.

APPENDIX E

RECOMMENDATIONS FOR ESTABLISHING A BETTER OPERATING CLIMATE FOR MASS TRANSIT

I. IMPROVEMENT OF TRAFFIC CONGESTION AND MASS TRANSIT THROUGH THE DEVELOPMENT OF A MORE FAVORABLE OPERATING CLIMATE FOR PUBLIC TRANSIT.

Congestion is one of our most serious problems in the Los Angeles Metropolitan Area. Hundreds of millions of dollars are being allocated to highways and traffic control to improve the flow of vehicle traffic, but the problems of congestion continue to exist and grow.

That increased use of public transportation could aid in the reduction of traffic congestion is shown in recent counts of traffic crossing the boundaries of the central business district. Only two and one-half per cent of all passenger vehicles entering the district were transit vehicles, but this 2½% carried 50% of the total persons destined for the district. This is a clear demonstration of the effectiveness of transit to move masses of people while using minimum street space.

A much used, healthy and progressive transit facility would inure to the benefit of:

The passengers, through better service and possibly lower fares;

Property owners and business and industrial establishments who must attract large numbers of people to their doors;

Users of streets, through elimination of some congestion in the already limited street space;

The general taxpayer and governmental agency, by limiting the demand for street construction and widening made necessary through increasing use of the private motor vehicle.

A small shift from the use of private vehicles to public transit could have a significant effect on the reduction of traffic congestion.

Ways must be found to reduce the trend away from public transit — a trend which is marked by decreasing patronage, increasing fares, deterioration of service, and increased surface congestion. This is not a problem for transit alone to solve. The economic effects of congestion and individualized transportation transposes the solution into a community responsibility. The community should realistically re-examine existing transit operation and regu-

lation to determine how it could be improved, and should aggressively set about to affect the necessary changes within the framework of the private enterprise system if possible.

The transit companies of the area have expended millions of dollars in recent years to provide better service by modernizing equipment and facilities, improving routings, and by setting up express services. They will continue to spend money for improvements. However, they can not move farther or faster in developing and improving service than the narrow margin between revenues and costs will permit nor can they control the effect on costs and consequently on fares of special tax burdens imposed; nor, fully compensate for losses created in the delays of processing rate cases and other regulation matters; nor, effectively overcome schedule slowing congestion on surface streets.

Transit as a public utility is required to reflect the cost of improvements to service in fares; and any reduction in costs or economies in operation, whether through the adoption of more realistic tax policies or speeding up regulatory procedures or improving the running time on city streets, would accrue directly to the benefit of the user through lower fares, better service, or both.

The Committee believes that improvement of operating climate should be considered as a first step in requiring transit to improve service. The cooperation of all agencies of state and local government, the community, and the press will be necessary. Several areas of regulation, taxation, and traffic management should be considered by the official and unofficial agencies concerned. Investigations indicate that serious analysis by qualified agencies should be given to the following areas where better operating climate might be developed as a step in providing improved public mass transit.

A. STATE LEVEL

1. REGULATION BY CALIFORNIA PUBLIC UTILITIES COMMISSION

- a. How can rate making procedures be streamlined?
- b. What new procedures should be instituted to shorten the lag between filing of applications and effective date of decisions?
- c. What other procedures could be instituted for fact finding, such as pre-hearing conferences, which would shorten the time necessary for decisions?

- d. In the interests of coordination of service, should the Public Utilities Commission exert control over that part of municipally owned transit which extends beyond the borders of the owning and operating city? (The same control it now holds over privately owned transit?)

2. RATE CASES

- a. *Operating Ratio* — Could the operating ratio used by the I.C.C. as the basis for rate setting be successfully applied to local transit? It is now being used in other cities and states.
- b. What methods could be devised for assisting transit to absorb unforeseen expenses such as wage increases, work stoppage, etc.?
- c. *Rate Base* — In considering rate base, could more equitable standards be developed which would include cost of property to the present carrier, fixed assets and invested capital?
- d. *Working Capital* — Recognizing that private transit is subject to all the economic rules of private enterprise, should not some consideration be given to allowance for working capital in the setting of rates?

