

APPENDIX C

LOS ANGELES RIVER AND TUJUNGA WASH

CORRIDOR MASTER PLAN

A BLUEPRINT FOR ACTION

OCTOBER 10, 1991

A REPORT TO THE LOS ANGELES COUNTY BOARD OF SUPERVISORS

PREPARED BY

Los Angeles County Department of Public Works

In coordination with

Los Angeles County Department of Parks and Recreation

Los Angeles County Department of Regional Planning

With grateful assistance, input and guidance from

National Park Service-Rivers, Trails and Conservation Assistance Program

U.S. Army Corps of Engineers (Corps)

California State Coastal Conservancy

Friends of the Los Angeles River (FOLAR)

City of Los Angeles' Los Angeles River Task Force

American Institute of Architects - Los Angeles River Task Force

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INTRODUCTION

This report is prepared in response to an order by the Los Angeles County Board of Supervisors on July 30, 1991, Synopsis 62, to identify the scope of work required "to complete an analysis of potential compatible uses for the Los Angeles River, and to develop a proposal to coordinate efforts by all interested public and private parties in the planning, financing and implementation of the restoration efforts".

This effort is being led by the Department of Public Works with assistance from the Departments of Parks and Recreation and Regional Planning, and will provide a direct course of action for synthesizing all existing available reports, studies, and interests to identify the issues, opportunities and constraints, and formulate a Master Plan for the Los Angeles River and Tujunga Wash Corridors. The goal is to develop a Plan that can be implemented with a broad base of support and financing.

PURPOSE OF THE MASTER PLAN

The purpose of the Master Plan will be to provide a plan for the optimization and enhancement of the Los Angeles River and Tujunga Wash Corridors, recognizing that the primary purpose of the River rights of way is to provide flood control. The success of the Master Plan will be judged on its role in enhancing the quality of life, in and adjacent to the Corridors, by providing greater public benefits within the existing right of way and creating an amenity for adjacent land uses to focus on and emulate, while not compromising flood control.

The Master Plan will include, but not be limited to, the following elements:

- a) Resources
- b) Uses
- c) Issues
- d) Goals and Objectives
- e) Recommended Policies and Programs
- f) Potential Projects
- g) Priority Projects
- h) Implementation Plan

SCOPE OF WORK

The Scope of Work consists of the following seven main phases and associated tasks (A detailed discussion of these phases and tasks begins on Page 5):

Introduction: Definitions of Study Area and Restoration Effort

Phase A: Outreach and Document Review

- Task 1: Identify key interested/affected groups and agencies**
- Task 2: Establish contacts with interested and affected parties**
- Task 3: Establish an Advisory Panel**
- Task 4: Collect and review documents**
- Task 5: Identify known tentative projects, proposals and permit applications**
- Task 6: Identify right-of-way ownership along the Los Angeles River and Tujunga Wash Corridors**
- Task 7: Identify uses of all current pending sales and existing and potential leases of right of way**

Phase B: Analysis of Resources, Uses, Issues and Goals

- Task 1: Identify resources**
- Task 2: Identify current uses**
- Task 3: Identify key issues**
- Task 4: Identify goals**
- Task 5: Identify objectives**
- Task 6: Develop evaluation criteria**
- Task 7: Identify all possible financing options and funding sources**

It should be noted that Phases A and B will overlap and, in many cases, be concurrent.

Phase C: Master Plan Formulation

- Task 1: Identify river reaches as distinct geographic, demographic or community zones**
- Task 2: Identify potential compatible uses and projects for each reach**
- Task 3: Solicit public involvement to select potential projects**
- Task 4: Map preferred projects**
- Task 5: Identify and resolve project conflicts**
- Task 6: Repeat above tasks for each reach**

Phase D: Develop Implementation Strategy

- Task 1: Identify priority projects**
- Task 2: Identify funding sources**
- Task 3: Develop implementation timeline**
- Task 4: Identify possible implementing agency(ies)**

Phase E: Environmental Review

Phase F: Master Plan Adoption

Phase G: Master Plan Implementation

DEFINITIONS

"STUDY AREA"

The Master Plan will focus on the approximately 50 miles of the Los Angeles River, from its outlet in Long Beach to its origin at the confluence of Bell and Calabasas Creeks at Owensmouth Avenue, in the San Fernando Valley.

