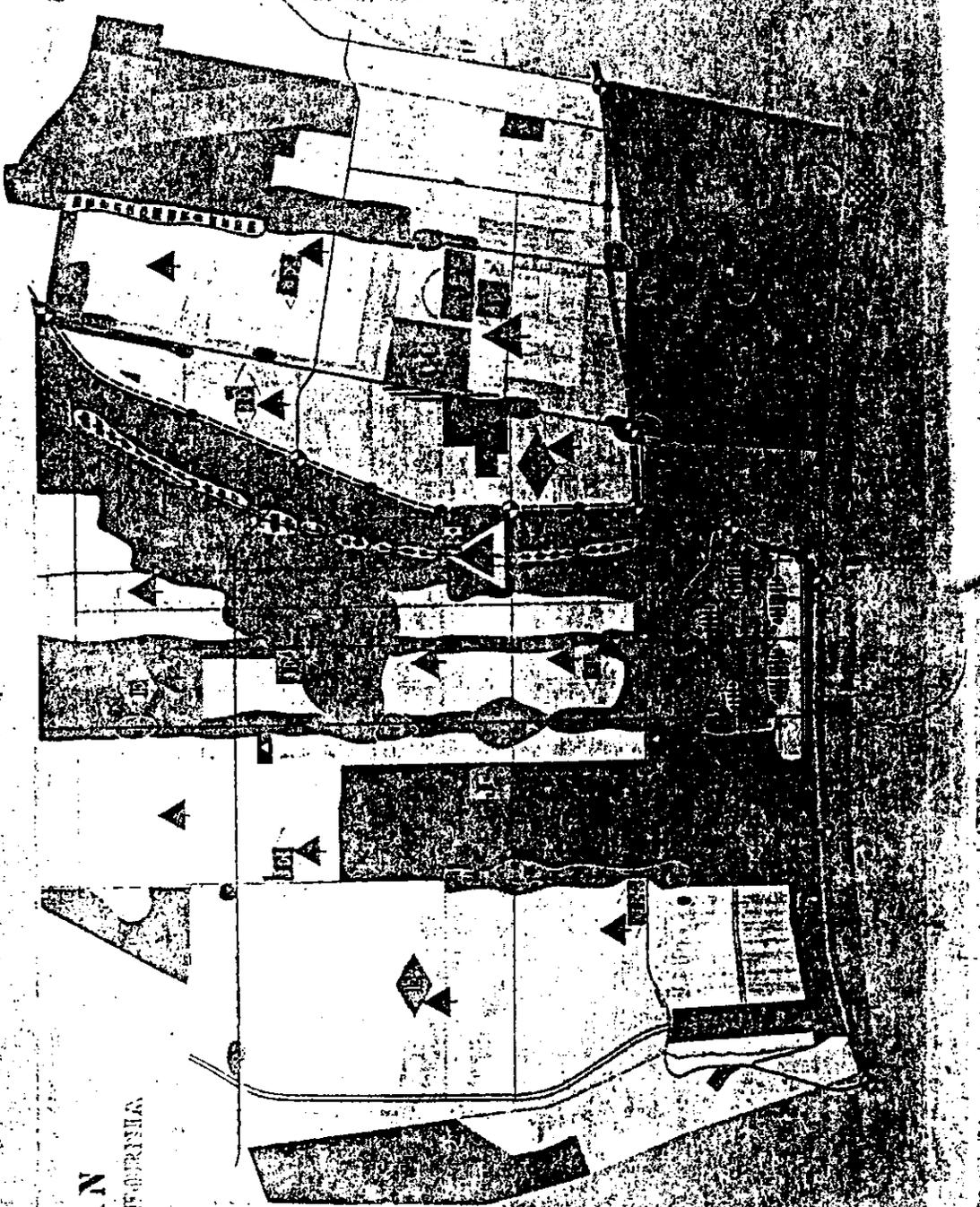


THE MASTER PLAN

BY DR. SANTA RICHIE, CALIFORNIA

ELEMENTS OF THE MASTER PLAN

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THE MASTER PLAN IS NOT

A ZONING PLAN

The Master Plan is a general, long range policy guide, depicting the future relationship between people and their needs for residential areas, schools and parks, shopping areas, industrial districts, and all other community facilities. Adopted by resolution, the Plan is subject to periodic review to keep it abreast of changing conditions, for the Master Plan is dynamic.

Although "what" and "where" are generally defined, the "when" is not established and depends entirely on the growth of the City, its sense of values and its financial resources.

The Zoning Plan is a specific statement of contemporary regulations governing private land use and development. It is established by ordinance as a law.

Over the years the Zoning Plan should reflect more and more closely the policies in the Master Plan; ideally they should eventually be the same.

Meanwhile, the Zoning Plan is like a staging technique. Changes in the Zoning Plan should be guided by the Master Plan, occurring only as the need for such change is firmly established by research.

MAY 14 1957

CITY OF SANTA MONICA 1957

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Miss Marguerite McManus, Planning Associate
Mr. B. V. King, Zoning Investigator
Mr. Franz E. Wambaugh, Illustrator
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**SIMON EISNER
AND ASSOCIATES**

CITY AND REGIONAL PLANNING CONSULTANTS
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April 20, 1957

To the Mayor,
City Council,
Planning Commission, and
People of Santa Monica:

We are pleased to transmit herewith the Report on the proposed Master Plan for the City of Santa Monica.

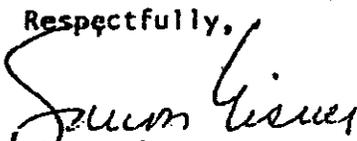
The research material required for the preparation of the Master Plan has been presented in a series of four reports issued over the past seven months. Reference is made to these reports for valuable background in understanding the proposals for land use and standards in the Master Plan.

Throughout the period of development of the Plan, the Planning Commission and City officials were full partners in the work. Comments and views were solicited and accepted from many public and private groups in the community in order that the final proposals submitted might truly represent the desires and objectives of the people of Santa Monica.

It is hoped that this report will help Santa Monicans understand the Plan, stimulate city-wide discussion and comment on the proposals, and obtain participation and support in the public hearings to be held by the Planning Commission and City Council in the near future.

Our association with the forward-looking people of Santa Monica in this work has been a pleasant and challenging experience. All the members of our staff, especially Mr. Arthur M. Shatz, principal planner, wish to express thanks to the many persons and to the City Departments and other local agencies who assisted in this work. We appreciate the opportunity to serve as your planning consultants.

Respectfully,



Simon Eisner

for

SIMON EISNER AND ASSOCIATES

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Mr. B. W. King, Zoning Investigator
Mr. Franz L. Wambaugh, Illustrator
Miss Daisebell Zieska, Secretary to Director

PLANNING FOR SANTA MONICA

WHAT IS A MASTER PLAN?

The Master Plan is a guide to the future growth of the City -- a representation of the City's faith in its own future and a statement of what that future can be. Only through orderly, directed, planned development can the City achieve and maintain the pleasant and healthy environment it seeks to perpetuate.

California's policy toward planning is expressed in the State Conservation and Planning Act, which directs each community to prepare and adopt a:

"COMPREHENSIVE" . . . relating and balancing all types of land use and all necessary public facilities within the City and immediate environs.

"LONG-TERM" looking forward to the ultimate development of the City. Thus the need for schools, shopping facilities, parks, circulation and transportation are determined and set forth. The Plan is not intended to be governed by the present financial abilities of the community; rather, it presents reasonable proposals which over the years can become tangible elements in the City.

"GENERAL" establishing general boundaries and locations for uses of land and facilities, together with principles for land development.

"PLAN" the embodiment -- on maps and in a written report -- of the ideas and objectives of the community for its unified development.

The Municipal Code of the City of Santa Monica defines the purpose of the Master Plan this way:

"The plan shall be made with the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious

development of the municipality which, in accordance with existing and future needs, will best promote public health, safety, morals, convenience, prosperity, or the general welfare, as well as efficiency and economy in the process of development." (Section 9412.)

The breadth of this assignment is a challenge to the vision and perseverance of the community. It is an opportunity for Santa Monicans to determine the quality of their own environment and of the city their children will inherit.

WHY PREPARE A MASTER PLAN?

The benefits to the community of "coordinated, adjusted and harmonious development" are almost too well known to require elaboration. The effects on individuals and specific land use problems deserve a word, however. The Master Plan is a statement of long-range objectives and thus provides a framework for the solution of immediate problems. Decision-making is simpler and sounder if a direction has been defined, a policy stated.

In a similar way the Master Plan can aid the individual in the wise development of his property by providing him with a clear understanding of the community's long-range land policy. It contributes to the stability of land values by promoting a healthy and balanced relationship of people, land, and facilities.

Furthermore, the adoption of a Master Plan makes a community eligible for various federal and state financial assistance programs, providing the assurance that projects undertaken with public funds will not be piecemeal and haphazard but will fit into a coordinated, long-term development scheme and will, therefore, be a sound investment.

WHEN SHALL THE MASTER PLAN BE PREPARED?

Neither the State law nor the City Charter prescribes when the Master Plan shall be prepared. The penalties for delaying this guide to community development are not all legal penalties. They are the economic, social, and aesthetic consequences of undirected growth, congestion, improperly located and inadequate public facilities. It is entirely up to the City and its leaders to recognize the

need for a Master Plan and determine when it shall be prepared.

The Santa Monica City Council and Planning Commission have recognized the need and have acted upon it by contracting for additional planning services whose principal objective is to assist the Planning Commission in preparing a Master Plan.

ELEMENTS OF THE MASTER PLAN

The Master Plan is an integrated series of proposals for the physical development of the City of Santa Monica. The Municipal Code specifies a number of elements "any, all, or any combination" of which may be included in the Plan.

The Master Plan contains the following elements:

- * "Land Use ... An inventory and classification of land types and of existing land uses, and comprehensive plans for the most desirable utilization of land."

A COMPLETE LAND USE INVENTORY AND CLASSIFICATION HAS BEEN MADE AND THE FINDINGS COMPILED, ANALYZED, AND PUBLISHED IN 1956 IN THE RESEARCH REPORT ENTITLED LAND USE INVENTORY.

THE FOLLOWING MAJOR CATEGORIES OF LAND USES ARE DESIGNATED ON THE MASTER PLAN:

RESIDENTIAL - low, medium, and high densities;

COMMERCIAL - central business district; neighborhood and community commercial centers; highway commerce, commercial-professional districts, hotel district, amusement-recreation area, and related parking areas.

INDUSTRIAL - general manufacturing, railroad right-of-way, and related parking areas.

- * "Recreation ... Showing a comprehensive system of recreation areas, including parks, beaches, playgrounds and other recreation areas, including when practicable, the locations and proposed development thereof."

- * "Conservation ... For the conservation, development and utilization of natural resources, including water, soils, beaches, harbors etc."

THE RECREATION AND CONSERVATION ELEMENTS ARE COMBINED IN THE MASTER PLAN. PROPOSALS FOR THE BEACHES ARE PRIMARILY DIRECTED TOWARD CONSERVING THIS MAGNIFICENT NATURAL RESOURCE, AND CONTINUING AND DEVELOPING ITS RECREATIONAL FUNCTION.

THE MASTER PLAN PROPOSES A COMPREHENSIVE SYSTEM OF NEIGHBORHOOD, COMMUNITY, AND CITY-WIDE PARKS TO MEET THE LEISURE NEEDS AND INTERESTS OF THE PEOPLE OF SANTA MONICA. EXISTING PARKS AND LOCATIONS OF THE PROPOSED FACILITIES ARE INDICATED.

- * "Streets and Highways ... Showing the general locations and widths of a comprehensive system of major traffic thoroughfares and other traffic ways and of streets . . ."

"Transportation ... Showing a comprehensive transportation system, including locations or rights-of-way, terminals, viaducts and grade separations. Such plan also may include port, harbor, aviation and related facilities."

- * "Transit ... Showing a proposed system of transit lines, including rapid transit, street car, motor coach and trolley coach lines and related facilities."

THE MASTER PLAN SHOWS A CIRCULATION SYSTEM OF FREEWAY ROUTES, INTERCHANGES, AND GRADE SEPARATIONS; MAJOR AND SECONDARY THOROUGHFARES, TRAFFIC COLLECTORS, ONE-WAY STREETS, AND TRUCK ROUTES; A TRANSPORTATION TERMINAL, AIRPORT, HELIPORT, AND RAILROAD RIGHT-OF-WAY.

- * "Public Buildings ... Showing locations and arrangement of civic centers and all other public buildings . . ."

PUBLIC FACILITIES IN THE MASTER PLAN INCLUDE: CIVIC CENTER, POLICE AND FIRE FACILITIES, LIBRARIES, AND SCHOOLS.

The responsibility for schools resides, of course, with the Santa Monica Unified School District, which is fully aware of the urgency of integrating schools into the overall Plan. All research and analysis on schools and the proposals embodied in the Master Plan have been worked out with the School District administration. It is sincerely hoped that the thoughts and proposals in the Master Plan will aid the School District in its planning for future needs.

THE PLANNING PROGRAM IN SANTA MONICA

A thorough understanding of the community today is basic to the development of an effective Master Plan. A detailed research program was therefore the first phase of the planning job in Santa Monica.

Research Reports. A complete inventory of existing land use and public facilities was made, and surveys were taken in the community to obtain data on its economic and social characteristics. These research findings were published in a series of reports:

Land Use Inventory Report - a quantitative analysis of land use.

Trading Area Survey Report - an indication of the drawing power of the City's commercial center.

Community Surveys Report - characteristics and analysis of the population, housing, employment, income, shopping habits, commercial facilities and industrial development.

Public Facilities Report - Inventory and analysis of existing police, fire, library, recreation and park, and school facilities serving the City.

Workshop Meetings. The Planning Commission, in the course of developing the Plan, has conducted weekly study sessions during which findings, proposals and alternatives were discussed, weighed, and analyzed in arriving at conclusions and recommendations. All of these meetings were open to the public. Meetings were also held with several City Departments, the School District and various State agencies, so that maximum coordination could be achieved in the Plan.

In order that the Plan might express the attitudes, desires, and aspirations of the people of Santa Monica, many groups and citizens were contacted and meetings held throughout the planning period. This cooperative interest and action has created a forward-looking plan for the City's future, a Plan / which the community can truly call its own.

In the immediate future, prior to the holding of public hearings, additional meetings will be held with interested groups who make their desires known to the Commission.

SANTA MONICA IN THE METROPOLITAN AREA

Santa Monica is very much a part of the Los Angeles metropolitan area. Like other cities in the coastal plain, its past, present, and future are tied to the development of the greater metropolitan region. In such a situation, city limits are almost always "artificial" demarcations, generally unrelated to land use, population characteristics, topography. Santa Monica is typical in this respect -- only her northern boundary along the canyon bluff is geographically logical.

Residential development does not recognize city limits. The northern residential area blends into similar areas to the east and north in Pacific Palisades. The Ocean Park area extends into Venice, displaying the same obsolescent characteristics of mixed land uses, overcrowding, and poor quality housing.

Commercial development does not recognize city limits. Santa Monica's businesses serve up to a quarter-million people to the north, east, and south. On the other hand, Santa Monicans shop out-of-city for many of their needs.

Industrial development does not recognize city limits. Santa Monica's industrial corridor is the western terminus of a belt extending along the Pacific Electric right-of-way from Sepulveda Boulevard. The nature of the industry is very much a part of the overall Los Angeles industrial picture. Furthermore, part of the Santa Monica Airport actually is in the City of Los Angeles.

Traffic does not recognize city limits. Freeways and highways weld together the cities in the metropolitan area. And U.S. 101 north-south brings nation-wide and state-wide traffic to and through the City. Santa Monica is now a terminus for the strong regional east-west traffic movement. As the area north of the City develops, however, north-south movements will increase, making Santa Monica even more of a crossroads.

People do not recognize city limits. They cross them to shop and to work, and especially for recreation.

From all over the metropolitan region people come to enjoy Santa Monica's beaches, a matchless part of the continuous Bay beach strip. The attraction of this prime recreational resource will be enhanced with the development of the Marina to the south. The beaches, together with a temperate, smog-free climate, make Santa Monica a renowned resort city.

The Master Plan recognizes all these interrelationships and is based on the concept of Santa Monica in the metropolitan area. The decisions represented in the Plan derive not only from detailed studies of the City itself but also from general knowledge, studies, and projections about the Los Angeles region.

SUMMARY OF MASTER PLAN PROPOSALS

Residential Areas

Five residential densities are proposed:

<u>Density</u>	<u>Families per Net Resid. Acre</u>	<u>Approx. Acres</u>	<u>Percent of Total Residential Acres</u>
Low	Up to 9	1061	48.4%
Medium	10 to 30	536	24.4
Medium	10 to 30 with special property regulations	34	1.6
High	31 to 50	512	23.3
High	Over 50	50	2.3

Based on these densities, the population of Santa Monica at ultimate development could be approximately 109,000.

Commercial Areas

The Plan proposes several commercial districts, each serving its special function.

Central Business District: the greatest concentration of stores and offices, serving a trading area population of a quarter-million.

Commercial-Professional Districts: for offices with similar locational requirements, not dependent upon walk-in trade . . . one northwest of the central business district, one near the General Telephone offices and St. John's Hospital.