3. TAXATION

- a. *Transportation Tax* — Because there appears to be superimposition of taxes as applied to transit companies, would it not be possible to re-examine the State transportation tax structure to develop a more equitable formula for taxation as regards the gross receipts tax, vehicle tax, weight tax, and others? Such action was taken in Wisconsin.
- b. *Weight Fees* — Re-evaluation of Weight Fees should be considered for public transit vehicles since most transit vehicles do not operate over State Highways.

B. CITY LEVEL

1. REGULATION BY LOCAL AUTHORITY

- a. Is it possible and practicable to limit regulation by local boards of public utilities to such matters as do not come within the jurisdiction of the State Public Utilities Commission, such as location of bus stops, city traffic regulations, and others?

2. TAXATION

To bring it into focus, should not consideration

be given to the review of the municipal franchise taxes or license fees imposed upon transit services? Where some franchise tax should be imposed for the necessary regulatory procedures, duplication of tax or superimposition of one tax upon another as applied to transit should be seriously reviewed.

3. TRAFFIC MANAGEMENT

How can mass transit facilities make more effective use of surface streets and expedite service through the employment of traffic management techniques?

This problem involves many jurisdictions and agencies. The importance of transit to the economic growth of the Los Angeles Basin Area makes it imperative that the sympathetic understanding and cooperation of all groups be bent toward a solution which would enable private mass transit operators to provide an improved and expanding transit service to the public.

II. OUTLINE OF POLICY RELATING TO CREATION OF BETTER CLIMATE FOR PRIVATELY OPERATED TRANSIT

A. Citizens Committee and other civic organizations opposed the Transit Authority plan to take over and operate transit lines because:

1. There existed no master plan into which this proposed activity fitted.
2. There appeared to be no consideration given to the requirements for moving goods so that these requirements could be considered in providing the necessary facilities for moving people.
3. The free enterprise system was being abandoned without first determining whether or not it could function as a part of an integrated area-wide transportation plan.

B. Citizens Committee believes:

1. There should be developed a plan for integrated and coordinated transportation for movement of people and goods.
 - a. Plan should include four Basin Area counties.
 - b. Plan should be developed by a Commission truly representing the Basin Area and utilizing, on a loan basis, as a research and study team, selected specialists currently employed in state or local

- government in the area. The Planning Commission should have a limited life and have no responsibility other than the preparation of a transportation plan.
- c. The cost of developing this plan should be borne jointly by the State of California and Basin Area counties on an equitable basis.
 - d. This comprehensive Transportation Plan should:
 - (1) Consider and include all forms of transportation for the movement of people and goods into, out of, through and within the Los Angeles Basin Area and each of its component communities.
 - (2) Outline the most practical methods of administration and operation of each of the various facilities.
 - (3) Provide for the proper integration and coordination of services to serve all geographical and component interests in the Basin Area most economically and effectively.
 - (4) Include estimates of cost and outline practical methods of financing the betterment of existing facilities and the development of elements now lacking.
 - (5) Program the development of the plan so
 - (a) Existing facilities are improved at the start;
 - (b) Each addition to the plan is practical of accomplishment;
 - (c) A priority of accomplishment is established.
 - (6) Be flexible, lending itself to modification or adjustment to keep abreast of the needs of the area and technical improvements.
2. While this long range program is being formulated, a program for developing a better operating climate for transit should be implemented in order to improve service from the existing mass transit facilities. This program should investigate possibilities of and formulate improvements in:
 - a. Street Management
 - (1) What can be done to facilitate movement of mass transit vehicles through highly congested areas, recognizing that speed in transit means economical operation, more passengers, lower fares, and less traffic on the street?
 - (2) What can be done to effect a coordination between the many political jurisdictions in their application of street management techniques?
 - b. Taxation
 - (1) Possible elimination or modification of some State and local taxes.
 - (2) Possible abandonment or modification of franchise taxes.
 - (3) Take transit operation out of the "source of revenue" category.
 - c. Regulation practices by Public Utilities Commission and local boards in such matters as:
 - (1) Streamlining rate procedures.
 - (2) Shortening hearing-decision time.
 - (3) Use of modern and uniform accounting practices by operators.
 - (4) Eliminating duplication of regulation.
 3. Better Climate can be created by:
 - a. Deciding on practicable improvements.
 - b. Increasing support from public officials.
 - c. Generating public support through the use of public information and education programs.
- ### III. RECOMMENDATIONS FOR IMPROVING STREET MANAGEMENT RELATING TO MASS TRANSIT MOVEMENT
- A. The reduction of traffic congestion and the increased flow of people into the shopping and service areas are the most important underlying purposes of the program for creating a better climate for mass transit.

