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THE CONCEPT FOR THE LOS ANGELES GENERAL PLAN





PREFACE

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

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

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

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

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

on of the Concept recommended in sort will imply strong commitments to lowing broad policies and actions

ntinued growth should be permitted t must be guided by a comprehensive string process.

e funding and development of a rapid ne't system must be advocated and aported, in order to provide for effiett movement of people within the y. Station locations should be confined the most part to intensively developed stars. Local feeder lines should be built an integral part of the rapid transit term.

tain areas must be designated for marient retention in low-density use, I neld inviolate from soming ections ich would result in higher densities.

enges in the State property tax level at be advocated, such inhanges to proe that assessments shall be besed uponland use potentials designated by the seral plan of a city, not on land prices ich reflect a speculative expectation of me other use, or on any other intertation as to the "highest and best" use.

sired development must be stimulated ough new approaches involving partiship between public and private enterse.

comprehensive development rode, organisting toning, land subdivision and using regulations, must be adopted, in ler to give assurance of coordinated ill-planned development and to facility technological innovations in construcin methods.

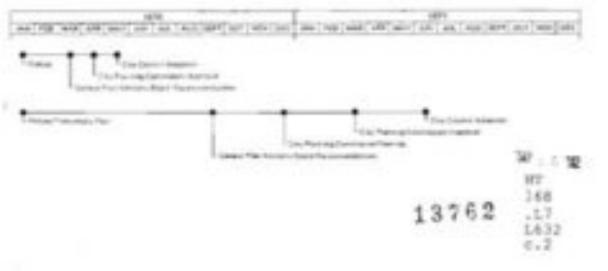
- 7. An open space program utilizing both public acquisition and land use controls must be formulated and implemented, in order to prevent the loss of private recreational lands threatened by development and reserve needed open lands in undeveloped areas; the passage of whatever State legislation is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

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

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

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

DULE FOR GENERAL PLAN ADOPTION



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INTRODUCTION

CHARACTERISTICS OF LOS ANGELES

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

Development Patterns

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

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

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

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

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

Urban Problems

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

Some of the most critical problems, such as air pollution, traffic congestion, inadequate public transportation and limited airport capacity, are regional in nature. Their solution will require concerted action by Los Angeles. County, all of the 77 cities in the County, special regional districts, and the State and Federal governments. Los Angeles City, however, because of its dominance in size and population, is in a position to give leadership to a comprehensive problem-solving effort.