Community Commercial Center: specialized services for a group of neighborhoods . . . at Wilshire and 14th.

Neighborhood Shopping Centers: a group of stores anchored by a food outlet, serving the daily needs of families within a mile or less.

Hotel District: a grouping of hotels . . . along Ocean Avenue.

Highway Commercial Districts: commercial uses dependent upon and serving highway patronage. The Plan proposes alternative uses for highway frontage land and includes exploratory case studies into the problem.

The Plan also shows the commercial amusement area on the beach at Ocean Park, as approved by the City Council, and proposes that it be buffered from surrounding residential areas by a broad landscaped belt.

Industrial Areas

The Master Plan provides a large and unified area for future industrial needs in the City. Standards are suggested to encourage and direct the type of development deemed desirable and to assure compatibility with other industries and with abutting non-industrial uses. The Plan proposes that this area be kept free of non-industrial uses.

Recreation and Beaches

To provide fun, relaxation, diversion, a change of environment from busy city life, the Plan proposes a comprehensive system of recreation facilities for all ages and all neighborhoods.

21 neighborhood recreation centers . . . 12 in conjunction with elementary schools and 9 separate facilities.

2 community parks of approximately 20 acres . . . adjoining the junior high schools.

1 city-wide park of at least 30 acres, centrally located, unifying the City physically.

The beaches are a regional recreation resource enjoyed by everyone in the Los Angeles area, and the Master Plan proposes their continued and improved use for this purpose. For Santa Monicaans they are a welcome supplement, but by no means a substitute for the City's basic recreation services.

Schools

Based on estimates of school population at ultimate development, the Master Plan proposes:

12 elementary school sites of approximately 10 acres each . . . 6 existing sites expanded and 6 new ones.

2 existing junior high schools expanded to approximately 35 acres each.

Santa Monica High School . . . expanded to 40 to 60 acres.

Public Facilities

The Civic Center is a symbol of the City and its people; it must not only function well but must be dynamic and attractive. The Master Plan recognizes the great locational assets of the present Civic Center and proposes broadening the area to provide for future location of other public offices and those private firms which would be appropriate in the Civic Center area. A precise plan should be prepared to assure the functional integration and architectural harmony of this focal point of the community.

Libraries . . . The Master Plan proposes a new main library at the present location but on an expanded site. Three permanent branch libraries are also proposed.

Fire Stations . . . The Master Plan proposes retaining three stations, relocating one, and replacing one with a new facility.

Police . . . The Master Plan proposes police facilities located in the Civic Center area, near the courts. The development of garage and maintenance facilities for police and other services is suggested in the Transportation Terminal area.

Streets and Highways, Transportation and Transit

* Freeways, major and secondary thoroughfares, and traffic collector streets. An alignment is proposed for the future coastal freeway and for the extension of the Olympic Freeway to connect with it.

* A one-way street system, to facilitate traffic movement into and through the central business district.

* A truck route system, to carry heavy traffic efficiently to its destination on streets designed and constructed for the purpose.

* Other modes of transportation and related terminal facilities, including parking areas, a consolidated Transportation Terminal close to the heart of the City, public transit and railroad, airport and heliport.

CHART A: SUMMARY OF LAND USE PROPOSALS, AND COMPARISONS

MASTER PLAN		LAND USE		1956		ZONING		1956	
Net Acres	%	Net Acres	%	Net Acres	%	Gross Acres	%	Gross Acres	%
<u>RESIDENTIAL</u>	<u>41.3</u>	<u>RESIDENTIAL</u>	<u>44.5</u>	<u>RESIDENTIAL</u>	<u>44.5</u>	<u>RESIDENTIAL</u>	<u>68.3</u>	<u>RESIDENTIAL</u>	<u>68.3</u>
Low Density	20.0	1 family	29.0	1 family	29.0	R-1	32.3	R-1	32.3
Medium "	10.7	2-4 family	10.0	2-4 family	10.0	R-2	22.5	R-2	22.5
High "	10.6	5 and more families	5.5	5 and more families	5.5	R-3 and R-4	13.5	R-3 and R-4	13.5
<u>COMMERCIAL</u>	<u>6.5</u>	<u>COMMERCIAL</u>	<u>4.1</u>	<u>COMMERCIAL</u>	<u>4.1</u>	<u>COMMERCIAL</u>	<u>13.3</u>	<u>COMMERCIAL</u>	<u>13.3</u>
CBD incl. pkg.	129*	All types, hotels, apartment hotels, and motels	218	All types, hotels, apartment hotels, and motels	218	C-2 and C-3	707	C-2 and C-3	707
Comm.-Prof.	127*								
Community	18*								
Neighborhood	72*								
Hotel	33*								
Highway	181*								
<u>INDUSTRIAL</u>	<u>10.2</u>	<u>INDUSTRIAL</u>	<u>7.7</u>	<u>INDUSTRIAL</u>	<u>7.7</u>	<u>INDUSTRIAL</u>	<u>13.1</u>	<u>INDUSTRIAL</u>	<u>13.1</u>
incl. airport, railroad ROW, parking	539	Light and heavy, airport, railroad ROW	412	Light and heavy, airport, railroad ROW	412	M-1 & M-2, airport, railroad ROW	697	M-1 & M-2, airport, railroad ROW	697
<u>SCHOOLS</u>	<u>5.3</u>	<u>PARKING</u>	<u>2.9</u>	<u>PARKING</u>	<u>2.9</u>	<u>PARKING (A zones)</u>	<u>169</u>	<u>PARKING (A zones)</u>	<u>169</u>
PARKS	316	SCHOOLS	137	SCHOOLS	137				
CIVIC CENTER	50	PARKS AND PLAYGROUNDS	61	PARKS AND PLAYGROUNDS	61				
BEACHES	133	PUBLIC FACILITIES	34	PUBLIC FACILITIES	34				
		BEACHES	133	BEACHES	133				
<u>CIRCULATION</u>	<u>26.6</u>	<u>STREETS-ALLEYS</u>	<u>25.9</u>	<u>STREETS-ALLEYS</u>	<u>25.9</u>	<u>BEACHES (unzoned)</u>	<u>112</u>	<u>BEACHES (unzoned)</u>	<u>112</u>
MISC. (Cemetery, SHCC parking)	44	MISC. All others, mixed, vacant, etc.	425	MISC. All others, mixed, vacant, etc.	425	Accretion since 1921		Accretion since 1921	
TOTAL	5314	TOTAL	5314	TOTAL	5314	TOTAL	5314	TOTAL	5314
	100.0		100.0		100.0		100.0		100.0

* Gross acres - including streets.

REVIEW AND ADOPTION OF THE
MASTER PLAN

The Planning Commission recommends:

That the people of Santa Monica study the proposals of the Master Plan to determine whether the Plan fully realizes the potentialities of the City and reflects the aspirations of the people.

That questions and suggestions be submitted in written form to the Commission prior to the dates set for the public hearings.

That questions and counter proposals be reviewed by the Commission and answered in a series of articles in the local newspapers; that work sessions be held with interested citizen groups to discuss individual questions and issues.

That the Commission then hold at least two public hearings as required by State Law and Municipal Code, and any additional hearings necessary.

That following the public hearings, the Commission resolve any differences and adopt the plan by resolution.

That the Commission submit the Master Plan to the City Council with a thoroughly documented analysis of the proposals, and a review of the meetings and the required hearings.

That the City Council then hold the one public hearing required by State Law and Municipal Code and any additional meetings or hearings it may deem necessary, and then adopt the Master Plan.

That the Council, as part of its resolution of adoption, set forth a procedure whereby any future zone change recommended by the Commission and approved by the Council shall be in general conformity with the policies set forth in the Master Plan.

That the Council, further, instruct the Commission to keep the Plan up to date by subjecting it to periodic review.

* * *

E F F E C T U A T I N G T H E P L A N

The success of a long-range Master Plan depends ultimately upon broad public interest, understanding, and support.

A PUBLIC INFORMATION PROGRAM SHOULD BE INITIATED . . . employing all communications media and using prominent graphic displays and verbal presentation methods. Continuing exhibits and talks will stimulate public interest and mark the City's progress toward achievement of the Plan.
PERIODIC REVIEW OF THE MASTER PLAN . . . which should be provided for in the adoption resolution, then becomes a fine opportunity for public participation and expression, helping to keep the Plan dynamic.

THE LAND USE INVENTORY SHOULD BE MAINTAINED . . . The vast amount of data now available is most valuable as the basis for recording the nature of further development in the City. The land use map is an indicator of the effectiveness of the Zoning Plan and the Master Plan if it is up to date. The Planning Commission should be authorized to maintain it and the Planning Department adequately staffed to accomplish the work.

As soon as the Master Plan is adopted, a number of actions can be taken which will bring to the community some of the direct benefits intended when the City determined that the Plan was to be prepared:

AMEND THE ZONING MAP . . . to make possible the development of those sections of the City where the Planning Commission and City Council believe that the time is ripe for the changes recommended in the Master Plan.

AMEND THE ZONING ORDINANCE . . . with additional zoning districts, permitting closer regulation of land use and covering special situations, such as transitions at zone boundaries. This would obviate the use of the variance in all but those instances where unusual hardships related to the land itself are observed.

APPOINT A REDEVELOPMENT AGENCY . . . to be charged with the task of studying and preparing plans for the orderly renewal of blighted urban areas.

INSTALL THE ONE-WAY STREET SYSTEM . . . at the earliest time, to make possible the increased traffic flow and safety that the system provides.

MAKE THE STUDIES RECOMMENDED IN THE MASTER PLAN

Off-Street-Parking. Using the Plan as a guide, the Parking Authority should be encouraged to make precise plans for off-street parking. The approach must be comprehensive, encompassing Industrial, commercial, and all other off-street parking needs.

Central Business District. Using the Plan as a guide, the merchants in the CBD should initiate the preparation of a detailed plan for the development and revitalization of the prime business area of the City, a plan which will realize its full potential.

Industrial Areas. Using the Plan as a guide, the Industrialists and the City should study in detail the opportunities for more productive and economic use of Industrial lands.

Highway Commercial Areas. Using the Plan as a guide, owners of highway frontage and the City should work jointly toward more productive use of highway frontage land.

Civic Center. Using the Plan as a guide, studies of space needs of all public agencies should be undertaken, leading to a precise plan of Civic Center development.

Freeway Connection and Beach Access. Using the Plan as a guide, studies should be made of extending the Olympic Freeway to connect with the future coastal freeway. The related problem of increasing access to beach recreational areas should be studied at the same time.

Buffering the Commercial Amusement-Recreation Area. Using the Plan as a guide, studies of various ways of buffering should be undertaken, in cooperation with the owners and architects of the amusement area development.

LAND USE : RESIDENTIAL AREAS

The prime objectives of the residential land use element are:

* a sound, healthful, and desirable living environment based on space and occupancy standards that will promote stable residential areas;

* designation of appropriate areas to meet the demand for diverse types of housing, with properly related amenities and facilities.

Total land in residential use proposed in the Master Plan represents a decrease of approximately 172 acres from existing residential land use. Much of this is in land set aside for sorely needed public facilities to serve home neighborhoods. Some is proposed for future industrial use. However, the population at ultimate development reflects intensification of residential land use proposed for several areas of the City and a substantial increase in total population.

What is "residential density"? "Density" is the measure of the relationship of people to the land area upon which they live. This ratio can be expressed in various ways; in this report, population is expressed in families, and land area in net residential acres (land exclusively in residential use . . . streets and other non-residential uses have been deducted). Thus, the number of families per net residential acre is an index of the density of an area, and this density is one of the indications of the environment and living conditions desired.

THE MASTER PLAN PROPOSES FIVE RESIDENTIAL DENSITIES . . .
providing a range of dwelling types throughout the City.

<u>Density</u>	<u>Families per Net Residential Acre</u>	<u>Typical Dwelling Type</u>
Low	up to 9	Single family, primarily.
Medium	10-30	Single family, duplex, 3-4 family, limited garden apartments.
Medium	10-30	Single family, duplex, 3-4 family, limited garden apartments, <u>with special property development regulations.</u>

<u>Density</u>	<u>Families per Net Residential Acre</u>	<u>Typical Dwelling Type</u>
High	31-50	Garden apartments, multi-story apartments.
High	Over 50	Garden apartments, multi-story apartments.

How were density decisions made? . . . The proposals for residential densities in specific areas were based upon a generalization of land use and a special density study of existing development - an examination of the most intensively used blocks in each "R" zone. Stable, well-maintained residential areas were retained in their present density. Where substantial parts of a residential district have been developed or converted to more intensive residential use, the general area was then proposed for medium or high density.

The City's residential areas were divided into quadrants, for ease of presentation of population data and for facilities planning purposes.

Northeast, bounded by 14th, the Industrial corridor, the north and east city limits;

Northwest, bounded by 14th, the Industrial corridor and central business district, the Ocean, and the north city limit;

Southeast, bounded by the Industrial corridor, east and south city limits, and Lincoln Boulevard;

Southwest, bounded by Civic Center, Lincoln, the south city limit, and the Ocean.

Estimating population at ultimate holding capacity: Method.

1 Residential and non-residential land use areas were determined from the Land Use Map.

2 Residential areas were separated into planning units, delimited by physical factors such as principal thoroughfares, non-residential uses, and such other factors as tend to define a "neighborhood".

3 The present population, age distribution and household size of each of these planning units were determined from the 1956 survey.

4 This age structure and family size data was adapted to proposed densities on the Master Plan and to assumptions about the nature of residential development and social characteristics. High-low ranges were developed for family size and age composition.

5 The revised data was applied to the calculated net residential acreage for each density in each planning unit to obtain preliminary population estimates.

6 School, park-recreation, and other public facilities were determined from the population estimates. Acreage was deducted for them and both population and facilities were recalculated until a proper relationship was achieved.

POPULATION AT ULTIMATE HOLDING CAPACITY

CHART 1

Quadrant	Density (families per net res. acre)	Net Res. Acres	Family Size (range)	Est. pop. in quadrant
Northeast	Low (5-8)	528	2.5-3.2	25,000
	Medium (20)	161	2.2-2.6	
	High (40)	64	2.2-2.4	
Northwest	Low (5-6)	207	2.9-3.2	29,000
	Medium (20)	60	2.6-2.7	
	Medium (20) (Palisades Tract)	34	2.7	
	High (40)	224	2.2-2.4	
Southeast	Low (7-8)	326	2.9-3.7	32,000
	Medium (20)	315	2.7-3.3	
	High (40)	52	2.2-2.9	
Southwest	High (40)	172	2.2-2.9	23,000
	High (50)	50		
	(Redevelopment)			
TOTAL CITY	Low (5-8)	1061	2.5-3.7	109,000
	Medium (20)	570	2.2-3.3	
	High (40)	562	2.2-2.9	
		<u>2193</u>		

PALISADES TRACT AREA. Since its original subdivision, the Palisades Tract has been one of Santa Monica's finest residential sections. Its location close to Palisades Park, the ocean, and the canyon is a choice one. The pleasant environment of wide, tree-lined streets and attractive homes has not been marred by the encroachment of incompatible uses.

The portion of the Tract east of 4th Street is almost fully developed in single family homes and is designated for low density residential use on the Master Plan. The Tract's frontage on San Vicente, Ocean, and Montana has already been zoned and developed in multiple residential uses and is so indicated on the Plan. The westerly and controversial section has a number of single family homes but is highly unusual in one respect: it contains many large parcels of vacant land.

In a City like Santa Monica, where vacant land is at a premium, the future of an area like the Palisades Tract is of great interest. There is almost unanimous local agreement that its use should be residential; the issue is -- how intensive?

The existing development is a pressure toward single-family use. The location, large parcels, and cost of land constitute a pressure toward multiple use. There is a demand for multiple residential development offering family-type environment without the commitments of ownership.

THE MASTER PLAN PROPOSES A WORKABLE COMPROMISE . . . aimed at inviting high quality multiple residential development on this valuable property, at the same time preserving the existing fine low density residential atmosphere.

THE UNIQUE CONDITIONS OF THE PALISADES TRACT MAKE SINGLE-FAMILY HOMES AND FAMILY GARDEN APARTMENTS GOOD NEIGHBORS IF ADEQUATE STANDARDS ARE ADOPTED AND FIRMLY ADMINISTERED.

The Master Plan proposes medium residential density and recommends standards to guide the development of a high type of multiple residential use, at the same time affording protection to the existing low density residential development. Some of the standards which might be enacted as a new district in the zoning ordinance are:

Uses permitted: residential only. All multiple residential uses must be of new construction; no conversions of existing buildings to more intensive residential use.

Minimum lot area for multiple residential use: 12,000 square feet.

Minimum lot frontage: 75 feet on a dedicated street.

Minimum lot area per dwelling unit: 3000 square feet.

Minimum floor area per dwelling unit: 1400 square feet.

Height limit: 3 stories or 36 feet.

Building coverage: building area shall not exceed 35% of total lot area.

Minimum yards: Front -- 40 feet
Side -- 10 feet each side for one or two stories,
15 feet each side for more than two stories
Rear -- 20 feet

Off-street parking: 2 car spaces per dwelling unit.