These objectives can only be accomplished by encouraging more people to use mass transit facilities rather than private motor vehicles.

Increasing the speed of mass transit vehicles through all areas to a rate which offers real competition to the private automobile is the most significant step to be taken in attracting more patronage of mass transit service. This can be accomplished only through the application of street traffic management techniques to expedite mass transit movement in congested and other locations.

The knowledge that one mass transit vehicle will carry as many passengers as 40 private vehicles are now averaging while occupying no more space than two private motor vehicles, brings the significance of using

street traffic management techniques into sharp focus. The economy of the area demands a faster, more frequent and more extensively used mass transit service.

- B. The restricted movement of mass transit vehicles is not confined solely to downtown areas but exists in all congested community areas throughout the metropolitan basin.

The maximum result in terms of improved service rests upon the development of street management techniques and the uniform application of these techniques. The most concentrated problem, and therefore the one offering the highest benefit potential, exists within the City of Los Angeles. This is the logical place to initiate the development and application of these methods.

- C. All street management procedures and techniques require restrictions and regulations, the authority for which is vested in government. The solution to many of the problems relating to mass transit vehicle movement should be a matter of prime importance to city government. The city must assume leadership in developing these solutions. All civic agencies should unite to support an adequate, progressive program developed by city government working closely with transit operators.
- D. In the City of Los Angeles the development of street management techniques and any program for improving and favoring mass transit movement require the coordinated attention of many departments. Responsibility for various phases of this problem lies within the Traffic Department, the Police Department, the Department of Public Utilities and Transportation, the City Planning Department, and the Department of Public Works.
- E. It is therefore recommended that the Citizens Traffic and Transportation Committee for the Extended Los Angeles Area urge:

1. The Mayor to request the City Council to appoint a special committee from concerned City Departments to present recommendations looking toward a solution of the problem.

This special committee should probably consist of representation from the following City Departments:

Traffic Department
 Police Department
 Department of Public Utilities and
 Transportation
 Department of Public Works
 Planning Department

2. That the City Council designate one department to coordinate work of the suggested special committee.
3. The City Council request the special committee to:
 - a. Examine all mass transit routes operating within or through all areas of the city.
 - b. Develop bold, broad plans for expediting movement of mass transit vehicles.
 - c. Recommend the utilization of any and all techniques considered adequate and feasible without regard to political or other pressures.
 - d. Report recommendations directly to the Mayor and City Council.
 - e. Report in four months.
 - f. Be free to consult with other concerned City departments, transit operators, civic groups, and others having an interest in or whose activity would be influenced by the development of a progressive street management program helpful to mass transit and the general improvement of traffic from throughout the entire City of Los Angeles.

APPENDIX F

RECOMMENDATIONS REGARDING TRAFFIC CONGESTION IN THE VICINITY OF THE LOS ANGELES INTERNATIONAL AIRPORT

I. FINAL REPORT ON LOS ANGELES INTERNATIONAL AIRPORT AREA CONGESTION. December 14, 1955.

The Freeways and Highways Committee reviewed the final report of the Panel of Consultants relating to the traffic congestion in the vicinity of the Los Angeles International Airport.

There are two distinct but interrelating problems involved in the traffic congestion in the vicinity of this facility. First, there is the need to make the surface streets contiguous to the Airport as efficient as possible; and, second, there is need for expressway or through-way facilities for traffic forced through this highly congested area for lack of such facilities.