Additionally, the 9 miles of Tujunga Wash from the Los Angeles River to Hansen Dam will be included since this Department is proceeding with an investigation of opportunities along Tujunga Wash, utilizing a grant from the California Department of Water Resources Urban Stream Restoration Program. Additionally, Tujunga Wash provides an excellent north-south link through the San Fernando Valley to the Hansen Dam Recreational Area.

The Master Plan will focus on the River Corridors for both the Los Angeles River and Tujunga Wash, which consists of the flood control rights of way where projects will be identified in the Master Plan, as well as the adjacent lands where suggestions for land use standards or policies may be implemented. In most cases, the adjacent lands are under the jurisdictions of incorporated cities.

To keep the effort focused, two other major tributaries of the Los Angeles River, the Rio Hondo and Arroyo Seco, will not be addressed by this Master Plan at this time; however, linkages will be provided for future Master Planning efforts. An Arroyo Seco Master Plan would link efforts by the City of Pasadena to enhance the Devil's Gate Dam area with the Los Angeles River, and the Rio Hondo links the Whittier Narrows Dam and Recreation Area in the San Gabriel Valley to the Los Angeles River. We recommend these be considered for future Master Plan efforts by the County.

"RESTORATION EFFORT"

For purposes of the Master Plan, the term "restoration effort" will be defined as all activities leading to revitalization and enhancement of the Los Angeles River and Tujunga Wash Corridors. This will be accomplished through enhancement of the Corridor to provide the public with additional open space and environmental, recreational and educational opportunities. Other uses, which may include some form of compatible housing, commercial developments or transportation uses will also be considered. All possibilities will be evaluated against a set of prioritized criteria to be developed at the beginning of the Master Plan process to ensure objectivity. No proposal will be considered feasible if it reduces, or threatens to reduce, the flood control function of the channels.

PHASE A

OUTREACH AND DOCUMENT REVIEW

In developing the Plan, the Department of Public Works will consult and coordinate on a regular basis with the Departments of Parks and Recreation and Regional Planning, as well as appropriate officials of other local government, Federal or State agencies which have jurisdiction or active interests over lands and waters within the Corridors. The County will also consult with interested conservation, business, professional, and citizen organizations to define or clarify issues, goals, objectives and uses. To facilitate this, an advisory panel will be created from the groups, agencies, and entities listed on Appendix A.

Additionally, public meetings will be held within the Corridor to provide other interested persons with the opportunity to provide input with respect to matters to be addressed in the Master Plan. These meetings would be conducted in each community along the River and would be moderated by a representative of the National Park Service-Rivers, Trails and Conservation Assistance Program.

The first phase of the outreach and document review effort is currently underway by the Department of Public Works to lay the foundation for the next phases.

This Phase consists of the following tasks:

1. Identify key interested/affected groups and agencies.

Appendix A lists groups and agencies known to have an interest in, or responsibility for, the Los Angeles River. Parties on this list may include various departments within a government entity, or represent a contact point for a wider base of interest, such as FOLAR or Los Angeles Beautiful, Inc.

2. Establish contacts with interested and affected parties.

This is already underway and will expand as the project progresses. Many of the parties listed in Appendix A provided input and guidance for development of this Scope of Work.

A master mailing list is being developed with assistance from the Corps; additionally, letters will be sent to the City Administrators/Managers of all 13 Cities along the Los Angeles River seeking contacts from their Parks and Recreation and Planning Departments and information on other key groups.

Input from the Cities and community groups will be important to develop ownership of the final product. This effort will be coordinated by the Department of Public Works with assistance from the National park Service-Rivers, Trails and Conservation Assistance Program, and the County Departments of Parks and Recreation and Regional Planning. We will also work closely with the California Coastal Conservancy and the Corps who are conducting concurrent compatible studies.

The California Coastal Conservancy's efforts are focused on identifying a broad range of issues and constraints affecting the Los Angeles River Corridor. Their goal is to identify specific short-term projects, involving public benefit and enhancement of recreation and wildlife habitat, which could be funded by the State, with authorization by the Legislature.