Other appropriate standards as to signs, projections into yards, accessory buildings, etc., should be devised and included to further insure high quality development.

Site Plan Review: The plans for all proposed developments should be submitted to the Planning Commission for approval prior to the issuance of a building permit.

The Master Plan and Zoning in the Palisades Tract: Where the Master Plan indicates that ultimately the Palisades Tract west of Fourth Street would be best used for a special type of multiple family use, it does not place a time for zoning the total area for this use. In fact, it would appear to be most logical to be selective in the zoning process, taking as the first step that portion of the area which is largely vacant and only at a later date rezoning the area that is presently used almost completely for single family homes. In this way there can be an orderly approach to the problem, allowing planned fine development in a portion of the district, at the same time providing maximum protection for the single family homes that are now on the land.

OCEAN PARK AREA. The density of 50 and more families per net residential acre suggested for this area anticipates redevelopment creating a unified project providing, through overall site planning and design, the space and facilities which will assure a desirable residential environment.

LAND USE: COMMERCIAL AREAS

The objective of commercial land planning is:

to serve the commercial needs of the residents of Santa Monica and its trading area...

in an efficient and convenient way . . .

to maximize the City's commercial potential by encouraging prosperous and stable business in well-planned, well located developments.

The trend in commercial planning today is to integrated centers . . . and for sound reasons. Studies have been made of mutually beneficial groupings of stores and offices, parking needs, pleasant shopping environments with separated vehicular and pedestrian traffic, landscaping, attractive displays. These indicate that the most economical use of commercial land, the most profitable arrangement for businessmen, the most pleasant conditions for shoppers are found in such planned shopping centers.

The Master Plan proposes several PRIMARY COMMERCIAL AREAS. . .

Central Business District
Commercial-Professional Districts
Community Commercial Center
Neighborhood Shopping Centers

These are the compact, grouped commercial facilities that are directly related to the purchasing power and population in the City and that which is attracted to the City from the area of influence - the trading area. The Master Plan also proposes a Hotel District.

The Master Plan recognizes the need for SECONDARY COMMERCIAL AREAS. . .

Highway Commercial Districts

These are the strip or ribbon commercial developments which are for the most part not directly related to local purchasing power but are dependent upon highway patronage, and often, when too much land is set aside for this purpose, tend to be marginal. The past, present, and future economic and physical effects of these secondary areas are discussed later in this section.

THE CENTRAL BUSINESS DISTRICT

THE CENTRAL BUSINESS DISTRICT TODAY is the City's greatest concentration of offices and retail stores and, correspondingly, its highest land values and tallest buildings. It is the chief focus of pedestrian and automobile traffic. The CBD is traditionally the heart of the American city. Through a network of transportation, the remainder of the city and an area of decreasing intensity extending far beyond its corporate limits are oriented toward the CBD.¹

Structure of the Central Business District

The present Central Business District of Santa Monica, serving a trading area of nearly a quarter-million people, is delineated on Plate A, following page 28.

How much land? . . . approximately 2,083,000 square feet, or 48 acres within the delineated CBD area.

How is it used? . . .

	<u>Square feet*</u>	<u>Acres</u>	<u>Percent of CBD Total</u>
Commercial use	1,100,000	25.2	53%
Parking	131,000	3.0	6%
Non-commercial use	83,000	1.9	4%
Streets and alleys	<u>769,000</u>	<u>17.6</u>	<u>37%</u>
TOTAL CBD	2,083,000	47.7	100%

"Commercial use" in the above table includes some commercial uses which are not appropriate to a central business district, such as food stores, etc. No additions were made for multi-story buildings, underground floor space, or for vacant stores; therefore, this figure must not be interpreted either as floor space or as building coverage -- it is simply measurement of land use.

"Parking" here represents parking within the area designated as the CBD. Some of it occupies commercial frontage close to peak value areas. Much is in small, scattered lot fragments accommodating only a few cars -- often on the alley side of commercial properties. These unrelated bits do not effectively

*All these figures were calculated from the land use inventory map representing ground area and are approximate only.

serve the need for customer parking: neither are they directly convertible to more productive commercial use.

"Non-commercial use" includes dwellings, hotels, public buildings, industrial and institutional uses, and vacant land.

"Streets and alleys" includes only those directly related to and serving abutting properties in the area designated as the CBD.

How is it supported? . . . In 1956, Santa Monica residents spent about \$37,850,000 on items typically purchased in a central business district.²

Not all of these expenditures were made in downtown Santa Monica. At the same time, it is known that about half the shoppers in the Santa Monica CBD live outside the City.³ We are not concerned here with the sales volume of Santa Monica's CBD, but rather with providing commercial facilities for the anticipated increase in purchasing power available for CBD-type goods and services.

THE CENTRAL BUSINESS DISTRICT IN THE FUTURE . . .

How will it be supported? . . . In 1970, studies indicate that Santa Monica residents will spend about \$54,814,000 on items typically purchased in the CBD.⁴ (1956 dollars)

This represents a 45% increase over 1956.

How much space will be needed? . . . A total of 1,595,000 square feet of commercial space (representing a 45% increase over 1956).

Assuming: that the CBD will continue to serve its present trading area; and that the present relationship to CBD-type expenditures of residents to CBD commercially used land will continue.

Then . . . the 45% increase anticipated in CBD expenditures can be applied to commercial land.

IN ORDER TO RETAIN ITS COMPETITIVE POSITION, HOWEVER, THE CBD MUST ACT. IT MUST REVITALIZE ITSELF WITH THE FEATURES AND AMENITIES WHICH ARE BEING BUILT INTO NEW REGIONAL SHOPPING CENTERS. OTHERWISE, THE CBD MAY LOSE ITS DRAWING POWER, WITH ADVERSE EFFECTS NOT ONLY TO THE DISTRICT BUT TO THE ENTIRE CITY IN TERMS OF ECONOMIC BASE AND FUTURE DEVELOPMENT.

How much additional space will be needed? . . .

Assuming:	CBD land now in commercial use will continue	1,100,000 sq. ft.
	CBD land now used for non-commercial uses and some parking will go into more intensive, more appropriate, more profitable CBD-type uses	<u>214,000</u> sq. ft.
	<u>TOTAL LAND</u> in and available for commercial use within the present CBD	1,314,000 sq. ft.
	ADDITIONAL SPACE TO BE PROVIDED FOR COMMERCE	<u>281,000</u> sq. ft.
	<u>TOTAL 1970</u> need for commercial land	1,595,000 sq. ft.

At least two factors would tend to reduce these space needs --

* modern trends in merchandising which use space more economically, more intensively;

* multi-story buildings, which were not determined in the above calculations. Efficient use of existing multi-story buildings and construction of new ones within the CBD will accommodate at least a part of the need for additional space.

Where should CBD expansion go? . . . The present CBD has two "centers":

- * just north of the 3rd-Santa Monica intersection
- * the Sears, Roebuck store

THE MASTER PLAN PROPOSES EXTENSION OF THE CBD IN A SOUTHERLY DIRECTION CENTERED ALONG 3rd STREET, INTEGRATING THE TWO "CENTERS" INTO A SOUND, UNIFIED BUSINESS DISTRICT. (See Plate A.)

The Advantages . . .

a good relationship to the street system and the Freeway;

a good relationship to public transit and the Transportation Terminal;

a good relationship to the Civic Center and Civic Auditorium, promoting a real center-of-town focus for Santa Monica;

the best use of land for these "In-between" blocks -- now largely in mixed and marginal commercial uses -- are ideal for commerce yet poor for any other use;

the land could be acquired at a relatively reasonable cost and without undue difficulty since it is not now intensively developed for commercial uses.

The Problems . . .

commerce along 3rd Street changes in nature, economic condition, and appearance as it approaches Broadway;

mixed uses are common, especially along 4th Street; the buildings are old and badly maintained; economic conditions of business are poor compared to similar types of stores in other areas.

neighboring "skid row" is the great obstacle to ready movement of customer traffic south on 3rd Street across Broadway.

The intensification and/or redevelopment of this segment of 3rd Street to more productive commerce and the improvement of the Broadway area are interdependent. Sound commercial activity along 3rd Street would stimulate property values and promote improvements along Broadway.

the locational advantages of 3rd Street for commerce, the benefits to the community, to the central business district, to Sears, and to all customers of a unified, attractive shopping district are too great to be hindered by present conditions in the vicinity.

REDEVELOPMENT . . . BY WHOM?

The action necessary to bring the land in this area into higher economic and social productivity will, of necessity, involve both private capital and governmental participation. The initiation of the program must come from the people most directly affected by the blighting influences in the area, for they have the most to lose from the continued depreciation of values, or to gain by arresting these conditions and achieving beneficial improvements suggested.

PRIVATE INITIATIVE CAN

DEVELOP NEW AND LARGE COMMERCIAL USES, SUCH AS A MAJOR DEPARTMENT STORE, IN THIS AREA.

REAL ESTATE GROUPS CAN ASSEMBLE LAND THROUGH THE COOPERATIVE ACTIVITIES OF PRESENT OWNERS, BRINGING LAND INTO LARGER PARCELS THAT CAN BE UTILIZED FOR THE KIND OF COMMERCIAL ESTABLISHMENTS WHICH WOULD BE A CREDIT TO THE CITY AND WHICH COULD PROVIDE ADEQUATE PARKING.

THE CITY CAN

ASSIST PRIVATE DEVELOPERS BY PROVIDING THEM WITH INFORMATION AND DATA ON PROPER LAND USE RELATIONSHIPS.

IF NECESSARY, USE THE POWERS OF EMINENT DOMAIN TO GATHER LAND INTO LARGER PARCELS, IF THE AREA IS DETERMINED UNDER PROVISIONS OF THE STATE REDEVELOPMENT LAW TO BE BLIGHTED.

ASSIST THE OWNERS BY INSTALLING NECESSARY STREETS AND OTHER IMPROVEMENTS GEARED TO THE PRIVATE DEVELOPMENT PROGRAM. This would be especially reasonable if the future uses were planned in such a way that the City's program and the private program could be worked out in a harmonious manner.

THE PARKING AUTHORITY COULD PARTICIPATE, IF NECESSARY, BY COORDINATING ITS PROGRAM WITH THE TOTAL PLANNING OPERATION FOR THE AREA.

THE FEDERAL GOVERNMENT CAN

ASSIST THE CITY IN THE REDEVELOPMENT PROGRAM IF THE PROPOSALS FALL WITHIN THE AREA WHERE THE FEDERAL HOUSING ACT OF 1949, AS AMENDED, CAN BE APPLIED... AND IF THE CITY DETERMINES THAT FEDERAL AID IS NECESSARY AND DESIRABLE. The assistance from the Federal Government can come in terms of loans for acquisition, clearance and redevelopment of land, but does not extend to the construction of buildings thereon.

In general, there would appear to be several levels for CONSTRUCTIVE ACTION involving both private initiative and capital... and governmental assistance. The most important ingredient is the LOCAL DESIRE AND DEMAND THAT THE JOB BE DONE.

THE PARKING SITUATION

Parking today . . . Plate A shows parking related to the present Central Business District: parking area within the CBD proper, plus parking available within 250 feet of the edge of the district. Studies have shown that this is about the maximum distance shoppers will walk from a parked car to a store. The allowance made for parking here is generous, since the distance from the parking lots to any but the nearest stores exceeds 250 feet.

Total parking related to the CBD amounts to about 773,500 square feet, or 17.7 acres of ground area. The ratio of parking to commercial land is approximately 2/3 to 1, BUT . . .

- * The measure of commercially used land is approximate only and includes no allowance for floors above or below the ground.
- * Some of the parking within the 250-foot periphery actually serves non-CBD uses.
- * Some of the parking is reserved for employees.
- * Some of the parking is reserved for patrons of a particular store and must be validated.
- * Some lots, or parts of them, are too far from stores and are unused.

Parking in the future . . .

The minimum standard for downtown patron parking should be at least 1:1 -- a square foot of parking for each square foot of floor space plus employee parking at 1 space per 3 employees. To serve the CBD effectively, customer parking should be within 250 feet of stores; employee parking can be somewhat further removed.

The amount of parking cannot be prescribed exactly. The 1:1 standard assumes good public transit service in terms of both route planning and frequency.

Off-street parking facilities should be easily visible and accessible from streets with minimum interference with other traffic movements. The Master Plan indicates where some of the present concentrations of parking are well located for service and could be expanded and/or intensified.

The kind of parking is largely determined by the land situation and intensity of commerce in the CBD to be served. As Santa Monica's commerce intensifies and expands, the demand for parking will increase while the supply of available land dwindles. It is probable, therefore, that before long Santa Monica will need and support multi-level parking facilities as well as the more conventional kinds of lots. As Santa Monica's business district grows, land uses will undergo a certain amount of reorganization in the direction of greater efficiency -- parking will probably move out of the CBD core and into its effective periphery.

ACCESS AND CIRCULATION

Most shoppers come to the CBD by automobile . . . If they are to continue to come, it must be safe and easy to get to the CBD and to a parking space. The streets and highways element of the Master Plan facilitates access to the district via major and secondary thoroughfares and freeways. Within the district, the proposed one-way streets will simplify, safeguard, and expedite the flow of both vehicular and pedestrian traffic movement. Access to parking lots should be from peripheral streets for minimum obstruction and delay of traffic.

More shoppers should come to the CBD by bus . . . Commercial expansion in the proposed southerly direction will relate the district closely to the proposed transportation terminal, and coordinated planning and promotion by the merchants and the Municipal Bus Lines management can further encourage use of public transit. With the integration of the CBD with Sears, some sort of shuttle or loop service might be initiated for customer convenience.

PROBLEMS OF PARKING, ACCESS, AND CIRCULATION MUST BE ATTACKED AT THE SOURCE, BY CUTTING DOWN THE NUMBER OF CARS IN THE CENTRAL BUSINESS DISTRICT. PROMOTION OF PUBLIC TRANSIT USE IS THE FIRST, SIMPLEST, AND LEAST COSTLY COURSE OF ACTION.

SUMMARY

The "economic base" of the Central Business District is the shopper -- first as a driver or transit passenger and then as a pedestrian. The population of the City and of the trading area will increase substantially in coming years, and incomes will rise. If Santa Monica's CBD is to maintain its present drawing power and attract these many new families, a long range program of improvements geared to the shopper is fundamental.

Like other established business districts which are feeling the impact of new shopping centers, Santa Monica businessmen must reconsider merchandising methods and must examine the general atmosphere of the district.

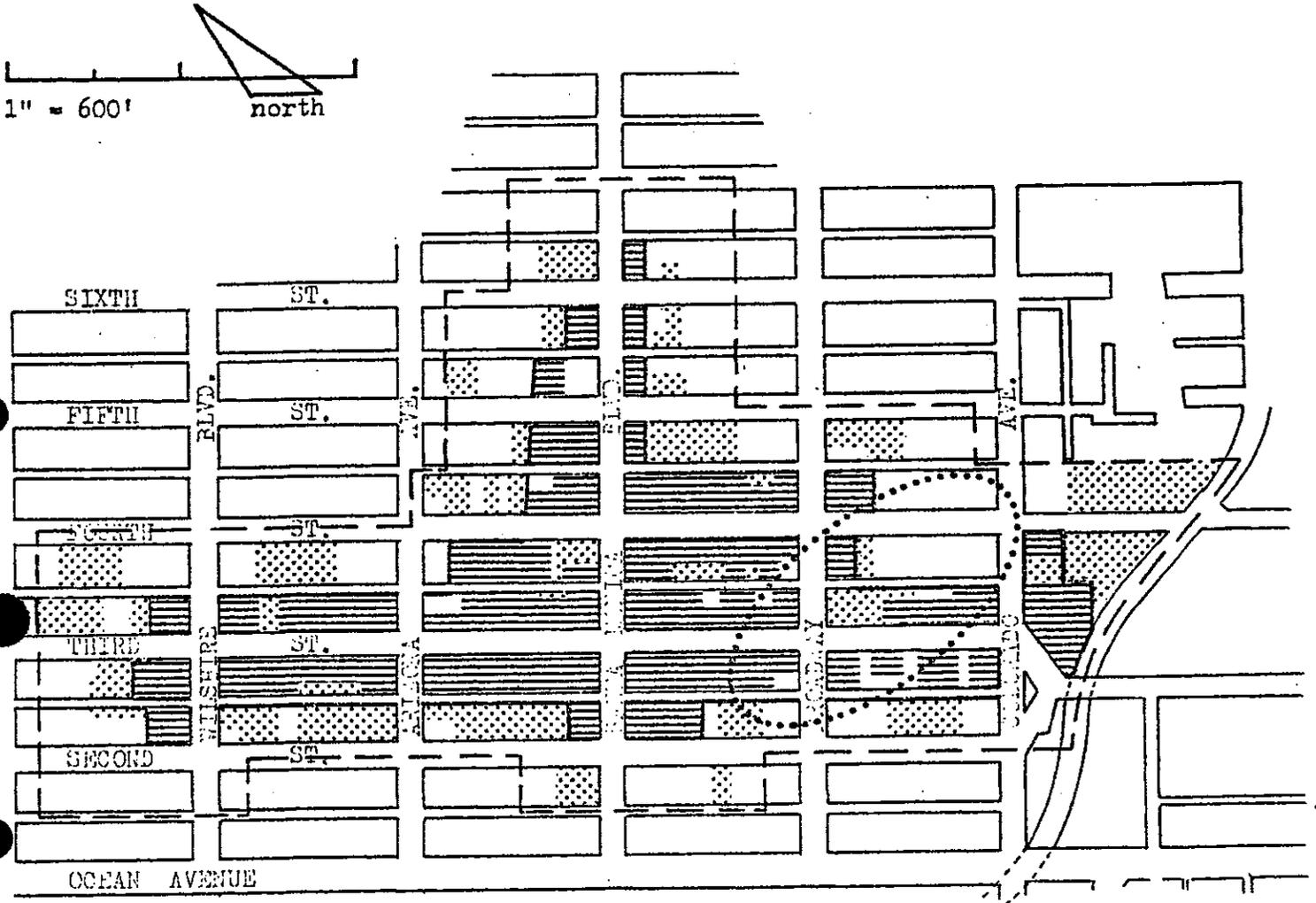
What makes an inviting environment for shopping? An architecturally attractive group of stores centered about a pleasant, landscaped mall . . . the "comfortable congestion" of pedestrian shoppers moving freely and safely, separated from vehicular traffic. These qualities can be achieved in Santa Monica through planning that is at once bold and thoughtful, supported and effectuated by the individual and collective efforts of businessmen who are convinced of the necessity and rightness of their actions.