Much has been and is being done on the first problem. An excellent program of signing, signal installation, and street widening and channelization is in progress. When the schedules are completed, a marked contribution will have been made toward relieving congestion.

Progress is slow, however, on the second point and relief will only be possible when the freeways scheduled for the area are completed.

The following is recommended:

1. Recognize the work already performed in the Airport area by Los Angeles County and all the cities contiguous to the facility, and compliment these agencies for their fine programs of surface street improvement.
2. Compliment the Panel of Consultants, and particularly the Los Angeles County officials, for a most comprehensive report.
3. Urge all political jurisdictions being served by the Airport facility mutually to develop and agree upon uniform, permanent, and distinctive route marking signs to direct drivers to the International Airport from the various important points within the area.
A coordinated route plan should be developed by the concerned jurisdictions and the uniform signs used to designate the routes.
4. Urge the Los Angeles extended area counties and cities and the State Highway Division to expedite their studies of the routing of the proposed Inglewood Freeway, Route No. 221, so that the route of this important link in the freeway system can be

adopted by the California Highway Commission at the earliest possible time.

5. Recognize that the primary obstacle in the path of completing the Sepulveda (San Diego) Freeway earlier than 10 to 15 years hence is the financing problem. This is also true of other freeway projects. There is urgent need for improving the freeway financing program in order to accelerate construction of these critical highway facilities.

The Citizens Committee should urge the United States Congress immediately to provide a suitable program of augmented federal aid financing for the improvement of the interstate system of highways. Such a program would increase the amount of money available for freeway construction in the Los Angeles area since many of the existing and proposed freeways are in the interstate system.

II. RESOLUTION URGING ADOPTION OF UNIFORM SIGNS AND ROUTES TO THE LOS ANGELES INTERNATIONAL AIRPORT

WHEREAS, the Los Angeles International Airport serves many jurisdictions in the Los Angeles extended area; and

WHEREAS, there exists no coordinated route plan from these jurisdictions to the airport facility; and

WHEREAS, there exist no uniform route marking signs to direct motorists to the airport; and

WHEREAS, the existing routes are often poorly selected and poorly marked; and

WHEREAS, in the interests of civic pride and public safety it is urgent that routes to a major airport be clearly defined; now, therefore, be it

RESOLVED, that the Citizens Traffic and Transportation Committee for the Extended Los Angeles Area urge the governmental agencies within the Los Angeles extended area who are served by the airport facility:

- (1) Mutually to establish a coordinated route system which will provide motorists with the best possible and most easily followed routes from all major points in the area to the Los Angeles International Airport;

- (2) Mutually to develop, adopt, and post uniform permanent and distinctive route marking signs along the route system; and
- (3) Continuously to supervise the airport route system to determine that signs and routes are effective and to make any necessary adjustments.

December 14, 1955.

III. RESOLUTION RELATING TO EXPEDITING SELECTION AND ADOPTION OF INGLEWOOD FREEWAY ROUTE (STATE ROUTE 221)

WHEREAS, traffic congestion in the vicinity of the Los Angeles International Airport is created by increased industry, increased use of the airport facility, and increases in the volume of through traffic; and

WHEREAS, the congestion program can be solved only by increasing the efficiency of surface streets and development of controlled access roads for through traffic; and

WHEREAS, a program to improve the efficiency of surface streets in this area is now in progress; and

WHEREAS, proposed controlled access routes in this area include the Inglewood Freeway (State Highway Route No. 221); and

WHEREAS, the exact route of this freeway is yet to be determined by studies now being made by various local governmental agencies; and

WHEREAS, it is vital to this area that the route of this important link in the freeway system be adopted by the California Highway Commission as soon as possible as a step toward relief of traffic congestion in the International Airport Area; now, therefore, be it

RESOLVED, that the Citizens Traffic and Transportation Committee for the Extended Los Angeles Area urge the State Division of Highways, the County Road Department, and other jurisdictions involved, to expedite their studies of the traffic problem in the Los Angeles International Airport area so that the best route for the Inglewood Freeway (Route 221) can be selected and adopted without further delay.