At the same time, the Corps will be working with funds obtained by Congressman Beilenson through HR 2427 to evaluate the demonstration projects proposed by the City of Los Angeles' Los Angeles River Task Force for compatibility with the flood control function of the River. The Corps will additionally investigate opportunities for environmental enhancement, including wetlands, bikeways and transportation. If the Corps can identify favorable environmental enhancement or recreation projects, Federal cost sharing may be available.

3. Establish an Advisory Panel.

An Advisory Panel comprised of members selected from Appendix A, and possibly others, will be created for coordination and input.

4. Collect and review documents.

Agencies, universities, groups, and other interested parties are being contacted by the Department of Public Works through phone calls and letters soliciting reports and studies known to them. Appendix B shows a list of reports, studies, and proposals known to date. A bibliography will be compiled to list and catalog all the reports. The bibliography will include a synopsis of the location or portion of the River focused on, and the type of features examined. Features may include boating, bridges, bicycling, transportation, housing, economics, historical sites, etc.

These reports will be housed in the Planning Division of the Department of Public Works. They will be accessible for review by the public during normal business hours.

5. Identify all known tentative projects and proposals and permit applications.

Appendix C lists tentative projects and proposals for the Los Angeles River and Tujunga Wash known to the County at this time. Additionally, Appendix D lists current Permit Requests and probable future permit applications involving the Los Angeles River rights of way. Appendices C and D will be expanded as more information develops.

6. Identify right-of-way ownership along the Los Angeles River and Tujunga Wash corridors.

7. Identify uses of all current pending sales and existing and potential leases of channel rights of way.

PHASE B

ANALYSIS OF RESOURCES, USES, ISSUES AND GOALS

This phase will identify the resources, uses, issues and goals necessary to develop a Master Plan containing implementable projects.

The following tasks will be completed in this phase.

1. Identify resources (existing and potential) on base maps

Natural - Wildlife

- Water quantity
- Water quality
- Groundwater
- Environmental - botanical/ ecological
- Air quality

Historical - Bridges

- Architecture

Archaeological

Cultural - Traditional uses

- The role of the River in cultural developments

Social - River uses by gangs

- River uses by homeless
- Access
- Separation of communities

Recreational - Bicycling

- Equestrian
- Jogging
- Boating
- Photography
- Parks
- Trail linkages
- Park linkages
- Open space linkages
- River uses by film industry

Educational - Flood Control

- Environmental
- Litter (trash in gutters and catch basins)
- Vehicle safety instruction for law enforcement, fire department, RTD
- Water conservation

Residential
Commercial
Industrial
Transportation
Utilities

2. Identify current uses on base maps

Flood Control
Adjacent Land Uses
 Existing
 General Plan
 Zoning
 Non-conforming
River Flow and Water Right/Water Needs
Water quality
Parks, recreational
Botanical/ecological
Illegal Uses
Property Ownership and Right of Way
Property Management
Official Permitted Uses

3. Identify key issues

Flood Control (inadequate flood capacity)
Right-of-way ownership
Potential uses
Use of the corridor for transportation
Lack of coordinated land use planning
Public safety
Liability
Maintenance
Water quality
Water conservation
Water reclamation
Hazardous wastes

4. Identify goals

Goals will be developed based on what is learned from the identification of resources, uses and issues. Goals have already been developed from the City of Los Angeles' River Task Force and include the following:

- Meet flood control needs within the context of multiple use of the Los Angeles River.
- Restore the River's natural ecosystem, wherever possible.
- Improve quality and maximize use of River water.
- Enhance the inherent beauty of the River and its environs.
- Maximize appropriate public uses and recreation opportunities of the River.

- Enhance public awareness and build support for the Los Angeles River.
- Develop alternative transportation uses.
- Encourage land uses which enhance the environment of the River.
- Develop coordinated governance of the River Corridor.
- Produce and adopt a Master Plan for the River.
- Develop strategies for implementation of the Plan.
- During this task, and through the planning process, additional goals may be developed, which could include:
 - Determine a balance between providing access, flood control, and protecting habitats and implementing mitigation measures for endangered species.
 - Create a continuous network of trails, parks, and open space which will provide recreational opportunities to the diverse groups in the County.
 - Create or enhance wetlands areas.
 - Determine a balance between public access and liability issues.
 - Create an enhanced right-of-way corridor which serves as a catalyst for enhancement of adjacent land uses.
 - Identify other possible uses, including housing, commercial or transportation uses, consistent with other uses and adjacent lands.
 - Protect and enhance historic, cultural, natural and scenic features of the corridor.