The implementation of Master Plan proposals will enhance the convenience, attractiveness, and economic soundness of the District by creating a framework for:

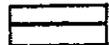
- * a sound direction for growth
- * a compact, integrated business center
- * accessible off-street parking lots
- * promotion of public transit with good service to and about the shopping district and a terminal nearby

Discretion and imagination are required in effectuating the Plan. The boundaries and areas defined are intended as general guides, with refinements and adjustments to be made as other considerations become apparent. Any change or modification, however, should be firmly based upon fact-finding and should respect the spirit and intent of the Plan.

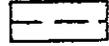
CENTRAL BUSINESS DISTRICT STUDY



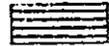
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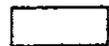
Extent of Central Business District



Peripheral Off-Street Parking for CBD



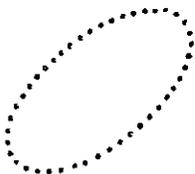
Commercial Uses



Non-Commercial Uses



Off-Street Parking Uses



SUGGESTED AREA FOR CBD EXPANSION AND URBAN RENEWAL

COMMERCIAL - PROFESSIONAL DISTRICTS

The commercial-professional district brings together offices with similar locational requirements -- administrative offices, law, real estate, insurance, architectural offices, medical offices and hospitals. Since they do not depend upon window advertising or "walk-in" trade, these firms need not be in intensive merchandising districts, but should be located near them, easily accessible and convenient to those being served.

Commercial-professional districts are compatible neighbors to residential districts and constitute a reasonable transition between commercial and residential areas.

Existing groups of professional offices offer an excellent basis for the designation and expansion of two commercial-professional districts in Santa Monica.

The Master Plan Proposes one commercial-professional district in the vicinity of St. John's Hospital. The present concentration of medical offices, pharmacies, and other services can be the core of a fine medical-professional center focused on the Hospital. The General Telephone Company offices are in the same area. This area as shown on the Master Plan allows for growth and provides a buffer between the industrial and residential uses.

The Master Plan proposes a second commercial-professional district northwest of the Central Business District, along Wilshire and Santa Monica Boulevards. There is already a grouping of offices here and the location should prove especially attractive to firms whose services may form an incidental part of a shopping trip.

These districts can be important service features for Santa Monica and the surrounding areas, attracting professionals who wish to establish offices where development standards will reflect the high level of services offered.

COMMUNITY SHOPPING CENTER

The community shopping center has three functions--

It provides a group of neighborhoods with a wide range of commercial shops and services offering

more variety and selection than are available at neighborhood centers,

It provides certain highway-related uses to serve travelers on the major thoroughfares on which the center is located -- restaurants, service stations, car washes, etc,

and it serves as a neighborhood shopping center for families in the immediate environs.

To serve these functions, the Community Shopping Center has at least one major food store, and a large grouping of shops and offices. It supplements neighborhood centers by providing certain specialized needs, but does not compete with the Central Business District.

THE MASTER PLAN DESIGNATES A COMMUNITY SHOPPING CENTER AT 14th STREET AND WILSHIRE BOULEVARD.

There is already a sizable concentration of shops and services at that location which is sound and well supported. As is typical in such a development, the core is used by specialized activities -- banks, shops, etc; the two food stores, which are not dependent on passing pedestrian traffic, are located at the fringe where more and cheaper land is available for their large store and parking space needs. The parking situation appears adequate for present demand.

The location of this center at the intersection of a major and a secondary thoroughfare is good for service to several neighborhoods whose population will grow as residential densities increase. The existing nucleus can be intensified or expanded if merited by demand.

Whether similar developments in other areas of the City are necessary and supportable can only be determined through further and more detailed economic studies.

NEIGHBORHOOD COMMERCIAL CENTERS

The function of the neighborhood commercial centers is to provide for the main food and convenience needs of residents within a radius of about one mile. The anchor store is a

food market. Related shops and services usually include a drug store, cleaning and laundry, beauty and barber shops, and some automotive services.

The need for neighborhood commerce has at ultimate development been estimated for the four quadrants of Santa Monica* following the residential densities of the Master Plan.⁵

<u>Quadrant</u>	<u>Neighborhood Commercial Needs</u>	<u>Total area needed including parking at 3:1 (3 sq. ft. of parking to 1 sq. ft. of floor space)</u>
Northeast	4.2 to 9.5 acres	16.8 to 38.1 acres
Northwest	5.0 to 11.3 acres	19.9 to 45.2 acres
Southeast	4.2 to 10.5 acres	16.6 to 41.8 acres
Southwest**	3.9 to 8.9 acres (2.7 to 6.1 acres)	15.7 to 35.7 acres (10.7 to 24.4 acres)
Total City Need 17.3 to 40.2 acres		69.0 to 160.8 acres

The existing "centers" cluster into the functional groupings indicated above. There are at least 14 of them at the present time, ranging in size from less than one acre to more than four. All are on one or both sides of a major thoroughfare and many have some highway uses intermingled with the usual neighborhood facilities. Usually, however, there is a fairly well defined break between the neighborhood center and the continuous ribbon of highway commercial uses.

* For planning purposes the City has been physically divided as follows:

Northeast & Northwest - that area north of the Industrial belt divided by 14th Street

Southeast & Southwest - that area south of the Industrial belt divided by Lincoln Blvd.

** Calculations for this area were made in two ways: based on 1956 median income (\$4100 - these are the figures in parenthesis), and an estimated income, \$6000, assuming an increase in annual income resulting from anticipated re-development and related changes in the area.

The large number of "neighborhood centers", and the variations in their size and range of services provided, indicate that these centers were not originally located to serve a neighborhood, but rather that they began as part of the highway commerce and became functionally differentiated through the workings of economics. Thus over the years we find centers developing within three or four blocks of one another on the highway, apparently overlapping and serving the same service population, then none at all to serve another large residential area.

Are the existing centers able to meet future needs at ultimate development? Does the present zoning permit adequate expansion? To answer these questions, a detailed study was made of the existing neighborhood centers. The following figures are for the southeast and southwest quadrants combined. The situation is similar in the northern two quadrants, but figures are omitted because of the many "unmeasurables"--the neighborhood service role of the CBD, Wilshire-14th, and adjacent Los Angeles.

	<u>Land in existing "centers"</u>	<u>Commercial land needed at ultimate development</u>	<u>Land presently zoned Commercial (excl. streets)</u>
Food store space	1.9 acres	4.0 - 9.7 acres	
All stores space	7.4 acres	8.1 - 19.4 acres	
Total comm. land	15.9 acres	32.3 - 77.5 acres (including parking at 3:1)	135.7 acres

The conclusions: . . .

TOO MUCH COMMERCIAL ZONED LAND even for ultimate needs. Most of this is in highway strip zoning, and will be discussed in the next section.

SHORTAGE OF FOOD STORE SPACE not only for ultimate needs but also for present needs, for the present population is about three-fourths of ultimate. Food stores now in the CBD and a few isolated ones not in centers decrease the shortage somewhat, but figures still suggest that many food purchases are made outside the City. The fact that only about two-thirds of Santa Monica residents do their grocery shopping at neighborhood facilities within about a one-mile distance substantiates this shortage.⁶ The study of existing centers revealed few supermarkets (over 10,000 sq. ft.), many medium-size markets (6,000 - 8,000 sq. ft.),

and some very small food stores (4,000 - 5,000 sq. ft.).

SHORTAGE OF OFF-STREET PARKING. Most of the existing centers have no more than a 1:1 ratio of parking to ground floor space, far below the 3:1 ratio which is a recommended minimum standard for modern neighborhood shopping centers. The newer developments in Santa Monica approximate this standard.

A REORGANIZATION OF NEIGHBORHOOD SHOPPING FACILITIES IS ESSENTIAL if grocery shopping is to be a neighborhood activity -- and it is best for the shopper, the merchant, the neighborhood and the City that it should be. In Santa Monica, as in other communities, people will travel farther, if necessary, for efficient and pleasant food shopping and family errands.

To retain this business within the neighborhood and the City, a center must offer equal efficiency, equally pleasant environment, and greater convenience. This will require regrouping, conversions and combinations of stores and/or establishment of new centers.

The Master Plan proposes neighborhood commercial centers as shown on the map. Most of the proposed centers are already identifiable as "centers" and offer food shopping, at least. As residential densities increase, some will grow into compact, integrated developments which have been found to be most successful. Others may continue to serve only a limited population.

The Master Plan shows only general need and location. Further precise studies are needed to determine -- on the basis of service radius and population, location, layout, access, and expansion possibilities -- which centers should be designated for further development.

These centers should be encouraged to develop as compact integrated developments, preferably on a single side of the street and prohibited from stringing out along the highway.

HOTEL DISTRICT

An area on Ocean Avenue is set aside for the development of large hotels. The location is ideal for the purpose -- overlooking the ocean and Palisades Park, yet close to the center of town.

HIGHWAY COMMERCIAL AREAS

How did they develop? . . . Since the advent of the automobile, commerce along the highways has been typical of the American landscape. Relishing the prospect of all those people in all those cars driving by all those stores, it has been common practice for half a century to zone highway frontage land commercial from one end of the highway to the other.

The speculative justification that may have existed for such practices years ago has been nullified by more recent developments. Changes in the automobile itself -- up to 305 horsepower! -- together with new merchandising techniques, new shopping habits, and the physical limitations of frontage lots have made the highway commercial ribbon obsolescent. The present economic and physical condition of these business strips for the most part clearly demonstrates that the implied potential has not been fulfilled.

Santa Monica is one of thousands of cities facing this problem. Montana, Wilshire, Santa Monica, Broadway, Pico, Lincoln -- all these important streets are entirely or largely zoned for commerce.

How are they used? . . .

NEIGHBORHOOD COMMERCIAL CENTERS discussed earlier, usually one or two blocks long, occupying only a small percent of the commercially zoned strip.

FUNCTIONAL GROUPS OF USES APPROPRIATE TO THE HIGHWAY, depending to some extent on being seen -- Wilshire Boulevard's "restaurant row", Santa Monica Boulevard's "automobile row".

OTHER USES RELATED TO THE HIGHWAY -- gas stations, other automotive sales and servicing establishments, motels, restaurants, large users of space such as plant nurseries, do-it-yourself supplies, etc.

MISCELLANEOUS USES -- commercial, industrial, residential, mixtures of incompatible uses, vacant lots, vacant buildings, billboards.

The Master Plan recognizes the functional groupings and incorporates them in the Plan, for they constitute sound and stable commercial developments.

The Master Plan also proposes that other highway uses should continue to be permitted, to the extent that they are supportable by highway users, but that they be located as extensions of commercial centers, rather than strung out the length of the City.

The symptoms of excess commercial zoning on highways . . .

MARGINAL ECONOMIC CONDITIONS . . . are inevitable when support must be derived from highway traffic whose volume fluctuates seasonally and with changes in the highway system and whose buying habits are highly elastic.

The precarious situation of many businesses, and high degree of failure and turnover from business "adventuring", is often associated with these strips. Marginal highway business tends to economically erode healthy commercial centers.

MIXED LAND USES . . . a sign of blight, are promoted through highway strip zoning. Where stable residential areas have developed along the highway, there is no way of protecting them against the encroachment of incompatible, more intensive uses. Often residential property becomes purely interim in such areas -- a matter of waiting until the property can be converted to commercial use. The situation adds to the instability of the highway commercial strip.

WASTED LAND . . . results when so much commercially zoned frontage is used for other than the zoned purpose. The scattered and mixed uses are far from productive. The volume of vacant land and land used for non-commercial purposes underlines the lack of demand, the overzoning, the waste.

DETRIMENTAL EFFECTS ON NEIGHBORING PROPERTIES . . . are bound to occur, for shabbiness is contagious. In many cases there is no effective physical separation between highway frontage and neighboring lots on side streets.

UGLINESS . . . run-down buildings, shabby signs, empty shop-windows, billboards, litter-strewn vacant lots line many of the access routes to Santa Monica and other cities.

The effects on the community are all negative

Because of the above conditions, there is reason to believe that it may cost the City as much or more to service large portions of highway strips than it receives from them in revenue.

Furthermore, the regular "business" of the highway -- the safe and efficient movement of traffic -- is hampered by uncontrolled access to the highway, the innumerable distractions of signs and billboards, pedestrian crossings, on-street parking movements, and the burden on curb parking because of inadequate and inaccessible off-street parking.

WHY, THEN, DO CITIES MAINTAIN AND EVEN INCREASE STRIP COMMERCIAL ZONING ON HIGHWAYS?

Simply because no other or better use for highway frontage has presented itself in opposition to the perpetual pressure -- due to commercial land prices and taxes -- to maintain or increase highway commercial zoning.

There is no single "other or better use" which answers every highway frontage problem. THERE IS NO GLIB SOLUTION.

THE MASTER PLAN URGES DETAILED STUDY OF COMMERCIAL ZONED HIGHWAYS, BEGINNING WITH THOSE WHICH ALREADY SHOW SYMPTOMS OF OVERZONING . . . to determine:

- * which commercial areas are economically sound. Some of these may be neighborhood or community shopping centers or commercial-professional districts.
- * which areas are stable in some other use. These should be rezoned to protect that use if it is satisfactory in relation to the highway and the surrounding properties.
- * which areas are having deleterious effects on neighboring properties, how to halt this and rehabilitate the injured areas.
- * which areas do not contribute sufficient revenue to support the services they receive from the City and are in fact subsidized by other sound development.
- * what other uses are feasible and sound in relation to surrounding uses, the street pattern, the lot layout. Ultimately, studies of land costs related to alternate uses of land must be made.

All highway frontage is in private ownership. Much of it is unproductive, and many of the owners have approached the City for

assistance and ideas. Both the City and the owners have an interest in putting this land into sound and productive use; the objectives and the solution should be worked out jointly.

A case study, exploring the reuse potential of a section of Pico Boulevard, is presented in Appendix B of this report.

LAND USE: INDUSTRIAL AREAS

THE MASTER PLAN PROPOSES AN INCREASE IN LAND FOR INDUSTRIAL USE.

The growth of manufacturing in Santa Monica is measurable in the number of firms, value of new construction, manufacturing employment. Santa Monica's industrial strength is largely dependent upon the fortunes of the transportation and electronics industries, whose capacity for growth and technological advances have been spectacular. In general, the City's industrial base is sound and promising. The Master Plan seeks to maintain, encourage, and strengthen this base.

The area . . . bounded by Broadway - Colorado, Lincoln and the Olympic Freeway.

Defining the area . . . the bases of determination were the present concentration of industrial land uses and the directional trends of recent movement and development of manufacturing uses. The Freeway makes a logical south limit to the area; following its alignment, the proposed industrial district includes an area now in residential use (east of Stewart Street and south of Exposition Boulevard), for a small island of homes surrounded by industry and Freeway would be an invitation to blight.

Size of the area . . . the area proposed is approximately 539 net acres, 10.2% of the City (including industrial parking, railroad right-of-way, and airport) as compared to the 13.1% zoned and 7.7% in comparable industrial uses now. Industrial growth prospects and the City's overall development indicate an area of this size.

Form of the area . . . the Plan proposes a compact, unified industrial district developed about a rail line core and bounded by a Freeway. This compact form lends itself to efficient transportation, utilities, and servicing, and presents minimum problems of buffering since it is bounded by important thoroughfares.

INDUSTRY IN SANTA MONICA¹ . . . has been growing in importance, becoming concentrated in the transportation and electronics fields and attracting a multitude of related service industries. Prospects for industrial growth in Santa Monica are bright and a number of firms have recently established plants in the City. Other firms, however, have had to move out because of insufficient space for expansion. Certain obstacles must be overcome if the City's industrial potential is to be realized:

Industrial land is in short supply . . . for new firms, for expansion, for parking. This shortage cannot be measured in acres. The land use inventory shows considerable land zoned but not used for industry. Why this discrepancy? Because only a fraction of this non-industrially used land is vacant, and most of that is in scattered, small holdings. The rest is used for houses, stores, trailer parks, etc., mixed with industrial uses -- creating an unpleasant and unhealthy environment for those who live there, and compounding the difficulties and costs of assembling usable industrial sites.