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

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

Development Trends

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

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

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

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

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

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

THE PLANNING PROGRAM FOR LOS ANGELES

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

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

Comprehensive Planning Process

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

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

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

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

Goals Program

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

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

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

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

Alternative Concepts

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

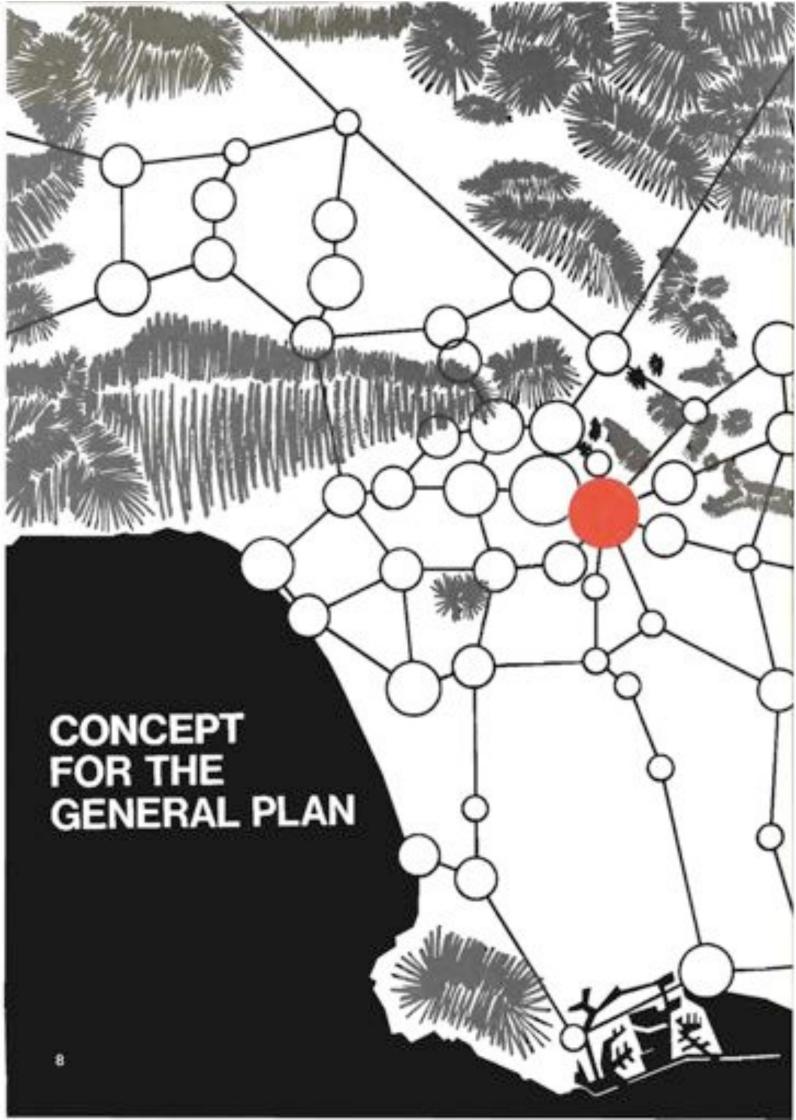
These alternatives were based on different fundamental assumptions relating to the nature and interrelationships of: population distribution and housing types; employment and commercial service patterns, transportation modes and routes; and open space patterns. Each sought to maintain desirable existing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

Formulation of the Concept

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

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

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



PURPOSE AND CONTENT

General Plan

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

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

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

Concept

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

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

GOALS FOR THE GENERAL PLAN

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

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

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

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

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

GENERAL FEATURES OF THE CONCEPT

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

The Concept features five basic components:

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

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

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

See "Land Use Housing", page 22, for residential dursity categories.