December 14, 1955.

APPENDIX G

STAGGERED HOUR PROGRAMS IN SELECTED AREAS

I. A REPORT ON STAGGERED HOUR PROGRAMS, PREPARED FOR THE CITIZENS TRAFFIC AND TRANSPORTATION COMMITTEE BY THE PANEL OF CONSULTANTS, MARCH 1, 1955.

In accordance with your request a subcommittee of the Panel of Consultants reviewed the subject of staggered business hours and evaluated its potential as a means of alleviating peak hour traffic congestion.

BACKGROUND

The subcommittee studied the files of the wartime experience with staggered business hours and reviewed the efforts of the Metropolitan Traffic and Transit Committee of the Los Angeles Chamber of Commerce to reinstate staggered hours in June of 1946. At that time the Los Angeles Junior Chamber of Commerce Traffic Safety Committee completed a rather extensive study of working hours and arrival and dismissal times in the central traffic district. Anyone seriously interested in staggered hours would find a review of this study beneficial.

The following are the summary and recommendations of the June, 1946, report of the Los Angeles Chamber of Commerce:

SUMMARY

1. A limited staggering of working hours is in effect in the central business district. The principal deviation from the working hours established under the wartime program lies in the civic center and in the garment industry.

2. The staggering of working hours without consideration of the time-distance relationship between traffic generators and traffic bottlenecks would only shift the points of congestion and not affect the overall conditions. Due to the large percentage of peak-hour vehicle and passenger-trips traversing the central business district, a much larger area than just that of the central business district would of necessity be involved in a properly developed staggered hour program.

3. The tendency of the early dismissed workers and of the free time shoppers to linger in town until the p.m. rush; the inability to control the small office and the small store personnel; the inability to demonstrate the benefit of the staggered hour program to those who have been inconvenienced; and, the present labor situation are factors

which tend to nullify the effectiveness of any attempt to develop a staggered hour program on a broad scale.

4. The transit lines are carrying the heaviest passenger loads in their history (June, 1946). A comparison of afternoon peak hour conditions with the morning peak hour indicates that the same load as in the morning is placed upon the transit lines in one hour less time in the afternoon. The afternoon peak transit load is broader and of about the same pattern as the afternoon peak during wartime staggered hours. This perhaps is due to the lingering effect of the staggered hour program and the inability or undesirability of boarding transit units during the peak period causing a spreading of the peak period load.

5. Approximately 11% more vehicles enter and leave the central business district each day in 1946 than did in 1941, and 17% more in 1946 than in 1945. Nearly 15,000 more vehicles leave the central business district during the peak afternoon hour than left the same area during the same period of time in 1941.

RECOMMENDATIONS (June 1946)

It is recommended that:

1. The current closing hour of downtown department stores be permanently established and that no consideration be given to an earlier closing. It is further recommended that as large a majority of retail store workers as possible be retained on the job until 5:30 p.m.

2. The governmental agencies in the civic center, City, County, State, Federal, and the Department of Water and Power be encouraged to adjust their working hours to the earliest possible dismissal, duplicating as nearly as possible their wartime working hours.

3. The garment industry be encouraged to adjust their working hours to an earlier dismissal, approaching as nearly as possible a 3:30 p.m. quitting time.

4. A broad scale encouragement of 10 to 4 shopping in the central business district be established by any and all available means.

5. A further development or reinstatement of the staggered hour program, other than outlined above, not be attempted.

APPENDIX H

PANEL OF CONSULTANTS REPORT TO THE CITIZENS TRAFFIC AND TRANSPORTATION COMMITTEE ON

USE OF THE UNITED STATES BUREAU OF CENSUS (1960 U. S. Census) FOR OBTAINING INFORMATION ON TRAVEL HABITS, PATTERNS, AND REQUIREMENTS

March 6, 1956

We are all aware of the vital need for information on the travel habits, patterns, and requirements of people in the Los Angeles Basin Area as one of the bases for sound transportation planning. Mindful of this, the Panel of Consultants has considered a suggestion to utilize services of the United States Bureau of Census, during the period the 1960 Census is taken, for obtaining certain basic traffic data.