5. Identify objectives

Within the confines of flood protection as the primary concern, develop policies and programs for each of the goals.

6. Develop evaluation criteria

Following Phase B, the potential uses identified will be evaluated for their suitability as components of the Master Plan. Suitability will be based on the ability of the proposed project to afford conservation and environmental education benefits, to provide recreation and open space, to serve as linkage between areas, or to provide corridors for alternative modes of transportation, while providing adequate flood protection. The criteria will relate directly to the stated goals and objectives of the Master Plan and may include the following:

- a. Impact on flood control (mandatory)
- b. Creation of open spaces/recreational opportunities
- c. Environmental enhancement/restoration
- d. Creation of open space and/or environmental linkages
- e. Enhancement of social/cultural/historical Conditions
- f. Enhancement of adjacent land uses
- g. Enhancement of transportation networks with compatible alternative transportation modes
- h. Revenue production

7. Identify all possible financing options and funding sources

- Create a matrix to relate funding sources with potential projects.
- Identify funding conflicts or gaps and make proposals to resolve them.

PHASE C

MASTER PLAN FORMULATION

The River Corridors will be divided into broad reaches to break the planning effort into manageable units. In this phase, projects for each area within the Corridor will be identified on a base map. The Department of Parks and Recreation, Public Works, and Regional Planning will coordinate to prepare the Plan. Coordination of the Master Plan with adjacent land uses within the Los Angeles River Corridor will be the responsibility of the Department of Regional Planning. This will be done through meetings with planning staff of each of the 13 Cities affected by the Corridor. The goal will be to identify revitalization projects in the Master Plan that will enhance existing scenic adjacent land uses. These projects should create amenities within the existing rights of way that will serve as a catalyst for possible change in adjacent lands which are deteriorating or have no aesthetic value, such as heavily industrialized areas.

The steps required to complete this Phase include:

1. Identify reaches of distinct geographic, demographic, community, or adjacent land use characteristics within the Los Angeles River and Tujunga Wash Corridors on base maps.
2. Identify potential compatible uses and projects for each reach identified in Task 1.
3. Identify potential involvement and coordinate with local community officials on the identification and selection of potential projects.

This Task will be accomplished through community meetings. Graphics will be prepared in advance of the meetings to provide typical examples of the types of options available.

Coordination with local community officials will include advice and input on local community issues and discussion of the opportunities for rezoning or creating land use standards and practices which will focus towards the River and enhance the Corridor.

4. After each community meeting, the preferred projects will be graphically identified on the base map.
5. Areas containing conflicting uses or adjacent community dissention will be resolved through discussion and, if possible, compromise. The intent is to develop projects that reflect the values and needs of the communities involved.
6. Upon completion of the Master Plan for each reach, Tasks 1 through 5 will be repeated for the next reach until the entire Master Plan is complete.



PHASE D

DEVELOP IMPLEMENTATION STRATEGY

This phase involves the following tasks:

1. Identify priority projects
2. Identify funding sources (from matrix developed in Phase B, Task 7.)
3. Develop an implementation timeline (1-year, 3-year, 5-year, etc.)
4. Identify possible implementing agencies or combination of agencies:

- Los Angeles County Department of Public Works
- Los Angeles County Department of Parks and Recreation
- Los Angeles County Department of Regional Planning
- Cities
- Joint Powers Agreement
- Federal
- Creation of River Authority
- Creation of a River Conservancy

A limited review of possible organizational structures of implementing agencies has been conducted by County Counsel and is summarized in Appendix E.

PHASE E

ENVIRONMENTAL REVIEW

Following development of the implementation strategy and printing of a draft Master Plan document, we will initiate an environmental analysis to determine if an environmental document is needed, and if so, what type.

PHASE F

MASTER PLAN ADOPTION

Upon completion of the draft Master Plan, public meetings will be conducted in each reach to solicit final public support.

Since the Master Plan will include recommendations for adjacent land uses in the Corridors in addition to the specific projects identified within the River right of way, adoption of the Master Plan by each adjacent or affected City will be sought prior to adoption by the County.

Upon approval by all the Cities affected, the Master Plan will be presented to the County Regional Planning Commission and Board of Supervisors for final adoption.