The present street pattern is inefficient . . . Many streets are very short, terminating at the railroad tracks, and the construction of the Freeway will block additional streets. Already 36.1% of M-1 zoned land and 11.4% of the M-2 zoned land (excluding the airport) is in streets and alleys.

Governmental assistance will be essential to assemble substantial industrial parcels for building, expansion and parking, and to redesign the street system where necessary.

Tools are available. The California Community Redevelopment Act permits industrial redevelopment. Certain areas may qualify for federal assistance. Some kind of cooperative effort by private and public agencies together might be worked out. When conditions warrant, and when the community recognizes the need, the choice of tools can be made -- or new ones devised to bring the industrial areas into more productive use.

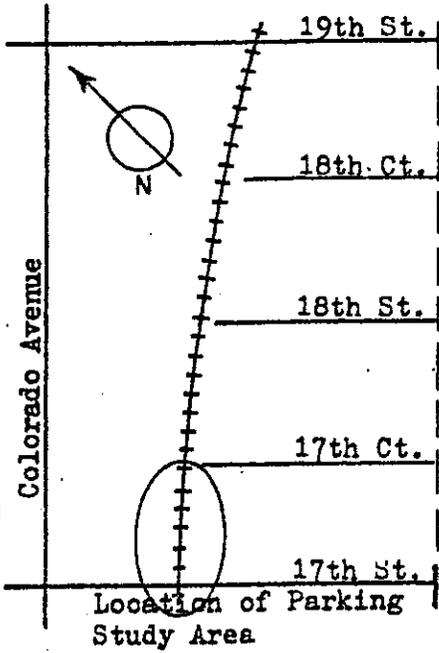
THE MASTER PLAN PROPOSES OFF-STREET PARKING . . .

The railroad right-of-way is wide enough for one lane of diagonal and one lane of parallel parking on each side of the tracks. The portions of the right-of-way which lend themselves to this function are designated on the Master Plan. The possibilities of this scheme should be explored in detail with the railroad management. (See Plate B)

Existing concentrations of parking may be expanded or new sites developed in areas adjacent to the railroad.

The critical deficiencies in industrial parking are obvious and are being perpetuated by the inadequate off-street parking requirements of the present Zoning Ordinance. The Ordinance will be reviewed and proposals will be made to incorporate realistic and effective parking and loading requirements

PARKING STUDY



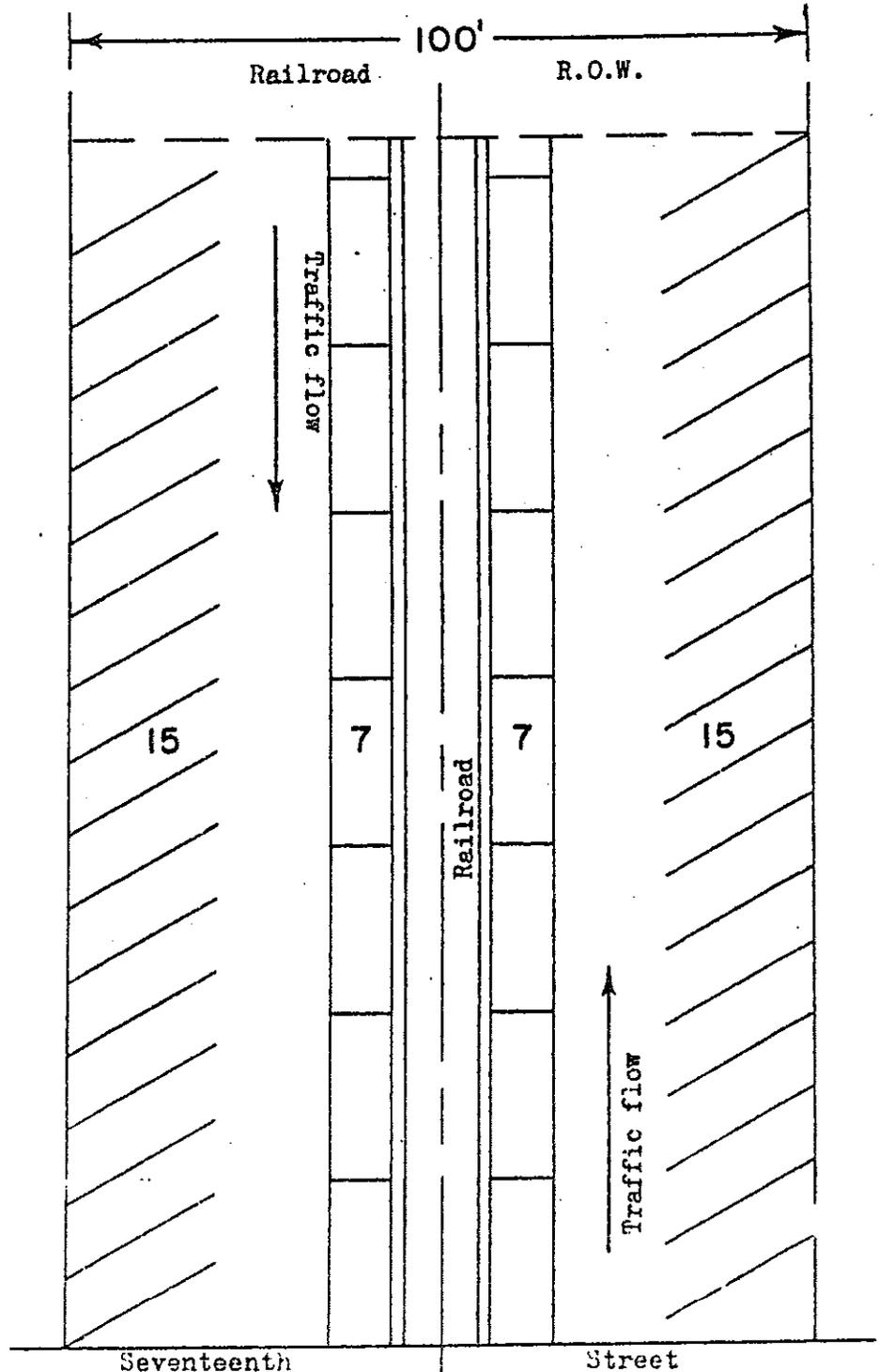
7, 15 - number of parking spaces

Railroad Right-of-Way 100'

Diagonal Parking Bays 10' x 22.5'

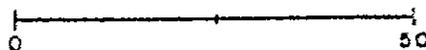
Parallel Parking Bays 8' x 23'

Driveways 15'



39 d.

SCALE: 1" = 25'



for future development. The Parking Authority is now studying the need for and possible location of industrial parking sites as an approach to the solution of the present deficiencies.

THE MASTER PLAN PROPOSES A CITY PARK . . . using as a nucleus Memorial Park and the Garfield School site (when the school is relocated). The proposed park will be easily accessible to much of the industrial area, offering a change of environment for employees' lunchtime relaxation and variety of recreation opportunities after work as part of industry's program. This open, green space will be an asset to the industrial community providing a stabilizing influence on property values and encouraging redevelopment in the immediate area.

THE MASTER PLAN SUGGESTS STANDARDS FOR INDUSTRIAL DEVELOPMENT as part of its responsibility to indicate "the most desirable utilization of land."

The objective of these standards of site development is to encourage industrial utilization of the type deemed desirable by the community. The new developments in the Olympic-Cloverfield vicinity should be an incentive to other firms to establish plants of comparable caliber, if this "informal" incentive is bolstered by an effective zoning ordinance.

Physical separation . . . Front yard setbacks should be generous throughout the industrial area. Where industrial plants face or side on residential areas, these yard areas should be landscaped and maintained; in many cases parking in a portion of this area would be reasonable. Some method of buffering should always be required where industry abuts residential areas - a wall may be adequate in some cases, but in most instances a wide buffer of space should border the industrial district and protect nearby homes.

Automotive traffic . . . Adequate vehicular access on streets designed and constructed for industrial use should be required. Off-street parking areas should be provided for employees, sales personnel and trucks. On-site loading areas should also be provided.

Signs and overall site development . . . Signs should be permitted but should be limited to identifying the firm or advertising only materials produced on the premises, especially in areas abutting residential districts. Signs should be

moderate in size, without blinkers or other features distracting or annoying to persons living or conducting businesses nearby.

Performance standards, regulating noise, glare, vibration, air pollutants, etc., have been developed. These should be studied and adapted to meet the needs of Santa Monica's industrial districts, affording protection to non-industrial neighbors and assuring compatibility of new plants with existing industries.

Provision should be made in the zoning ordinance for the review by the Planning Commission of proposed uses, site plans (in terms of access, provision of city services, and relation to adjoining properties) and proposed signs, to promote the implementation of these standards.

The Master Plan and Zoning in Industrial Areas. The long-range proposal of the Master Plan is, eventually, to have the industrial area bounded on the south by its logical limit, the Olympic Freeway (wherever it is finally defined by the State). People living in the residential area which now exists between the present industrial district and the future Freeway should be assured that industrial expansion will be orderly, causing minimum disturbance and minimum depreciation of property values.

This can be done by incorporating protective devices in the zoning ordinance to apply to industries locating near existing residential areas. In this respect zoning is truly a tool of the Master Plan; residential areas can be gradually rezoned for industry -- at the same time giving full protection to the remaining residential uses by regulating industrial noise and controlling truck and auto traffic and parking.

RECREATION AND CONSERVATION

Recreation in Santa Monica today is a picture of excellent programming of inadequate facilities.¹ The deficiencies are acute and will become more serious as population increases and residential development intensifies . . .

There are two sides to the coin of intensive residential development. One is the well-known difficulty and cost of acquiring and clearing land for open use in a built-up city with little or no vacant land. The other, which concerns the public welfare, is the increased need for open green space for recreation and refreshment when people are living close together in a busy city.

The Master Plan recognizes both the need for recreational facilities and the difficulties of securing them, and -- in keeping with its long-term responsibilities -- suggests a third "side" of the coin: provision of adequate public facilities and services is the best insurance of property values and neighborhood stability. Thus, the values and strength of the whole community can be increased while taking some land off the tax rolls. The Master Plan proposals and standards endeavor to balance these and the many other factors in recreation planning in Santa Monica.

Because Santa Monica has at its westerly frontage a beach area of great recreational significance, it is sometimes stated that the City has solved its problems of recreation services to its people. This is far from true. The beaches are a regional recreational facility and, as such, they provide but a limited part of the balanced recreational program deemed essential by experts in the field. The planning program does not minimize or ignore the immense value of the beaches; it merely places them in proper perspective. They are an important and precious asset . . . but they constitute only a partial answer to the daily recreational needs of the men, women, and children who live in the home neighborhoods of the City.

The statement of principles and standards in the 1956 Guide to Planning Recreation Parks in California,² has been adopted

Intensive programming by the Recreation Department will undoubtedly be necessary.

In applying the standards, existing facilities were incorporated in the system whenever possible. Several are proposed for relocation, however, because of the impossibility of expansion and/or poor location.³ All existing facilities should be retained until sites for relocation are acquired and ready for service.

THE MASTER PLAN PROPOSES 2 COMMUNITY RECREATION PARKS . . .
Integrated with the existing junior high schools, serving several neighborhoods with a wide range of recreational opportunities, planned primarily for young people and adults. Community parks also serve as a neighborhood recreation center for the families in the immediate neighborhood.

Standards are charted on page 48. A 20-acre site is proposed for each of the community parks, provided the junior high schools will be expanded to the 35 acre sites recommended under "Schools", page 51.

Rigid application of the standard of one community park for each 25,000 people would require four community parks to serve the population at ultimate development. Modifying these standards once again in light of Santa Monica realities, including the tight land situation, the great need, the two junior high schools, -- the Master Plan proposes an adequate solution which is also flexible.

Community parks are proposed to be integrated with each of the two junior high schools, taking advantage of their excellent location and realizing the benefits and space economy of coordinated facilities.

It is proposed that the additional demand be met through facilities in the city-wide park and through possible future use of the high school facilities. Again, intensive programming is essential.

THE MASTER PLAN PROPOSES A CITY-WIDE PARK . . . geographically centered in the City, forming a green bridge through the industrial area and linking more closely the northern and southern parts of town,

by the Recreation Department and formed the basis for the standards recommended in this report.

The Master Plan proposes a comprehensive, integrated park and recreation system, with facilities at neighborhood, community, city-wide and regional levels.

THE MASTER PLAN PROPOSES 21 NEIGHBORHOOD RECREATION CENTERS
... serving families in the immediate vicinity, these parks are the anchor of the recreation system. To avoid duplication and to create a true neighborhood center, they should adjoin elementary schools whenever possible. The proposals include:

- 5 adjoining existing elementary schools
- 6 adjoining proposed elementary schools
- 2 as part of Community Recreation Centers
- 1 existing park, expanded (Marine Street Park)
- 7 separate facilities

This is the minimum neighborhood park system that will adequately serve the people.

Had basic standards been applied without modification, many more parks would be proposed. The objective was to keep land requirements as moderate as possible, at the same time maintaining a desirable standard of recreation services.

Standards for neighborhood recreation centers are summarized in the chart on page 48, showing recommended acreages, service radius, and area population, and suggesting general orientation and typical facilities.

These standards are only a general guide to location and development of neighborhood parks, not a rigid formula. Recreational needs and preferences, age distribution and other social characteristics, land use and housing types vary from neighborhood to neighborhood. Detailed knowledge of these is needed for precise planning and programming for recreation.

Modifications have been made in service population and distance standards to meet density and land conditions in the City.

The effect of these modifications will be to increase the load on each neighborhood facility. A continuation of

supplementing the community parks and providing a variety of recreational opportunities both active and quiet to be enjoyed by all the people of Santa Monica.

The purpose of the park is many fold . . . It can offer:

- * recreational opportunities not available elsewhere in the City -- special facilities such as a sports center, teenage center, museum, outdoor theatre.
- * facilities supplementing the community parks -- playfields and picnic areas, for example.
- * recreation of all kinds for the employees of nearby industries.

Space standards vary widely according to the community, its needs and abilities. The Master Plan proposes this park at 30 to 50 acres to provide a variety of facilities and to constitute an effective "bridge" unifying the City.

The location of the park is ideal for service to the whole community with direct access to all parts via important thoroughfares. The development of a large, open green area here will enhance and stabilize the values of the surrounding residential and industrial areas.

The nucleus of the park already exists -- Memorial Park's 10.5 acres, with the possible addition of Garfield School's 3.3 acre site when the school is relocated. This substantial core in public ownership brings this park within the realm of accomplishment in the reasonably near future.

BEACH PLANNING

THE MASTER PLAN PROPOSES THAT THE BEACHES CONTINUE TO SERVE AS A REGIONAL RECREATIONAL RESOURCE FOR THE PEOPLE OF SANTA MONICA AND THE ENTIRE LOS ANGELES AREA. The Master Plan shows the following features:

"Coast Freeway" and scenic shoreline drive, with access to the beaches and to the parking areas. The Freeway is now in its earliest talk-and-study stages by State and local agencies.

Harbor Improvements, adopted by the City as part of the Master Plan of Public Works, with small craft harbor and related facilities and parking.

Commercial amusement development on the beach at Ocean Park, as approved by the City Council of Santa Monica.

The Master Plan proposes that this development be separated from the surrounding residential areas by a wide, landscaped buffer. This broad green band can be used for quiet recreation of various types. Standards should be required to protect nearby residents from noise, vibration, glare, obnoxious odors and conflicting traffic.

Other features in the City's adopted Master Plan for Beaches which are incorporated in this Master Plan include: parking bays at convenient locations along the beach; promenade decks; and beach service facilities with dressing and shower rooms, playlots for small children, snack bars, all grouped in a pleasant landscaped environment closely related to the parking bays.

Access from the City of Santa Monica to the beaches is one of the most critical elements in precise beach planning. It is recommended that this problem be studied by the City and by State agencies as plans for the "Coast Freeway" take form, so that the freeway will not bar the City from its beach.

THE MASTER PLAN RECOMMENDS PLAYLOTS . . . small areas for the "imaginative, creative, and sometimes vigorous play of preschool children. It supplements the home by providing experiences not possible at home and is especially important in crowded residential sections . . ."

Standards. A quarter-acre -- two city lots -- is sufficient to provide open play area, play sculpture or other simple apparatus, shrubs and trees, and a shelter with benches for mothers.

To be effective, playlots should be in close proximity to homes, within easy walking distance. Playlots in neighborhood recreation centers serve homes in the immediate vicinity, but many more are needed, especially in high and medium density areas.

Location of playlots depends upon precise factors such as where vacant lots are available, where the need is greatest, how the playlot is to be acquired, developed, and supervised (by parents, other volunteers, or the City). The Master Plan, being general, does not indicate locations but emphasizes the present and future need for playlots and the feasibility of providing them.