A Panel subcommittee met with representatives of the Census Bureau to discuss the feasibility of using the Census Bureau services for such a purpose. The Census Bureau group did not seem too receptive to the proposal, presumably because of the cost of assembling and evaluating the information and the usual difficulty of obtaining necessary funds from Congress. The group did agree, however, that the Census Bureau was equipped to gather and tabulate information on travel habits and desires if sufficient funds were made available for this specific purpose.

The use of Census taking machinery for obtaining origin and destination information imposes certain limitations and restrictions:

1. Because of obvious complexities it would not be possible to obtain detailed information. Only the most basic data could be provided.
2. This basic data would be available only once every ten years, requiring additional local re-evaluations.

There are more advantages than disadvantages, however, to the use of this machinery.

1. All cities, metropolitan areas, and states in the country are vitally interested in origin and destination information. Uniform basic data would be of inestimable value to planners and operating officials as well as to the Bureau of Public Roads and to Civil Defense Authorities.

2. The raw data could be assembled by a crew of trained technicians on a sampling basis, eliminating the need for local staff and administrative personnel.
3. The over-all cost of obtaining the basic data would be but a fraction of that required for individual area-by-area studies.

The Panel believes the following basic information could be obtained through this source:

1. Origin and destination trips by Census Tract.
2. Number of trips per person per week.
3. Time.
4. How are these trips made?
5. What was the purpose of the trip?
6. Number of cars in the family.

The Panel of Consultants therefore recommends that the Citizens Traffic and Transportation Committee support the following program as an additional step in the development of information necessary for a Master Transportation Plan for the Los Angeles Area:

1. That the Citizens Traffic and Transportation Committee approve in principle the use of the 1960 United States Census to obtain certain basic information necessary to develop and identify travel habits, patterns and requirements within the Basin Area.
2. Since this matter has national application, and since it involves the use of a federal bureau, it should be approached on a national level. It is recommended that the Citizens Traffic and Transportation Committee make every effort to enlist the support of such organizations as:

- (a) The National Committee on Urban Transportation

TRANSPORTATION IN THE LOS ANGELES AREA

- (b) The American Association of State Highway Officials
- (c) The Origin and Destination Committee of the Highway Research Board
- (d) The Bureau of Public Roads
- (e) The Institute of Traffic Engineers
- (f) The American Society of Planning Officials
- (g) The American Institute of Planners
- (h) The American Public Works Association

- (i) The American Transit Association
- (j) The United States Chamber of Commerce
- (k) Other concerned agencies

The recommendations contained in this report are in no way intended as a substitute for local studies, and it is not implied that the local area should wait until 1960 or later to collect the necessary local data. Local studies could and should be made during the development of a transportation plan, and as soon as Census Bureau information became available it could be interrelated effectively.

APPENDIX I

POLICY REGARDING PUBLIC OWNERSHIP OF MASS TRANSIT FACILITIES

I. STATEMENT ADOPTED BY THE COMMITTEE REPRESENTING THE LOS ANGELES CHAMBER OF COMMERCE, THE DOWNTOWN BUSINESS MEN'S ASSOCIATION, AND THE CITIZENS TRAFFIC AND TRANSPORTATION COMMITTEE, CONCERNING SENATE BILL 1308, AND ALTERNATIVE STEPS RECOMMENDED. JANUARY 11, 1956.

Senate Bill 1308 appears to be premature in that it contemplates immediate acquisition and operation by a public authority of existing surface transportation systems in advance of a comprehensive and detailed study or plan of the transportation needs of the people within the area.

Before such action is taken, there should be created by State legislation or otherwise, an agency other than the Los Angeles Metropolitan Transit Authority empowered, authorized, and qualified to conduct and whose specific responsibility it would be to make a comprehensive study of the problems of the movement of persons and, in relation thereto, goods within, into, and out of the Los Angeles Basin Area,* which would include private automobiles, trucks, and mass rapid transportation by any and all means.