Centers

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

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

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

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

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

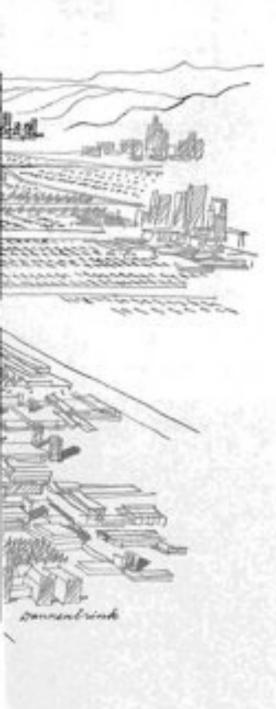


Fig. T. Regional Core with centers and suburbs

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

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

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

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

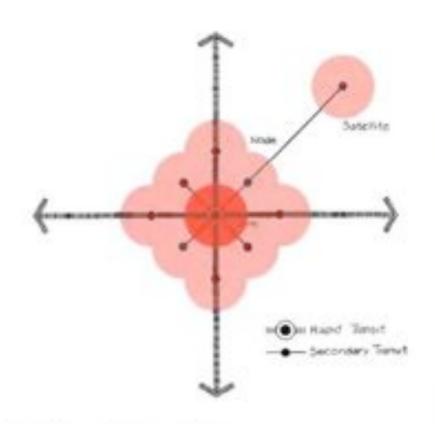


Fig. 2 Conceptual Diagram of a Center



Fig. 3 Conceptual Diagram of Miracle Mile

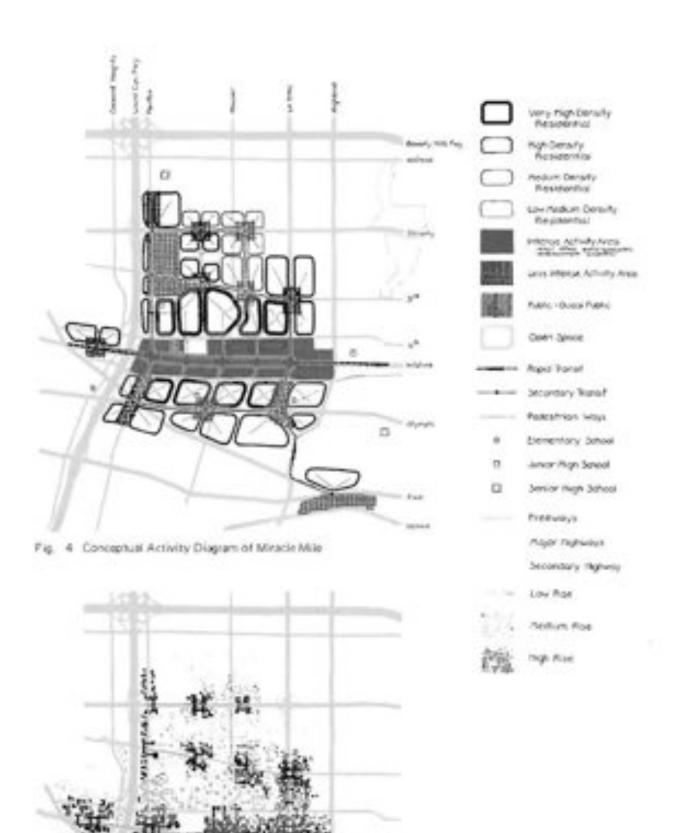


Fig. 5. Conceptual Form Diagram of Miracle Mile:



Fig. 6. Miracle Mile today

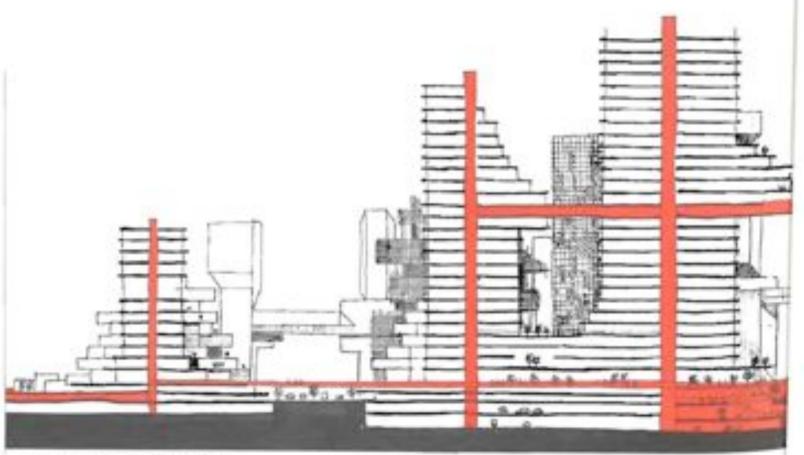
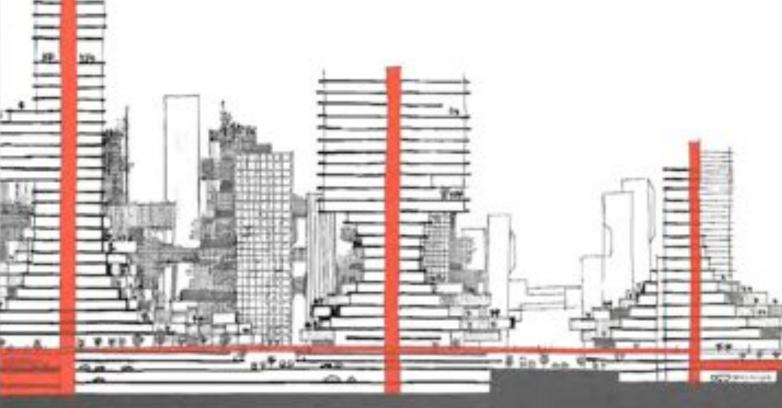