STANDARDS FOR NEIGHBORHOOD AND COMMUNITY RECREATION

FACILITIES: CHART #2

Type of facility	Acreage	Orientation of Facility	Service Radius	Area Pop.	Possible Facilities and Activities
NEIGHBORHOOD RECREATION CENTER adjoining elem. school**	6	All ages, but especially elem. age children; family groups; pre-school and elders	Low density 3/8 mile	3300 - 5400	Neighborhood center building* (or use of school multi-purpose room) Play lot and mothers' area Play area for elementary schoolage children*
separate facility.	16		Medium density 1/4 mile	5000	Paved area for court games* Turfed and field area for field sports*
COMMUNITY RECREATION PARK adjoining secondary school**	20	All ages, but especially teenagers and adults	High density 1/8 - 1/4 mile	2100 - 8500	Small swimming pool Family picnic and barbecue area Park-like area for free play and quiet area Building space, turfed and paved area for senior citizens Nature and science hobby area; garden plots Landscaping throughout Off-street parking*
separate facility.	32			Groups of neighborhoods, or at least one per 25,000 persons	All Neighborhood Recreation Centers* facilities, expanded and adapted Community center building, with arts and crafts rooms*, teenage lounge; senior citizens' area Regulation swimming pool* or swim-park Concrete slab for skating and dancing Family and group picnic - barbecue Area for special events Natural area attractive for day camping, nature study.

* When a recreation facility is developed in conjunction with a school, some or all of the facilities starred may be provided by the schools, and need not be duplicated in the park-recreation area.

** The California Civic Center Act, in designating each school site as a center for community activities, provides the legislative basis for this joint program.

PUBLIC FACILITIES : SCHOOLS
LIBRARIES
CIVIC CENTER
POLICE
FIRE STATIONS

Reference is made to the research report Public Facilities (February 1957) for a review and analysis of existing facilities and a complete discussion of standards. That report and the meetings and correspondence which preceded and followed it were the basis for the public facilities proposals and recommendations in the Master Plan.

SCHOOLS

The Master Plan, being "comprehensive" in scope, sets forth a coherent relationship of uses of land and public facilities serving the people. Schools are an essential public facility, an important land use, and therefore an integral part of the Plan. (See "Schools" Section of the Public Facilities Report).

The direct responsibility for schools rests, of course, with the Board of Education. The general planning process can assist the Board in its function of determining school needs, location, and size by:

- * preparing a long-range plan of land use guiding future development and establishing the land use relationships, which will enable the Board and various agencies to plan, program, and provide optimum facilities for residents;
- * properly relating school sites to population, based on proposed residential densities, changing land uses, and traffic-ways;
- * proposing integrated school-park facilities wherever possible.

Standards for site area and students-per-school are indicated on page 53. Proposed acreages are in line with these widely accepted standards. The difficulties of land acquisition in the City are

well known, but since all of the schools proposed will serve a very large number of children, the adjustment to Santa Monica's special conditions is in school population.

Standards for school location can be stated only as general criteria. Elementary school children should not have to walk more than one-half mile to school and should not have to cross rail lines, heavy traffic routes, or business and industrial districts. Junior high students should not have to walk more than a mile to school. Both junior and senior high schools should be easily accessible by public transit.

Attendance areas should be delimited by physical barriers or separations as well as by travel distance considerations.

In applying the standards, it was considered desirable to retain existing sites whenever possible. Therefore, variations will be found in service radii and school population.

School population at ultimate land development is the basic element in long-range school facility planning. The estimates in Chart 3, page 53, were based upon the Master Plan residential land use proposals, as described on page 16.

The assumptions of school population as a percentage of total population were based upon 1950 Census data, 1956 community survey findings, present school enrollment, data for comparable Los Angeles areas, and anticipated trends. The percentage of children attending parochial and private schools is unknown, but is assumed not to alter the number of public schools required, any more than it would in other communities.

The City was divided into quadrants for facilities planning purposes. The separators are: the industrial corridor east-west, 14th Street and Lincoln Boulevard north-south.

These long-term estimates were developed and utilized only as a general basis for relating future population to the probable ultimate need for school sites. They are supplementary to rather than a substitute for the detailed work of the School District, both being essential in schoolroom planning.

THE MASTER PLAN PROPOSES 12 ELEMENTARY SCHOOLS . . .

- 6 existing sites, expanded
- 1 existing site owned by the District, now leased

for recreation purposes, expanded
5 new sites.

Roosevelt, Madison, Edison, Grant and Franklin Schools are proposed to be enlarged to approximately 10 acres. Will Rogers School is proposed to be further expanded -- up to 20 acres -- so that the site will be able to serve as a double facility when the need develops. Los Amigos Park, owned by the School District and leased to the City, is proposed as an elementary school; its location is favorable for service and its site can be expanded without seriously disrupting the street pattern.

Every effort was made to integrate existing schools into the Plan. Some, however, could not be utilized, for reasons of poor location, impossibility of expansion, topography, proximity to incompatible land uses, and other factors. The long term advantages of good location, adequate site area, efficient service, and an integrated school system more than outweigh the short term losses involved.

THE MASTER PLAN PROPOSES 2 JUNIOR HIGH SCHOOLS . . . the two existing sites, expanded.

The decision on the exact number of junior high schools to be proposed was a difficult one. The estimated future junior high school population would warrant three to four schools in terms of both the State service population standards and the School District's "optimum operational maximum".¹

As always, the decision had to be made in the context of the intensive development and high land costs which characterize the City. The two existing junior high schools are excellently situated in their present service areas; a third one would inevitably "unbalance" the present two, making attendance areas very inefficient.

In order to realize the advantages of the excellent central locations of the two existing schools, it is proposed that each be expanded to a site area of 35 acres in order to accommodate the extra-large enrollment anticipated at each. With an adequate site, facilities can be adapted to meet changing needs. In time, it may prove advisable to make one or both a double facility. Through careful programming, great benefits will be realized from combining many facilities, such as sports fields and equipment, auditorium, and special classrooms and facilities.

THE MASTER PLAN PROPOSES ONE HIGH SCHOOL . . . on the existing site, expanded.

The problem here resembles the junior high situation -- Santa Monica High School is well located to serve the entire City, and although anticipated school enrollment would support a second high school at a desirable standard, it would be a herculean task to acquire a second 40-acre site in the City.

Therefore, the Master Plan proposes enlargement of the present site to an area of 40 to 60 acres to accommodate the anticipated demand. The good location and expansion potential are strong credits of the existing site. If the School District administrative offices on the 4th Street side of the high school could be relocated, that land could be added to the school. A planned and designed site of the recommended minimum area -- bounded by Lincoln, Pico, 4th, and the Olympic Freeway -- could provide students with an educational experience of a quality comparable to a smaller school, with the advantages of combined facilities.

SANTA MONICA JUNIOR COLLEGE . . . serves many Bay area communities including West Los Angeles, Westwood, Beverly Hills, Culver City, Westchester, Venice, and Playa del Rey, as well as Santa Monica. At present the campus is in two parts, but the school administration plans to integrate the Technical School with the main campus in the future.

The College has an acute parking problem. According to a 1956 count, about 56% of the daytime students drive a car to school. The campus can accommodate 558 of these 1400 automobiles. The rest are parked all day and evenings on residential streets in the vicinity, causing annoyance and danger to neighborhood residents.

Enrollment -- and the concomitant parking demand -- will undoubtedly increase rapidly in coming years as area population increases, as interest in education is further stimulated, as the freeway system develops, facilitating access to Santa Monica from distant points in the College's service area. The demand has other dimensions -- the large and increasing evening education program, and growing use of the City swimming pool located on the Campus.

Applying the present cars-to-students ratio to the enrollment anticipated in 1962 (4300 students), at least 2400 daytime

SCHOOLS: POPULATION, PROPOSALS, STANDARDS, CHART 3

Quadrant (Population at ultimate development)	Elementary Schools		Junior High Schools		High School	
	Grades K-6	Ages 5-11	Grades 7-9	Ages 12-14	Grades 10-12	Ages 15-17
	% of total population in age gr.	Number* Schools proposed	% of total population in age gr.	Number* Schools proposed	% of total population in age gr.	Number* Schools proposed
Northeast (25,000)	6.2-8.4	1,800	2.6-4.7	900		
Northwest (29,000)	4.5-8.5	1,900	2.5-3.7	900		
NORTH (54,000)					2.6-5.0	2,000
Southeast (32,000)	7.4-11.2	2,900	3.1-5.0	1,300		
Southwest (23,000)	4.5-8.5	1,500	2.8-5.3	1,000		
SOUTH (55,000)					2.7-4.9	2,000
TOTAL CITY (109,000)	6.8-10.3	8,000	2.8-4.6	4,100	2.7-4.5	3,900
Level		Students ** per School	Recommended Acreage			
Elementary (K-6)		600-800	10			
Junior High Schools		1300	25-35	(to permit double facility when need develops)		
Senior High School		3000	40-60	" " "		

* The high and low percent in the range were applied and an average taken for this figure.

** See Public Facilities Report, "Schools", pp. 31 to 40 for derivation of these standards.

No allowance was made for children now residing in areas shown on the Master Plan as non-residential: the population presently in these areas will continue to be served by existing schools.

students' automobiles will have to be parked by that date, as well as evening students' and pool users' cars.

The Master Plan proposes using highway frontage areas near the College for parking . . . as a partial answer to the demand.

LIBRARIES

THE MASTER PLAN PROPOSES A MAIN LIBRARY IN THE IMMEDIATE VICINITY OF THE EXISTING FACILITY . . . and recommends that a new building be constructed which is adequate in size to meet future needs. The locational advantages of the present site are recognized in the Plan proposals:

- * It is geographically central and easily accessible by automobile and public transportation.
- * It is closely related to the central business district -- the maximum concentration of people and vehicles. Library trips can conveniently be combined with other errands.
- * It is a "conspicuous" location -- people should be visually conscious of their library and its services.
- * It will contribute to and encourage physical improvement and beautification of the area.

Space needs for future library service must be specified by the Library Board and Staff. General space standards apply, however. The main library site area should be adequate for the development of a facility with sufficient floor space for all functions and for future expansion, with loading areas, off-street parking for patrons and employees, and space for landscape treatment of the site and interior patios.

An attractive, sheltered outdoor reading space should be provided at all main and branch libraries to encourage the use of the facility by youth and elders as a center of culture and passive recreation.

THE MASTER PLAN PROPOSES THREE BRANCH LIBRARIES . . .

Fairview Branch: a modern existing facility.

Montana Branch: a permanent facility should be located in the general area of the present temporary one, as part of the neighborhood shopping center;

Ocean Park Branch: a new branch should be developed in the general area of 3rd-4th Streets and Ocean Park Boulevard, integrated with the proposed shopping facilities and related to the proposed elementary schools in the area.

Many of the main library location factors apply to branches as well. The facility should be central to the service area and accessible by foot, automobile, and public transit. It should be convenient to gathering places -- integrated with a shopping center. Site area and floor space are determined by the extent of service, but there should be adequate space for the building and its expansion, outdoor reading area, off-street parking for patrons and staff, and landscape treatment.

C I V I C C E N T E R

The Civic Center, administrative headquarters for many governmental and civic functions, is a symbol of the City and its people.

The present Civic Center location gives Santa Monica the opportunity to create a real "heart of town" -- relating the Civic Center to the central business district, hotels, proposed Transportation Terminal, and planned Civic Auditorium.

The Master Plan recognizes the great locational assets and civic interest in the present site and recommends enlarging it, extending the area west to the Scenic Drive. The Plan anticipates future development which can realize the site's potentialities and urges the creation of an integrated, unified, and aesthetically pleasing center of civic activities.

The nucleus of a fine administrative center already exists --

City Hall, housing the major administrative functions of local government,

County Courts Building,

Civic Auditorium, for which plans have been prepared and land acquired,

Off-street parking areas,

Landscaping and open space.

The area proposed for the Civic Center is not exclusively reserved for buildings and uses public in nature. The area should be given first consideration by all public agencies as the preferred location for all public buildings and activities. All public and private uses within the designated area should be subject to architectural review to assure and maintain the type of development, the physical setting and amenities, appropriate to the Center. A fine example of private development which is an asset to the area and the City is Rand Corporation; it is hoped that similar developments will locate in or about the area exercising the same voluntary effort at architectural control.

The Master Plan proposes preparation of a precise plan for Civic Center development. Studies should be undertaken at once to determine which public agencies should be situated in the Civic Center area, the present and future space needs of each office, relationships among departments and agencies, and off-street parking needs. An overall plan can then be developed, locating and relating the buildings and indicating open spaces, landscape treatment, circulation, etc. And, most important, a staging plan -- a program of priorities and financial ways and means -- should be developed.

A functionally integrated, architecturally unified Civic Center will facilitate governmental operation and will promote a civic identity and pride.

P O L I C E F A C I L I T I E S

THE MASTER PLAN DESIGNATES THE LOCATION OF THE POLICE STATION AS PART OF THE CIVIC CENTER AREA.

The recommended location of Police facilities in the Civic Center area recognizes the excellent advantages associated with the present site. Operation of the Department dictates the important locational factors: access to major city streets, to the downtown district, and to areas of police incidence,

and especially significant -- proximity of the police station to the Courts.

The Master Plan cannot indicate the extent of necessary police facilities, but it does recommend an expansion of existing facilities related to the population of the city to enable the Department to fulfill its function. A doubling of space is required at the present time and further expansion will be necessary as the City reaches its ultimate population.

Space needed to house and maintain operational equipment could be developed in the area of the Transportation Terminal.

FIRE STATIONS

THE MASTER PLAN PROPOSES:

Fire Stations Nos. 1, 2, and 5 be retained in their present locations.

Fire Station No. 3 be relocated to the City's corporation yard, anticipating future industrial growth and an intensification of multiple residential uses in the west-central section.

Fire Station No. 4 be replaced with a new modern facility in the area of the existing station.

The recommendations are based upon National Board of Fire Underwriters standards, present facilities and fire services, and the long range plans of the Fire Department.

S T R E E T S A N D H I G H W A Y S

T R A N S P O R T A T I O N A N D T R A N S I T

The Master Plan considers many of the existing modes of transportation and related terminal facilities which reflect the integral relationship between transportation and land use. The planned development of a comprehensive transportation system for the movement of persons and goods with maximum efficiency and minimum danger and delay is one of the principal objectives of the Master Plan.

The Master Plan proposals for Streets and Highways include:

Freeways	Traffic Collectors
Shoreline Scenic Drive	One-way Streets
Major Thoroughfares	Truck Routes
Secondary Thoroughfares	

The Master Plan of Streets and Highways Development for the City of Santa Monica has been in effect since officially adopted in 1950, and was subsequently revised in February 1953. The existing plan has been reviewed and the basic routes have been incorporated into the proposals of the comprehensive Master Plan.

The Master Plan proposals for Transportation and Transit include:

Parking Areas	Railroad
Transportation Terminal	Airport
Public Transit	Heliport

Standards. The increased number, size, and speed of automobiles requires ever wider traffic lanes, ever broader streets, and larger parkway strips, sidewalks and front yard setbacks to protect pedestrians and residents from traffic dangers and unpleasantness. The problem of widening streets to modern cross-section standards in a built-up city means, of course, enormous expense for acquisition of land and construction of roadway. Sometimes there are drastic effects on frontage properties, as parkway, sidewalk, and front yard are cut back to the barest, often inadequate minimum. These are some of the painful penalties of past lack of advance planning.

Recognizing these facts in Santa Monica, the Master Plan does not propose uniform cross-section standards, but acknowledges

that each street, and sometimes each portion of the street, must be considered and planned with detailed knowledge of its conditions.

As part of the Master Plan of Public Works, adopted by the City, the Department of Public Works has prepared detailed studies and proposed cross-section improvements for Santa Monica streets. The Master Plan studies have analyzed these standards and find that they represent a realistic approach to solving local traffic problems; therefore the Master Plan accepts these officially adopted proposals.

It is recommended, however, that additional detailed study be given to determining the best overall cross-section of the individual routes which comprise the Plan and, as conditions warrant, the standards be improved to meet traffic and safety requirements.

THE MASTER PLAN PROPOSES FREEWAYS . . . designed to serve relatively long distance traffic. Access is limited to important thoroughfares with no crossings at grade. Freeways do not serve abutting property but are buffered from it.

Olympic Freeway . . . This Freeway follows the alignment adopted by the State Highway Commission, extends westward across the City and intersects the proposed future "Coast Freeway". The present adopted route terminates at Lincoln Boulevard, but the Master Plan shows the proposed connection.

A system of Interchanges and grade separations, integrated into the overall transportation and land use plans, is proposed. Decisions as to actual location and type of Interchanges and grade separations will be determined in negotiations between the State and the City of Santa Monica. The Master Plan suggests the following:

Interchanges . . . "Coast Freeway"
4th Street
Lincoln Boulevard
14th Street
Cloverfield-26th Street
Centinela Avenue-Pico Boulevard

grade separations. Ocean Avenue
Main Street
11th Street
17th Street
20th Street
Stewart Street

"Coast Freeway" . . . This route will be needed in the future as urbanization is completed in the areas north and northwest of the City, as regional beach facilities grow in importance and the Marina develops, as regional and Interstate coastal traffic increases. The need for this extension of the freeway network is recognized by both local and State agencies and is now in the talk-and-study stage. The "Coast Freeway" will supplement the San Diego Freeway now under construction.