This group must have jurisdiction and authority to function within the entire Los Angeles Basin Area and within each of its political subdivisions.

It must consider all aspects of the movement of people and, in relation thereto, goods, including:

- a. What kind of transportation systems are needed—the inter-relationship of all forms of transportation;
- b. Whether the public transportation segments of the transportation systems can be operated more satisfactorily by public than by private ownership, or whether private ownership, given a healthy climate in which to operate, can provide an efficient and effective mass movement of persons; and
- c. The organizational structure and measure of authority necessary to make such a comprehensive, coordinated transportation plan function efficiently.

* The Los Angeles Basin Area is defined as the total urban area of Los Angeles County south of the San Gabriel mountains and east of the Santa Susanna mountains, and the urban areas of San Bernardino, Riverside, and Orange counties.

The retarding influence which the lack of an integrated transportation system exerts upon the economic health and development of the Los Angeles Basin Area is increasing each day. It is vital to this economy and its inter-relationship with the total economy of the State that steps be taken at once to develop a transportation study and plan, and that in accordance with the expressed policy of the State of California to develop mass rapid transit systems in various metropolitan areas, the State of California cooperate with local jurisdictions in sharing the cost of this study and the development of an integrated master transportation plan.

II. A REPORT AND RESOLUTION ON ASSEMBLY BILL 1104 PROPOSED BY THE LOS ANGELES METROPOLITAN TRANSIT AUTHORITY TO THE 1957 STATE LEGISLATURE. Adopted February 13, 1957.

A. HISTORY

1. On October 12, 1955, the Citizens Committee debated the relative merits of the Transit Authority's bill then known as Senate Bill 1308.
2. On November 9, 1955, the Committee passed a resolution opposing the principles of SB 1308, urging that a better operating climate be created for privately owned mass transit and the immediate development of a master transportation plan to coordinate the movement of people and goods. Action was based on the belief that:
 - a. The proposed Authority action was premature.
 - b. It had not been demonstrated that private enterprise transit could not furnish the required service if it were given a good operating climate.
 - c. No plan existed to guide the Authority's action or to integrate its program into the general transportation requirements of the metropolitan area.
 - d. The jurisdiction of the Authority was not sufficient in geographic area to handle the problem.
 - e. Several administrative weaknesses were believed to exist in the bill.
3. On January 12, 1956, a joint statement was issued by the Downtown Business Men's Association, the

Los Angeles Chamber of Commerce, and the Citizens Traffic and Transportation Committee to the effect that:

- a. SB 1308 was premature because it contemplated acquisition and operation by a public authority of existing transportation systems before a comprehensive or detailed study had been made.
- b. Before such action is taken, an agency other than the Los Angeles Metropolitan Transit Authority should be empowered, authorized and qualified to make a comprehensive study of the problems of moving people and goods within the Los Angeles Basin Area.
- c. All aspects of the movement of people, and the influence of goods movement on the movement of people, should be considered, including the kind of transportation system required, whether public transportation segments of the system can be operated by private ownership, and what type of organizational structure would be necessary to coordinate the plan.

4. In January, 1956, the three organizations mentioned above appeared before the Joint Interim Committee on Transportation, meeting in Los Angeles, and presented these opinions.

5. During the several months following, up to September, 1956, several meetings were held with representatives of the Transit Authority in an effort to reconcile the opposing views of the Citizens Committee and the Authority.

In an exchange of letters, the General Manager of the Transit Authority indicated on July 18, 1956, that it was the intention of the Transit Authority to go forward with substantially the same program as suggested in SB 1308 except for some minor changes which would expand the jurisdiction of the Authority, expand the facilities of transit to include all types, and expand membership.

B. A critical review of AB 1104 proposed to the 1957 session of the State Legislature by the Transit Authority indicates:

1. It is basically the same as SB 1308.
2. Generally, the new additions to the proposed bill which were not present in SB 1308 are:
 - a. Raising the number of Authority members from seven to eleven.
 - b. Increasing the geographic area to include the Los Angeles Basin Area.