Fig. 8 Sectional view of center core





Suburbs

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

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

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

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

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

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

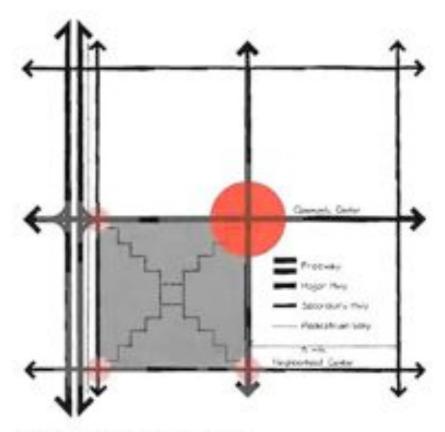


Fig. 9. Conceptual Diagram of a Suburb



Fig. 10 Conceptual Diagram of El Sereno

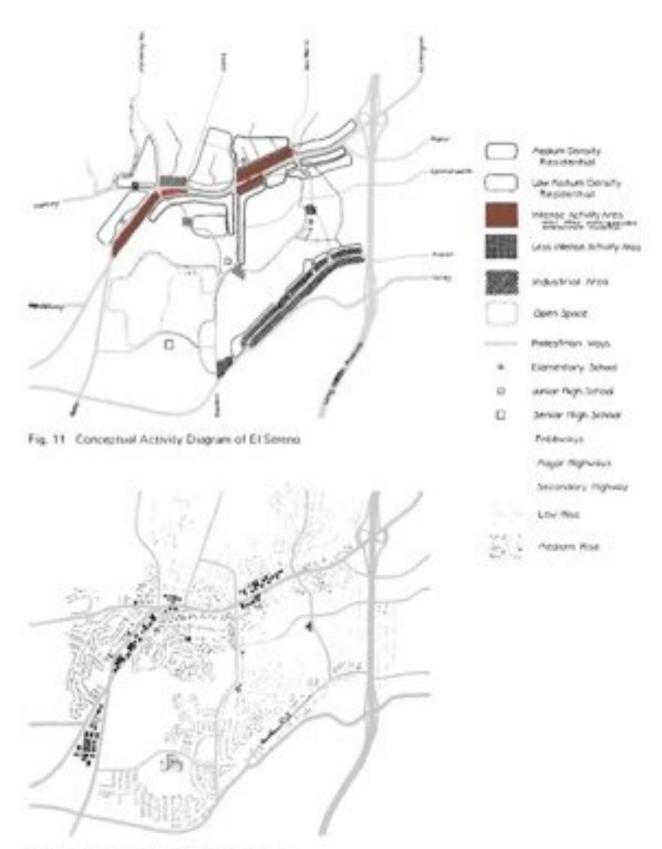


Fig. 12. Conceptual Form Diagram of El Service.



Fig. 13. Et Sereno today.

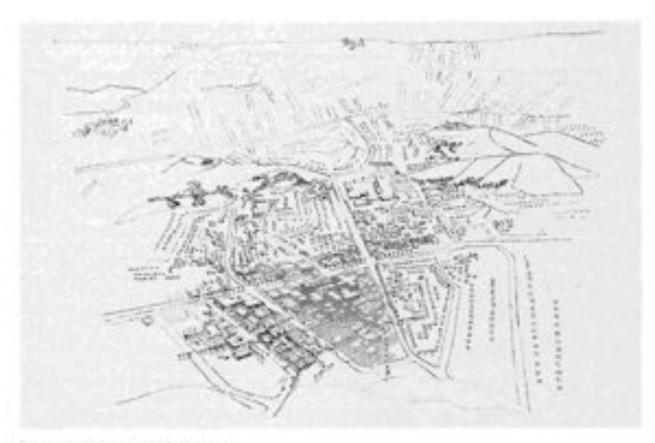


Fig. 14 Concept sketch of £1 Sereno



View of a suborbin area

ELEMENTS OF THE CONCEPT

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

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

Land Use

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

Housing

Policies

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

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

- Encourage a range of housing types of the indicated densities and a range of housing costs within each center and suburbanarea, in order to create a variety and choice of residential life-scyles; in centers incorporate housing, where appropriate, in multi-functional buildings along with different but compatible uses.
- Provide effective procedures in the zoning code for "planned residential developments", the process of planning housing in unified developments; and encourage the use of such procedures for new or rebuilt housing.
- Encourage innovations in housing construction, including prefabrication, through municipal sponsorship and appropriate building legislation.
- Develop and adopt improved standards of design and construction for the medium density apartment.