Where should the freeway go? A number of alternative routes through the City have been suggested:

- * parallel to Lincoln Boulevard,
- * atop the palisades bluff west of Ocean Avenue,
- * at the base of the bluff along Palisades Beach Road,
- * a combination of above routes.

After careful study and discussion . . .

THE MASTER PLAN PROPOSES THE "COAST FREEWAY" ALONG THE BASE OF THE PALISADES BLUFF NORTH OF THE OLYMPIC FREEWAY, AND PARALLEL TO LINCOLN BOULEVARD SOUTH OF THE OLYMPIC FREEWAY.

The chief concern of the City government is to avoid adverse affects upon the community. The proposed alignment appears likely to cause minimum disturbance of City life, its land use pattern and traffic movement, for it follows a natural physical barrier (the palisades) and a major thoroughfare (Lincoln Boulevard). Residential areas remain intact.

Alignment along the base of the bluff will permit development of structures to stabilize the bluff, preserving Palisades Park and protecting the coastal trafficway and seaward areas. It also may permit development of a multi-story freeway to carry greater traffic volumes, at the same time using these structures to buttress the bluff area without visual or physical obstruction. This alignment, with its views of sea, beach, and mountains, would be a welcome scenic interlude in the metropolitan freeway network.

The alignment along Lincoln, if depressed, will not bisect the area visually, nor will it physically disturb the community. Depressing the route protects surrounding properties from much of the noise, vibration, and glare normally associated with freeways.

The proposed route avoids the extreme costs and physical difficulties of locating along the southerly beach frontage through the Ocean Park area. High water level and shifting sands create engineering obstacles which eliminate the possibility of depressing the freeway in this district; elevated construction would also present problems and could physically separate the beaches from abutting residential areas. Preservation of this southern beach front will greatly enhance the redevelopment potential of the area.

The Master Plan suggests the following:

Interchanges . . . West Channel Road
Olympic Freeway at Lincoln Boulevard
Pico Boulevard
Rose Avenue

grade separations .Ocean Park Boulevard
Ashland Avenue
in the area north of Olympic Boulevard as
determined by beach development and necessary
access.

THE MASTER PLAN PROPOSES A SHORELINE SCENIC DRIVE . . . along the entire shoreline, giving direct access to parking areas, recreation centers, beaches, and all points of interest. The scenic drive is proposed as a divided roadway designed to provide continuous traffic flow along the drive and into and out of parking areas. It would have positive ties to the "Coast Freeway" and to major and secondary highways serving the beach areas.

The Master Plan proposes:

MAJOR THOROUGHFARES . . . those most important City and inter-city routes, connecting Santa Monica with the surrounding areas, enabling it to serve its central commercial, industrial, and recreational functions.

North-South

Ocean Avenue
Lincoln Boulevard
26th-Cloverfield-23rd

East-West

Wilshire Boulevard
Olympic Boulevard
Pico Boulevard

SECONDARY THOROUGHFARES . . . chiefly serving locally destined traffic, tying together the parts of the City and connecting it to nearby areas.

North-South

4th Street
14th Street
Centinela Avenue

East-West

San Vicente Boulevard
Montana Avenue
Colorado Avenue
Ocean Park Boulevard
Ashland Avenue
Rose Avenue

TRAFFIC COLLECTORS . . . local streets adequate in width and capacity and of proper alignment to feed local traffic into the traffic carriers of the street system.

17th Street
20th Street

ONE-WAY STREETS . . . simplifying and organizing traffic movement for greater capacity volumes, flexibility and safety.

2nd)
3rd) between Montana and Colorado
5th)
6th)

Santa Monica) from Ocean Avenue to east city limits
Broadway)

Conversion of 2nd, 3rd, 5th and 6th to one-way streets will greatly relieve the congestion in the central business district, facilitating turns and improving access to parking areas, reducing delay and annoyance to shoppers.

Pairing Santa Monica and Broadway as one-way streets will ease both short and long-distance movement on those streets without the necessity of widening them. Flexibility and safety would be increased, since both left and right turns could be permitted at all intersections without cross-turning movements to disrupt the main flow of traffic.

The Master Plan proposes:

TRUCK ROUTES . . . designating a system of thoroughfares for truck use so that heavy traffic can be confined to streets

capable of handling it, and the dangers, noise, and vibration of heavy traffic can be eliminated from residential streets and directed to streets where it will least disturb bordering land uses.

Olympic Freeway -- full length
Olympic Boulevard -- full length
Colorado Avenue -- full length
Santa Monica Boulevard -- full length
Broadway -- full length
Lincoln Boulevard -- north to Santa Monica Boulevard

The truck route system provides access to and circulation through those areas which utilize truck service, and provides direct connections with freeways and major and secondary thoroughfares.

THE MASTER PLAN PROPOSES PARKING AREAS . . . serving the Central Business District and Industrial areas.

The Master Plan proposes general areas for parking related to the central business district and to the industrial areas. Within the areas, there are already some concentrations of parking lots (private, commercial, public); these are incorporated in the Plan where possible and form the basis for the further recommendations for parking. The Plan also proposes utilization of the railroad right-of-way for industrial parking. (See "Industrial Areas", page 39). The Plan does not concern itself with how these lots shall be provided, only with assuring sufficient and properly located parking for major traffic generating areas.

THE MASTER PLAN PROPOSES A TRANSPORTATION TERMINAL . . . serving all modes of transportation related to major access routes and close to the center of the City, the civic center and future auditorium, the central business district, the hotels. The Terminal can provide:

- * bus facilities for local, regional, and inter-state service;
- * a heliport deck with commuting service to other parts of the metropolitan area and to the airports . . . and postal service;
- * taxi loading areas;
- * parking for terminal patrons and employees.

There is no passenger rail service to Santa Monica at this time. However, the single rail line which now extends into the terminal area could be retained if the need for this type of service arises. If the present right-of-way could ever be used for a "monorail" mass transit interurban system, its Santa Monica terminal could be provided in the Transportation Terminal area.

The Terminal area is also suitable for certain non-administrative functions of government -- storage and maintenance buildings, for instance -- which should be close to but need not be within the Civic Center.

PUBLIC TRANSIT . . . is currently provided residents by the Santa Monica Municipal Bus Lines, Los Angeles Metropolitan Coaches and Interstate carriers.

Thirteen City Bus Lines provide service within one-quarter mile of all homes in Santa Monica, with direct connections to all points in the metropolitan area.

City Bus Lines extend to areas surrounding the City which contribute great numbers of shoppers to the central business district, Venice, Westwood, Pacific Palisades, Culver City, and others.

There is no passenger terminal; but garages are located on the site of the future Civic Auditorium. It is proposed that all passenger and vehicle terminal facilities be located in the proposed Transportation Terminal area.

Metropolitan Coach Lines run between the City and downtown Los Angeles. Interstate carriers operate out of a passenger terminal on 5th Street south of Santa Monica. It is proposed that both Metropolitan and Interstate facilities be eventually relocated at the Transportation Terminal.

RAILROADS . . . now provide only limited freight service to industrial uses in Santa Monica, and are discussed in the "Industrial Areas" section of this report.

Although several important streets cross the track at grade, train movement is light and is so timed that street traffic is rarely delayed or endangered.

SANTA MONICA MUNICIPAL AIRPORT

The Master Plan Incorporates the Municipal Airport Development Plan adopted by the Planning Commission in February 1956. Future development anticipates a multi-story administration building with a helicopter deck and additional parking.

The airport is classified as a Type 4 sub-terminal facility and is used for aviation related to Douglas, Lear, and other companies; for business and executive use, demand charter service, and recreational flying. Also, air service is available between the Airport and Santa Catalina Island.

Helicopter service is presently confined to cargo transport, but limited passenger service may be initiated in the future. The proposed Transportation Terminal includes a heliport, which would permit easy connection from the Airport to central Santa Monica.

Air service to all national and international points is available at nearby Los Angeles International Airport.

A HELIPORT IN SANTA MONICA

The Master Plan proposes the development of a heliport at the Transportation Terminal, directly related to the central business district and civic center, close to hotels, and coordinated with all other transportation facilities.

The growing use of the helicopter -- its flexibility for passenger, mail, cargo, and many other services -- points up the need for helicopter access direct to downtown Santa Monica from other airports and heliports in the metropolitan area.

The flight pattern over the industrial district, following the railroad line, would minimize noise, vibration, and dangers to the residential areas of the City.

URBAN RENEWAL AND REDEVELOPMENT

Urban renewal is a total program for bettering the physical conditions of the cities of America. In his message to Congress -- which later became the basis for the Housing Act of 1954 -- the President put it this way:

"In order to clear our slums and blighted areas and to improve our communities, we must eliminate the causes of slums and blight. This is essentially a problem for our cities. However, Federal assistance is justified for communities which face up to the problem of neighborhood decay and undertake long-range programs directed to its prevention. The main elements of such programs should include --

"First. Prevention of the spread of blight into good areas of the community through strict enforcement of housing and neighborhood standards and strict occupancy controls;"

THIS IS CONSERVATION

"Second. Rehabilitation of salvable areas, turning them into sound, healthy neighborhoods by replanning, removing congestion, providing parks and playgrounds, reorganizing streets and traffic, and by facilitating physical rehabilitation of deteriorated structures;"

THIS IS REHABILITATION

"Third. Clearance and development of non-salvable slums."

THIS IS REDEVELOPMENT

Thus, urban redevelopment is one of the tools to assist local communities in their effort to eliminate those conditions which are detrimental to their future growth and prosperity.

REDEVELOPMENT IS NOT THE TOTAL JOB

Redevelopment in itself is of little significance if it is not coupled with efforts to retard blight and to prevent its occurrence by proper planning. As a matter of fact, any other view would make the costly work of redevelopment a never ending job. There must be a three way attack on the problems created by

obsolescence and blight. These ways must be applied to the different sections of the community where they will do the most good. Each is essential to the future welfare of the city and its people.

PHASE ONE. There must be a Master Plan for the city in which the best use of all land is defined. There must be adequate supporting legislation in the form of effective zoning and subdivision ordinances to assure the community that the provisions of the Master Plan can be effectuated.

PHASE TWO. Existing health and safety laws should be enforced with vigor, to eliminate tendencies toward blight that result from improper city housekeeping. Areas showing tendencies to become blighted should be rehabilitated before it is too late. Improved streets, schools, parks and playgrounds and other community facilities should be provided by the city to assure the return to stability.

PHASE THREE. When blighted conditions are beyond rehabilitation, then total redevelopment is prescribed. This may apply to open areas where land has been poorly subdivided, it may apply to built up areas regardless of whether they are in residential, commercial or industrial use. The amount of federal aid available, however, depends on the type of land proposed for redevelopment. Redevelopment implies more than tearing down delapidated buildings. It calls for the development of more practical street systems, better utility systems, properly located schools, parks and other public facilities.

COMMUNITY REDEVELOPMENT

Legislation enabling cities to participate in community redevelopment has been in effect since 1946, when the California State Legislature enacted the law which recognized the need for correcting the physical conditions in many communities. In 1949 the Federal Government provided, through the Housing Act of 1949, for the assistance to communities participating in the program. Redevelopment Agencies have been appointed in several cities and much progress has been made in the accomplishment of redevelopment projects.

Community redevelopment is not to be confused with public housing. Each of these activities has its own objectives. Redevelopment legislation proposes assistance to private enterprise for the elimination of blighted areas and the transfer of cleared land to private developers for reuse in conformity with the provisions of the Master Plan. The Redevelopment Agency has the

power to use eminent domain proceedings to acquire land and assemble it into large and usable parcels. It may cause land to be cleared of existing structures, both above and below the ground. It may provide for the replacement of these public facilities with better and more adequate ones. The Agency may sell the land to private individuals or groups at a price determined by the re-use value of the land for the purposes established in the Master Plan. If the re-use price is less than the costs to the city, then the Agency may take advantage of Federal financial assistance in writing off the loss. The State Redevelopment Act presents another method for meeting the City's part of redevelopment costs by permitting revenue increments from the new development to be applied to retirement of the City's obligations.

In the planning stages, Federal assistance may be available to the city in the form of loans. These loans may be later charged off as part of the cost of the project.

And the Federal law requires that the "locality must commit itself in its Workable Program to the attainment of essential objectives with respect to the following:

1. Codes and ordinances
2. A comprehensive community plan
3. Neighborhood analyses
4. Administrative organization
5. Financing
6. Housing for displaced families
7. Citizen participation"

THE STATE REDEVELOPMENT ACT DEFINES BLIGHT

Section 33040 It is found and declared that there exists in many communities blighted areas which constitute either social or economic liabilities, or both, requiring redevelopment in the interest of the health, safety and general welfare of the people of such communities and of the state. These blighted areas are characterized by one or more of the conditions set forth in Sections 33041 to 33044, inclusive.

Section 33041 A blighted area is characterized by the existence of buildings and structures, used or intended to be used for living, commercial, industrial or other purposes, or any combination of such uses, which are unfit or unsafe to occupy for such purposes and are conducive to ill health, transmission of disease, infant mortality, juvenile delinquency, and crime because of any one or a combination of the following factors:

- (a) Defective design and character of physical construction
- (b) Faulty interior arrangement and exterior spacing
- (c) High density of population and overcrowding
- (d) Inadequate provision for ventilation, light, sanitation, open spaces, and recreation facilities
- (e) Age, obsolescence, deterioration, dilapidation, mixed character, or shifting of uses.

Section 33042 A blighted area is characterized by:

- (a) An economic dislocation, deterioration, or disuse, resulting from faulty planning
- (b) The subdividing and sale of lots of irregular form and shape and inadequate size for proper usefulness and development
- (c) The laying out of lots in disregard to the contours and other physical characteristics of the ground and surrounding conditions
- (d) The existence of inadequate streets, open spaces and utilities
- (e) The existence of lots or other areas which are subject to being submerged by water.

Section 33043 A blighted area is characterized by a prevalence of depreciated values, impaired investments, and economic maladjustment to such an extent that the capacity to pay taxes is reduced and tax receipts are inadequate for the cost of the public services rendered.

Section 33044 A blighted area is characterized by:

- (a) In some parts of the blighted area, a growing or total lack of proper utilization of areas, resulting in stagnant and unproductive conditions of land potentially useful and valuable for contributing to the public health, safety and welfare.
- (b) In other parts of the blighted area, a loss of population and reduction of proper utilization of the area, resulting in its further deterioration and added costs to the taxpayer for the creation of new public facilities and services elsewhere.

Section 33045 It is further found and declared that:

- (a) The existence of blighted areas characterized by any or all of such conditions constitutes a serious and growing menace which is condemned as injurious and inimical to the public health, safety and welfare of the people of the communities in which they exist and of the people of the State.
- (b) Such blighted areas present difficulties and handicaps which are beyond remedy and control solely by regulatory processes in the exercise of the police power.
- (c) They contribute substantially and increasingly to the problems of, and necessitate excessive and disproportionate expenditures for crime prevention, correction, prosecution and punishment, the treatment of delinquency, the preservation of the public health and safety, and the maintaining of adequate police, fire, and accident protection and other public services and facilities.
- (d) The menace is becoming increasingly direct and substantial in its significance and effect.
- (e) The benefits which will result from the remedying of such conditions and the redevelopment of blighted areas will accrue to all the inhabitants and property owners of the communities in which they exist.

Section 33046 It is further found and declared that:

- (a) Such conditions of blight tend to further obsolescence, deterioration, and disuse because of the lack of incentive to the individual land owner and his inability to improve, modernize, or rehabilitate his property while conditions of the neighboring property remains unchanged.
- (b) As a consequence the process of deterioration of a blighted area frequently cannot be halted or corrected except by redeveloping the entire area, or a substantial portion of it.

- (c) Such conditions of blight are chiefly found in areas subdivided into small parcels, held in divided and scattered ownerships, frequently under defective titles, and in many such instances the private assembly of the land in blighted areas for redevelopment is so difficult and costly that it is uneconomic and as a practical matter impossible for owners to undertake because of the lack of the legal power and excessive costs.
- (d) The remedying of such conditions may require the public acquisition at fair prices of adequate areas, the clearance of the areas through demolition of existing obsolete, inadequate, unsafe, and insanitary buildings, and the redevelopment of the areas suffering from such conditions under proper supervision, with appropriate planning, and continuing land use and construction policies.

Section 33047 For these reasons it is declared to be the policy of the State:

- (a) To protect and promote the sound development and redevelopment of blighted areas and the general welfare of the inhabitants of the communities in which they exist by remedying such injurious conditions through the employment of all appropriate means.
- (b) That whenever redevelopment of blighted areas cannot be accomplished by private enterprise alone, without public participation and assistance in the acquisition of land, in planning and in the financing of land assembly, in the work of clearance, and in the making of improvements necessary therefor, it is in the public interest to employ the power of eminent domain, to advance and expend public funds for these purposes and to provide a means by which blighted areas may be redeveloped or rehabilitated.
- (c) That the redevelopment of blighted areas and the provision for appropriate continuing land use and construction policies in them constitute public uses and purposes for which public money may be advanced or expended and private property acquired, and are governmental functions of state concern in the interest of health, safety, and welfare of the people of the state and of the communities in which the areas exist.
- (d) That the necessity in the public interest for the provisions of this part is declared to be a matter of legislative determination.