- c. Enabling the Authority to enter into labor negotiations.
- d. Enabling the establishment of a civil service system.
- e. Permitting contractual agreements with public agencies for studies and plans.
- f. Expanding the facilities of transit to include all types.

C. GENERAL STATEMENT

1. The Citizens Committee is not and has not been opposed to the principle of an Authority.
2. The Committee questions the advisability and timeliness of the Transit Authority's announced program.
3. There still exists no real plan for developing an integrated transportation system for the movement of people and, in relation thereto, the movement of goods. What planning the Authority has done is not adequate to integrate its program into the requirements of an over-all transportation system.
4. Every effort should be made to make the best use of existing facilities, and to this end the Citizens Committee feels attention should be directed toward creating a better operating climate for private enterprise transit before it is abandoned as unworkable.
5. It would be unwise to embark upon the development of a so-called "mass rapid transit" system in the absence of a plan for development and integration of that system into a total program. And it would be even more unwise to adopt such a program just because it represents action. Action in the wrong direction might well cripple progress for many years to come.
6. Failure to integrate the Authority's plans into a general transportation system does not meet the transportation problems in the metropolitan area.
7. The announced purchase price for taking over and operating the existing system is such as to suggest review and public discussion. This has already been noted editorially in the Press.

D. The following Resolution is recommended:

WHEREAS, the Citizens Traffic and Transportation Committee has diligently worked with the Los Angeles Metropolitan Transit Authority and has been unable to reconcile their divergent views, and has since closely studied the proposed legislation, AB 1104, to broaden the scope and jurisdiction of the Authority; and

WHEREAS, the said AB-1104 reveals little significant change from that legislation which was requested under SB 1308 in 1955; and

WHEREAS, it is the opinion of the Citizens Committee that passage of this legislation will not provide the basis for accomplishing the most necessary requirements of the area—a coordinated and integrated transportation system; and

WHEREAS, it would appear that the Los Angeles Metropolitan Transit Authority proposes to proceed in the absence of a real plan for developing such a coordinated system; now, therefore, be it

RESOLVED, that the Citizens Committee urge all public, civic, and private agencies to assist in the development of a better climate for existing private enterprise transit operators before irretrievably abandoning private enterprise; and, be it further

RESOLVED, that every effort be made, as through proposed Assembly Bill 1409, to create an agency to prepare a coordinated transportation plan for the Los Angeles Basin Area which will make the best use of existing facilities, integrate and interrelate the movement requirements of persons and goods, coordinate the facilities for transportation, and provide recommendations for the administration of such transportation system; and, be it further and finally

RESOLVED, that the Citizens Traffic and Transportation Committee recommend the suspension of the Los Angeles Metropolitan Transit Authority as an operating body until the steps enumerated above have been taken, at which time a reconstituted transit authority could be activated to implement segments of the system within the framework of the transportation plan.

APPENDIX J

ROSTER OF TRANSIT LINES SERVING THE LOS ANGELES METROPOLITAN AREA WITHIN A RADIUS OF 20 MILES FROM DOWNTOWN LOS ANGELES

Asbury Rapid Transit System	Metropolitan Coach Lines
Atkinson Transportation Company	Montebello Municipal Bus Lines
Crosstown Bus Lines	Pacific Greyhound Lines
Crosstown Bus Lines of Huntington Park	Pasadena City Lines, Inc.
Culver City Municipal Bus Lines	San Pedro Motor Bus Company
Eastern Cities Transit, Inc.	San Pedro Transit Lines
Edgewood Transit	Santa Monica Municipal Bus Lines
Foster Transportation, Inc.	Southern Cities Transit, Inc.
Gardena Municipal Bus Lines	Southland Bus Lines
Glendale City Lines, Inc.	South Los Angeles Transportation Co.
Harbor Transit, Inc.	Sunset Stages
Highland Transit, Inc.	Terminal Island Transit Company
Inglewood City Lines, Inc.	Torrance Municipal Bus Lines
Long Beach Motor Bus Company	Valley Transit Lines
Los Angeles Transit Lines	Wilmington Bus Company