PHASE G

MASTER PLAN IMPLEMENTATION

The Master Plan will be implemented by this Department in coordination with other Federal, State, County, and local agencies based on available funding requirements and phasing recommended in the adopted Master Plan. An implementation monitoring program shall be established to ensure City and County compliance with the Master Plan implementation strategy.

A feedback system will be developed to provide information to determine if any adjustments to the Plan are required during the implementation process.

APPENDIX A

INTERESTED / AFFECTED GROUPS / AGENCIES / ENTITIES

A. GOVERNMENT

- California Coastal Conservancy
- California Department of Fish and Game
- California Department of Transportation (Caltrans)
- California Department of Water Resources
- California Regional Water Quality Control Board
- City of Bell
- City of Burbank
- City of Compton
- City of Cudahy
- City of Glendale
- City of Long Beach
- City of Los Angeles
- City of Lynwood
- City of Maywood
- City of Paramount
- City of South Gate
- City of Vernon
- Federal Highway Administration
- Local Law Enforcement Agencies
- Los Angeles County Department of Public Works
 - Department of Parks and Recreation
 - Department of Regional Planning
 - Arboreta & Botanic Gardens
 - Museum of Natural History
 - Chief Administrative Office
 - County Counsel
 - Mosquito Abatement District

National Park Service
Southern California Association of Governments (SCAG)
U.S. Army Corps of Engineers
U.S. Fish and Wildlife Service
U.S. Forest Service

B. QUASI-GOVERNMENT, UTILITIES AND OTHERS

Air Quality Management District (AQMD)
Alameda Corridor Transportation Authority (ACTA)
City of Los Angeles Department of Water and Power (DWP)
Los Angeles County Transportation Commission (LACTC)
Southern California Edison
Southern Pacific Railroad

C. SCHOOLS/ UNIVERSITIES

California State Polytechnic University Pomona (Cal-Poly Pomona)
California State University, Fullerton
California State University, Long Beach
California State University, Los Angeles
California State University, Northridge
School Districts
Southern California Institute of Architecture
University of California, Los Angeles (UCLA)
University of Southern California (USC)

D. GROUPS AND COMMUNITIES

American Institute of Architects - Los Angeles River Task Force
American Society of Landscape Architects - So. Calif. Charter
Board of Realtors
Building Industry Association
Chambers of Commerce
City of Los Angeles' Los Angeles River Task Force
Community Groups
Friends of the Los Angeles River (FOLAR)
Los Angeles Beautiful, Inc.
Northeast Los Angeles Planning Advisory Committee
Sierra Club, Los Angeles River Task Force

It should be noted that this and all appendices will be expanded as the work progresses, and more information becomes available.

APPENDIX B

EXISTING REPORTS AND STUDIES

A. LOS ANGELES RIVER

TITLE	SOURCE
Property Use Plan	L.A. County Flood Control District
Flood Control Channel Transportation Study	IWA Engineers for LACTC
Water Quality Monitoring Activities - Staff report	LARWQCB California Regional Water Quality Control Board
Ecological Corridors in Urban Southern California	John Lyle, Landscape Architecture Dept. Cal Poly Pomona and Ronald D. Quinn, Department of Biological Sciences, Cal Poly Pomona
Proposed L.A. River Greenbelt Corridor Feasibility Study	City of L.A. Planning Dept.- Recreation and Parks Dept.
LACDA Recreation Review	Peridan Group
The L.A. River: Regional setting, Hydrology and Case Study Proposals	Kemsley, Koenig and Sommer
L.A. River Study: Conceptual Plan for the reintroduction of wildlife and Native Vegetation	Bivens, Condon, Graham, lesser Perry and Thomas
Juan Bautista De Anza National Trail Study: Draft Feasibility Study and Environmental Assessment	National Park Service
The Bradley Locks	Paul R. Atwood
East Tujunga Wash-L.A. River Bikeway Greenway Project	Larry E. Smith Universal City/North Hollywood Chamber of Commerce
Master Plan for the Lower Arroyo Seco/ City of Pasadena	Cal Poly Pomona Dept. of Landscape Architecture
Plan of Bikeways	Department of Regional Planning, County of Los Angeles
Flood Control in the Los Angeles County Drainage Area	LA District, Corps of Engineers, 1939