PLANNING AND REDEVELOPMENT

In both the State and the Federal legislation there was great emphasis on the need for planning, both comprehensive and in detail, before engaging in redevelopment. To merely rebuild blighted areas without improving the conditions in the city would be unthinkable. To use public funds under such conditions

would certainly subject the community to criticism. It was for this reason that many safeguards were placed in the legislation to assure the people of the community that the planning function would be a responsible partner in the operation.

In the State Redevelopment Act, the following prerequisites are listed:

Section 33450 Before any area is designated for redevelopment, the community authorized to undertake such redevelopment shall comply with the requirements of this article.

Section 33451 The Community shall have a Planning Commission.

Section 33452 The Community shall have a master or general community plan, adopted by the planning commission or the legislative body. The plan shall include all of the following:

- (a) The general location and extent of existing and proposed major thoroughfares, transportation routes, terminals and other major public utilities and facilities.
- (b) A land-use plan which designates the proposed general distribution and general location and extent of the uses of the land for housing, business, industry, recreation, education, public buildings and grounds, and other categories of public and private uses of land.
- (c) A statement of the standards of population density and building intensity recommended for the various districts and the other territorial units, and the estimates of future population growth, in the territory covered by the plan, all correlated with the land-use plan.
- (d) Maps, plans, charts, or other descriptive matter showing the areas in which conditions are found indicating the existence of blighted areas.

URBAN RENEWAL IN SANTA MONICA

The Planning Commission and City Council of Santa Monica have stated their concern about the environment in certain sections of the city. By their action in establishing a Redevelopment Agency, they will indicate their belief that, if blight exists within the City, it should be cleared up before greater damage occurs. The City is now in a position to investigate those areas wherein blight is suspected of existing.

How the renewal is to be done and by whom, has not yet been determined. The use to which the land may be put will be determined by the Master Plan, now completed and ready for public hearings and adoption in the near future.

The studies accompanying the Master Plan attempt to identify the areas where intensive study should be undertaken. They are based on statistics from the 1950 U. S. Census of Housing and indicate the condition of dwellings, percentage of renter-occupied dwelling units and contract monthly rent and persons per room.

Some of the material is from new original research and other from the Master Plan report and the preliminary research. All data will be made available to the Redevelopment Agency to assist it in its work.

In no way do these studies state that any one area or any one block IS OR IS NOT blighted. They merely point out that, by comparison with other areas and other blocks, certain relative conditions are observable. NO ONE OF THE CRITERIA REPORTED ON IS IN ITSELF AN INDICATION OF BLIGHT. The total -- the summary -- of the findings, however, do point to better and sounder areas and to areas less desirable, less stable.

From these studies, areas can be designated for the appropriate action program - conservation, rehabilitation, redevelopment.

APPENDIX A: FORM USED IN ESTIMATING NEIGHBORHOOD

COMMERCIAL NEEDS AT ULTIMATE DEVELOPMENT

Neighborhood Commercial Needs Quadrant _____

	<u>At \$125/sq.ft.</u>	<u>At \$55/sq.ft.</u>
A. Median Income		
B. Number of families		
C. Gross Income (A x B)		
D. Consumption expenditures (82% of C)		
E. Food expenditures (26% of D)		
F. Food expenditures at neighborhood center (70% of E)		
G. Food sales space needed (at \$125 and at \$55 per square foot)		
H. Total food store space (G x 1.33)		
I. Total space all stores (H x 2)		
J. Total commercial land (I x 4 at 3:1 parking)		

Income and expenditures figures and percents are from Community Surveys data. Number of families is from Master Plan proposals.

A range was developed, using \$125 annual gross sales per square foot of sales space, which has been found necessary for super-markets, and \$55 per square foot which is needed for other food outlets and neighborhood stores. (From studies compiled by Kawnoer Company, Berkeley, California.)

The ratios in H, I, and J are from various shopping center studies and a study of existing Santa Monica centers.

This estimating technique is based upon the method used by the San Francisco Department of City Planning in its report Local Shopping Districts in San Francisco, 1952.

APPENDIX B: PICO BOULEVARD STUDY

Pico Boulevard was selected for a closer look at the problems of strip commercial zoning on highways and an examination of the potential for more productive development.

Existing land use along Pico Boulevard is as follows:

Use	Approx. Acres	Percent of Total
Neighborhood shopping centers at Lincoln, 24th, 29th, 33rd	5.5	10%
Other uses: scattered commercial, industrial, residential, mixed (including vacant buildings)	33.5	60%
Vacant land	17.0	30%
TOTAL net commercially zoned land along Pico (excluding streets)	<u>56.0</u>	<u>100%</u>

The Land Use Inventory of 1956 revealed a total of only 41.4 acres of vacant commercially zoned land in the whole City. 41 percent of this total is along one street -- Pico Boulevard -- underlining the obvious unsuitability of this frontage for commerce.

The existing neighborhood centers will undoubtedly expand to meet growing needs, and this will give firm economic support to some additional acres, but -- to give best service and sound investment -- this expansion should be encouraged to concentrate in "centers" rather than string out along the highway.

There still remain several acres of commercially zoned land whose support depends largely upon highway patronage. The instability of highway traffic as an economic base has been amply demonstrated. Pico is subject not only to changes in shopping patterns and merchandising techniques which have promoted shopping centers, but will also feel the impact of the Olympic Freeway both in volume and in changing nature of traffic.

Some of the commercially zoned land on Pico has already been developed or converted to industrial use. On this basis -- and for want of a better solution -- some cities have zoned excess commercially zoned highway frontage for industry. This course may offer some short term opportunities for a few property owners, but it is no solution. On the contrary, the typical pattern of shallow and narrow lots in multiple ownerships does not attract substantial industrial firms. Often the industries that do come in under these conditions are as unstable as their predecessors. The adverse effect on abutting properties is almost impossible to calculate.

Lots 25' by 100' are obsolete for almost any modern use. The City could provide assistance in bringing this land into productive use through renewal activities. In cases where development is blighted, small lots can be assembled into usable parcels.

Each group of lots or block of frontage must be individually studied, alternatives weighed and decisions made in terms of its own conditions -- lot patterns, street pattern, surrounding uses, and other factors affecting the use of land.

The illustrations on the following pages explore the potentialities of one typical block for multiple residential development. It is assumed in this study that the land has been privately or publicly assembled into a single, block-long parcel with enough space for multiple residential units. Other major problems to be solved in achieving desirable living conditions along a highway include access, highway noise, and compatibility with nearby uses.

Vehicular access to multiple residential use fronting on the highway should be via the side streets if possible. Direct access from the highway must, for safety's sake, be prohibited. In the sketched situation, access is via the side streets and rear alley. The alley is made one-way to minimize traffic volume, confusion, and noise. The parking stalls can be under the building if desired.

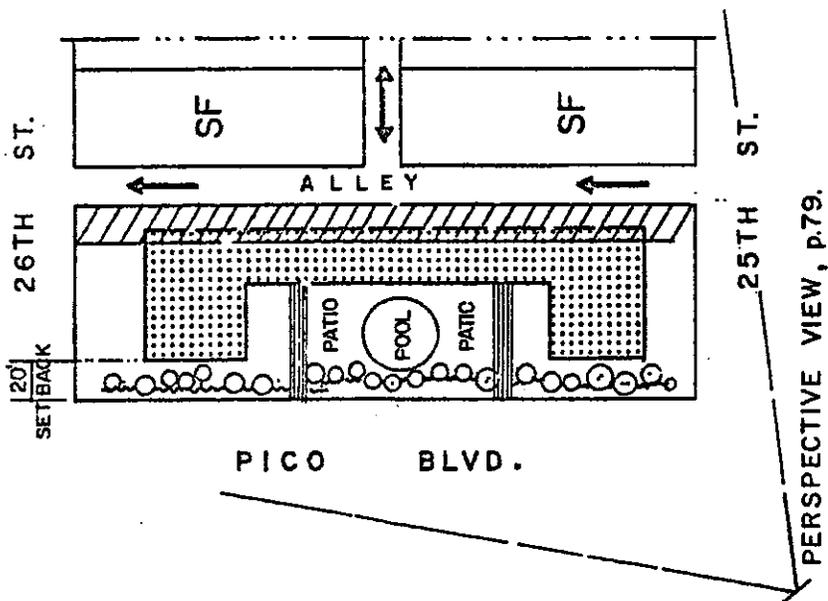
Highway noise should not disturb apartment dwellers if the building is set back and generously landscaped, as indicated. The structure can be designed so that no apartments face the highway.

Compatibility can be assured through adequate off-street parking requirements and controlled traffic movements (residential streets must not be encumbered with all-day curb parkers), and

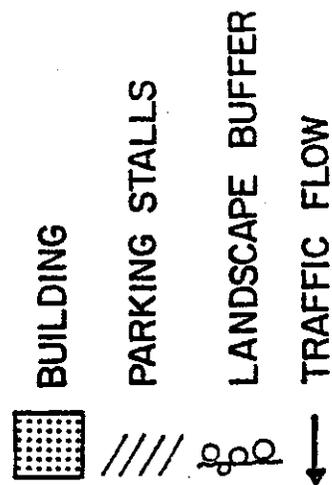
through physical separations -- with walls and/or landscaping along the alley, as suggested in the study.

Another portion of Pico Boulevard frontage, located near City College, is proposed for off-street parking so vitally needed by the College. (See Master Plan Map.) Other frontage areas are suitable for various other uses. Small lots, however, must be assembled into parcels of usable size, adequate to include necessary buffers, setback provisions, and off-street parking.

PICO BOULEVARD STUDY



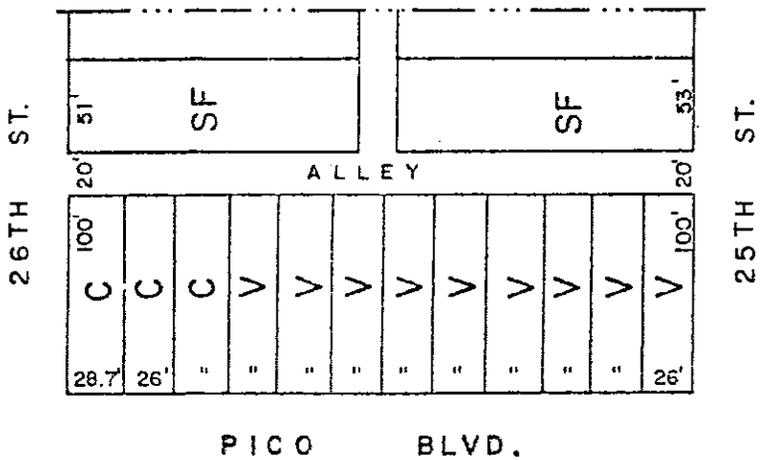
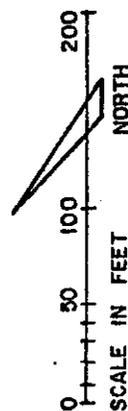
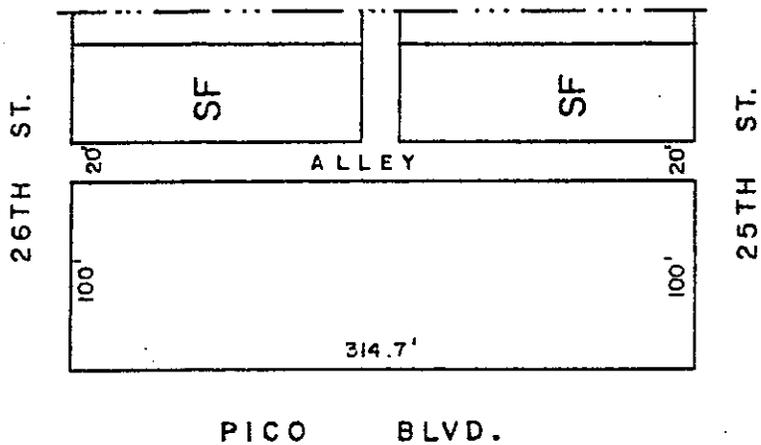
POSSIBLE MULTIPLE
RESIDENTIAL USE

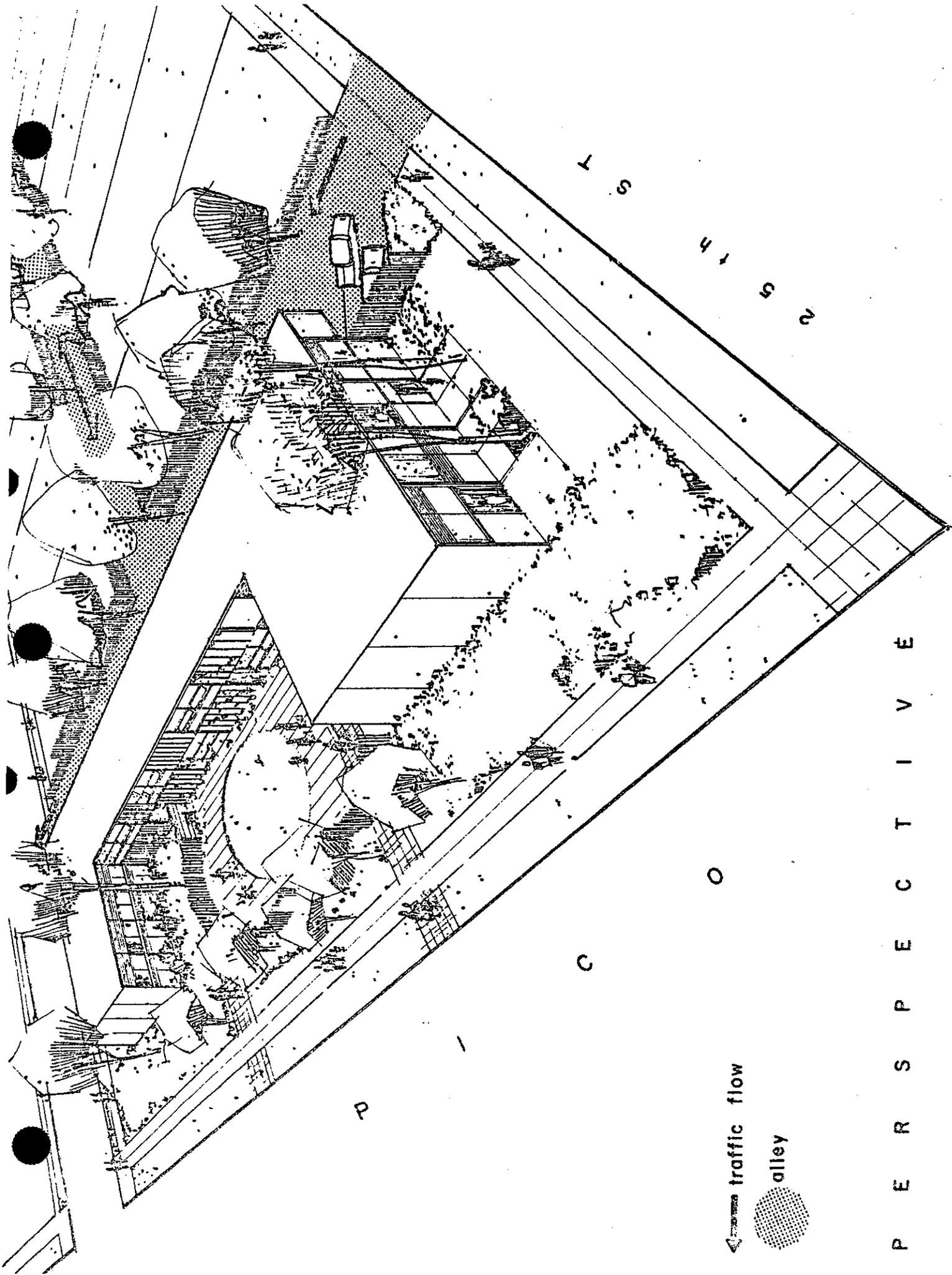


LAND ASSEMBLED INTO
ONE BUILDING SITE

EXISTING LAND USE

- C = COMMERCIAL
- SF = SINGLE FAMILY RESIDENTIAL
- V = VACANT LAND





← traffic flow

● alley

P E R S P E C T I V E

D

C

O

T

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U

S

N

FOOTNOTES

COMMERCIAL AREAS

1. Murphy, R. E., and J. E. Vance, Jr., "Delimiting the CBD," Economic Geography, July 1954, p. 189.
2. Community Surveys, p. 98.
3. Trading Area Survey, p. 6.
4. Community Surveys, p. 98.
5. For method of estimating neighborhood commercial needs, see Appendix A.
6. Community Surveys, p. 104.

INDUSTRIAL AREAS

1. Community Surveys, "Industry of Santa Monica," pp. 48-63.

RECREATION AND CONSERVATION

1. Public Facilities, "Recreation Services," pp. 14-30.
2. Guide for Planning Recreation Parks in California, California Committee on Planning for Recreation, Park Areas and Facilities, Sacramento, 1956.
3. Public Facilities, pp. 16-19. The Report analyzes each existing facility and the implication on it of changing land use.
4. Guide for Planning Recreation Parks in California, p. 23.

PUBLIC FACILITIES

1. Public Facilities, "Schools," p. 37.

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