- Preserve desirable residential neighborhoods and restore deteriorating residential neighborhoods, through programs for conservation, rehabilitation and rebuilding of housing.
- Promote the construction of an adequate supply of housing for all persons, through the advocacy of and participation in federally sponsored and private programs directed to that end.
- Increase the availability of sound and desirable housing to low-income persons, through programs of government assistance.
- Provide high-quality public facilities and services and promote high-quality commercial services in all residential communisles.

Features

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

OCCUPIED DWELLING UNITS

Location	Multiple Family	Single Family	Population
CENTRAL LOS ANGELES Centers, in Regional Core Centers, other Suburbs, Regional Core Suburbs, other	330,000 145,000 50,000 80,000	40,000 200,000	700,000 345,000 225,000 830,000
WESTERN LOS ANGELES Centers Suburbs	90,000 88,000	85,000	210,000 490,000
SOUTHERN LOS ANGELES Centers Suburbs	15,000 42,000	30,000	35,000 215,000
SAN FERNANDO VALLEY Centers Suburbs	225,000 135,000	310,000	570,000 1,360,000
TOTAL, CENTERS TOTAL, SUBURBS	805,000 395,000	665,000	1,860,000 3,140,000
GRAND TOTAL	1,200,000	665,000	5.000.000

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

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



Fig. 15 High Density Residential Node with secondary transit stop

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

For the most part, suburban apartments will be of the low-rise type, with medium densities and two or three story heights. They will usually be located near community and neighborhood commercial areas, within walking distance of shopping, services and other local activities. Some medium-density housing will be provided on highway frontage properties, in lieu of previously permitted commercial uses.

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

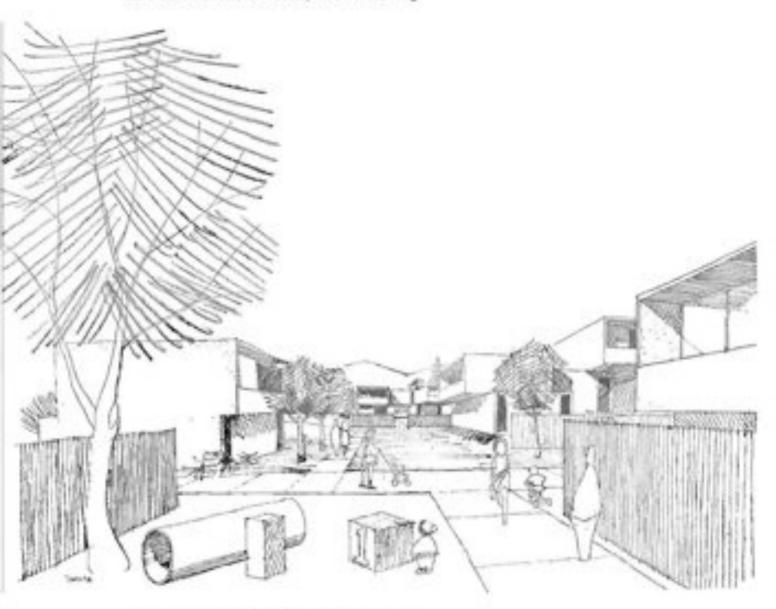


Fig. 16: Low-medium density townhouse development

Commerce

Policles

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

Features

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

Location	Number of Employees
CENTRAL LOS A Centers, in Region Centers, other Suburbs, Regiona Suburbs, other	rul Core 745,000 155,000
WESTERN LOS A Centers Suburbs	NGELES 130,000 60,000
SOUTHERN LOS Centers Suburbs	ANGELES 20,000 75,000
SAN FERNANDO Conters Suburbs	280,000 185,000
TOTAL, CENTER TOTAL, SUBURE	
GRAND TOTAL	1,850,000

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

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

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

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





Fig. 18. Automobile-priented commercial facility.

Industry

Policies

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

Features

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

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

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

Location	Number of Employee
CENTRAL LOS AND (Regional Core) (Remainder of Are	(285,000)
WESTERN LOS AND	ELES 140,000
SOUTHERN LOS AN	GELES 80,000
SAN FERNANDO V	ALLEY 235,000
TOTAL	900,000



Fig. 19. Industrial use in tuburbs

Open Space and Recreational Lands

Policies

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

Features

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

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

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

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

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

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

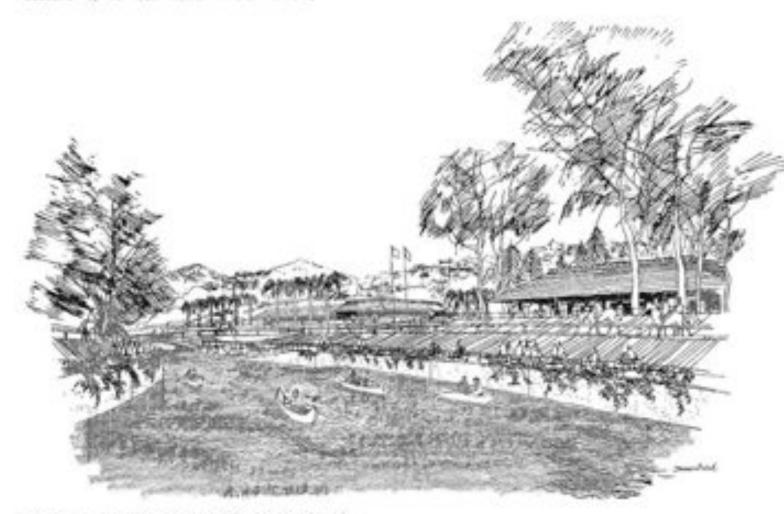


Fig. 20 Proposed recreational use of flood control channels

Circulation

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

Policies

- Develop a comprehensive circulation system, including all appropriate modes of public and private transportation for the movement of people and goods.
- As a major feature of the public transportation system, provide a rapid transit system with stations limited to centers except for several special stations to serve commuter traffic in the locations shown on the Concept map-diagram, include as a part of the system a secondary system connecting the core of each center with other nodes in the same center.
- Provide bus service on major and secondary highways serving suburban areas, giving access from residential areas to centers and to community and neighborhood business areas.
- Continue the development of the freeway, highway and street systems in general conformity with the pattern depicted by the Concept map-diagram, to serve as the major transportation system serving the City, particularly in the suburban areas.
- Promote the development of other components of the transportation system in accordance with the features of this Concept, including herbor, trucking, rail and sir transportation facilities.
- Through the implementation of the other components of this Concept, make communities more self-sufficient in order to reduce the need for long-distance travel.

- Advocate and support legislation setting acceptable standards for the emission of air pollutants by the internal combustion engine, or for its replacement by a nonpolluting propulsion system if such standards cannot otherwise be attained.
- Develop appropriate standards setting a maximum noise level for various transportation modes, and impose such standards by ordinance.

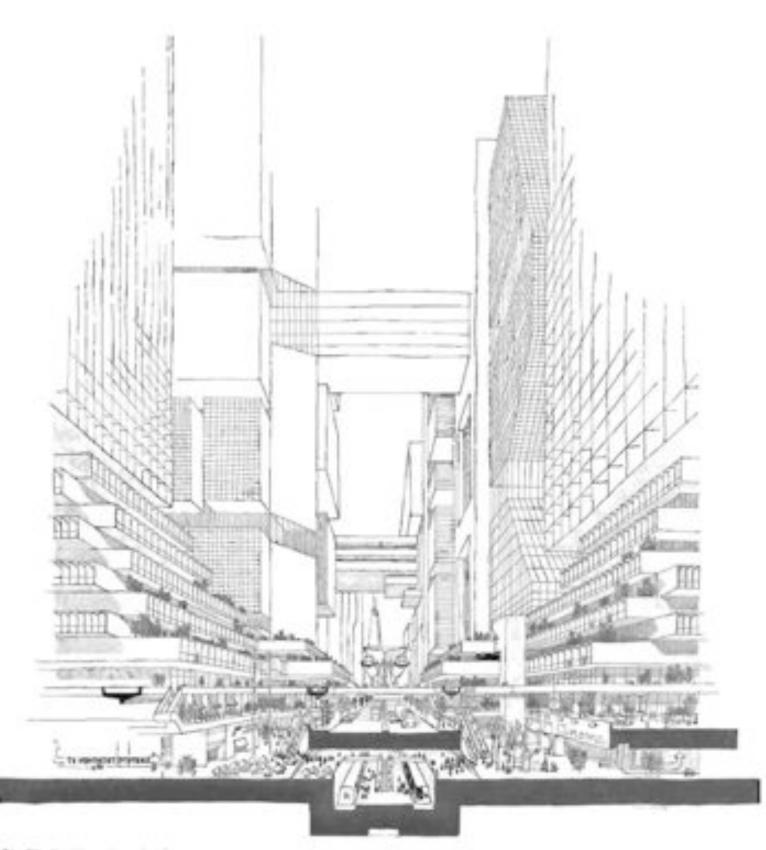


Fig. 21 Rapid transit mation in center

Features

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

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

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

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



Fig. 23. Secondary transit

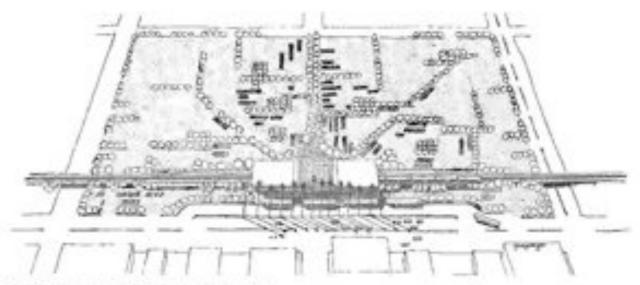


Fig. 22. "Park and nide" station in suburban area

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

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

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

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

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

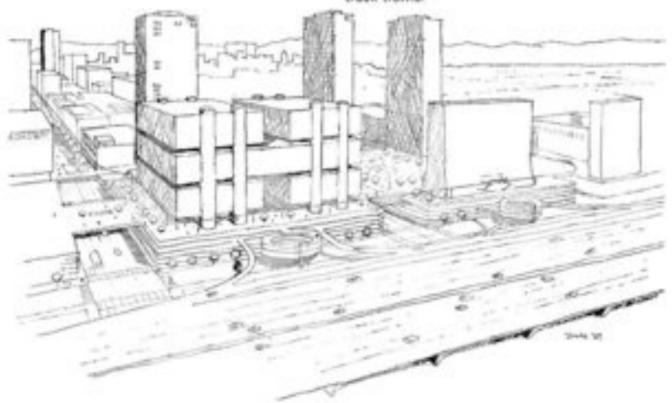


Fig. 24. Automobile access and parking facilities in a center

Service Systems

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

Policies

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

Features.

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

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

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

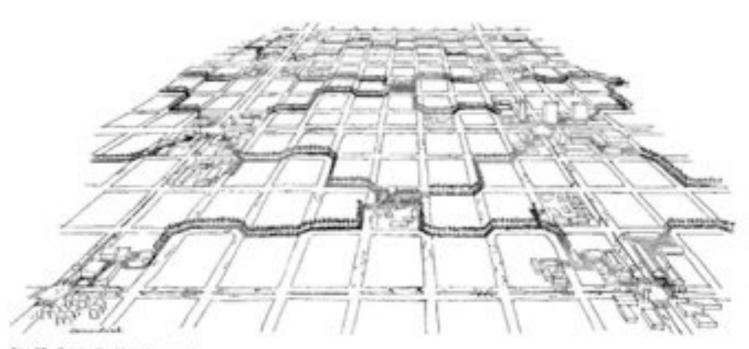


Fig. 25 Public Facilities Network

STUDIES FOR CONCEPT DEVELOPMENT

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

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

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

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

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

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

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

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

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

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

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

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

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Revised Demographic and Economic Properties: Most of the following projections are board upon the demographic and economic projections listed above. After the concept was selected existing projections were revised to take into account the nature of centers and suburban ereas.

- Current, 1990 and Concept population and employment for each center in Los Angeles City.
- Current, 1990 and Concept pepulation and amplicyment for selected centers in Lot Angelia County.
- 1990 and Concept population for Los Angeles Gity, by statistical area.
- 1990 population and population despities in centers and outside of centers in Lee Angeles City by stederical area.
- 1990 and Concept employment for Los Angeles City, by sustained
- Number of families in four income sategories, 1980 for Los Angeles.
 City for statistical area.
- Occupied dwelling units incomber of singles and multiplesi, 1990 for Los Angeles City by statistical area.

Financial Revoluce Strategy for Implementation of the Lie Angelos General Plan (June, 1969, 69 pp.)

Fart 1: Shorr Run Revenue Strategy discusses some of the likely alternatives evaluable to the tityper and City Council for improving the Founçui recourses of the City. These include: (1) property tax; (2) sales tax; (3) fees, service charges, other receipts; (4) revenue-producing equicipal departments; (5) only income tax; and (6) County, State and Federal grants and altocations.

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

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Communication Costs for Los Angeles: A working paper for the Los Angeles Goots Program: (February, 1968, 35 pp., L. G. Checke and H. S. Dordick, Technology Goots Commissed: A paper prepared by resembers of the Technology Goots Commissed to assist the Department

of City Planning in establishing goals for future physical planning. The paper examines some of the sophrological attornorism available for improving physic and only communications.

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Asports to the South Council by Commisses. The singlens Gools Council was appointed by the filtryor and City Council of Los Angeles, the Board of Supervisors of Los Angeles County and the League of California Cities. The Goals Council was enganised into commisses which produced the following reports:

- Goals for Incremed Community Participation in Planning
- Gools for Employment and Economic Growth
- Coals for Newsing, the Residential Environment and Urban Rename.
- Goals for Parks, Recreation, Open Space and Urban Experification
- Goals for Community Transportation and the Commuter Environment
- Cors for Law Enforcement
- Goals for Environmental Pollution Control
- Goels for Education
- Evaluation of Alternative Design Concepts and their Community Contequences
- Goals for the Ghetros and Burries and Goals for Racial integrations and Statistics

Los Angeles Goets Program: Results of Representative Sample Survey (October November: 1968, 16 pp. Behavior Science Corporation, sobulations prepared by Los Angeles City Plenning Departments A.

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List Angeles South Program Aspresentative Sample Survey, Total Sample, Higgs Sample, Mexican-American Sample Stovenstar, 1968, Behavior Science Corporation, administrate prepared by Liss Angeles, City Planning Department! Cross-tabulations of the total sample survey taken for the Goals. Program showing results by age, sex, income and other providings.

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Gray Arasis: A Favoragair Study (Decomber, 1967, 34 pp., Southern California Chapter, The American treations of Architects, report propered by Herbert Kahe, Raymond Kappe, Res Locary): A study of the "gray" artes of Los Angeles which are characteristic by visual blight, monotony and opnomic stagnation. The nature of the problem is identified and potential solutions are considered.

Assonnaissance Asport, County General Flan Program If Hersery, 1969, 40 pp., Regional Planning Commission, County of Lot Angeles

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SCR70 Fine Report Blay, 1968, 126 pp., Southern Celifornia Rapid Transic District)

Pretiminary and final proposits for a fast stage copid transit system for the Los Angeles metropolitan area.

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