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# ENVIRONMENTAL CONTROL and LAND USE ELEMENT

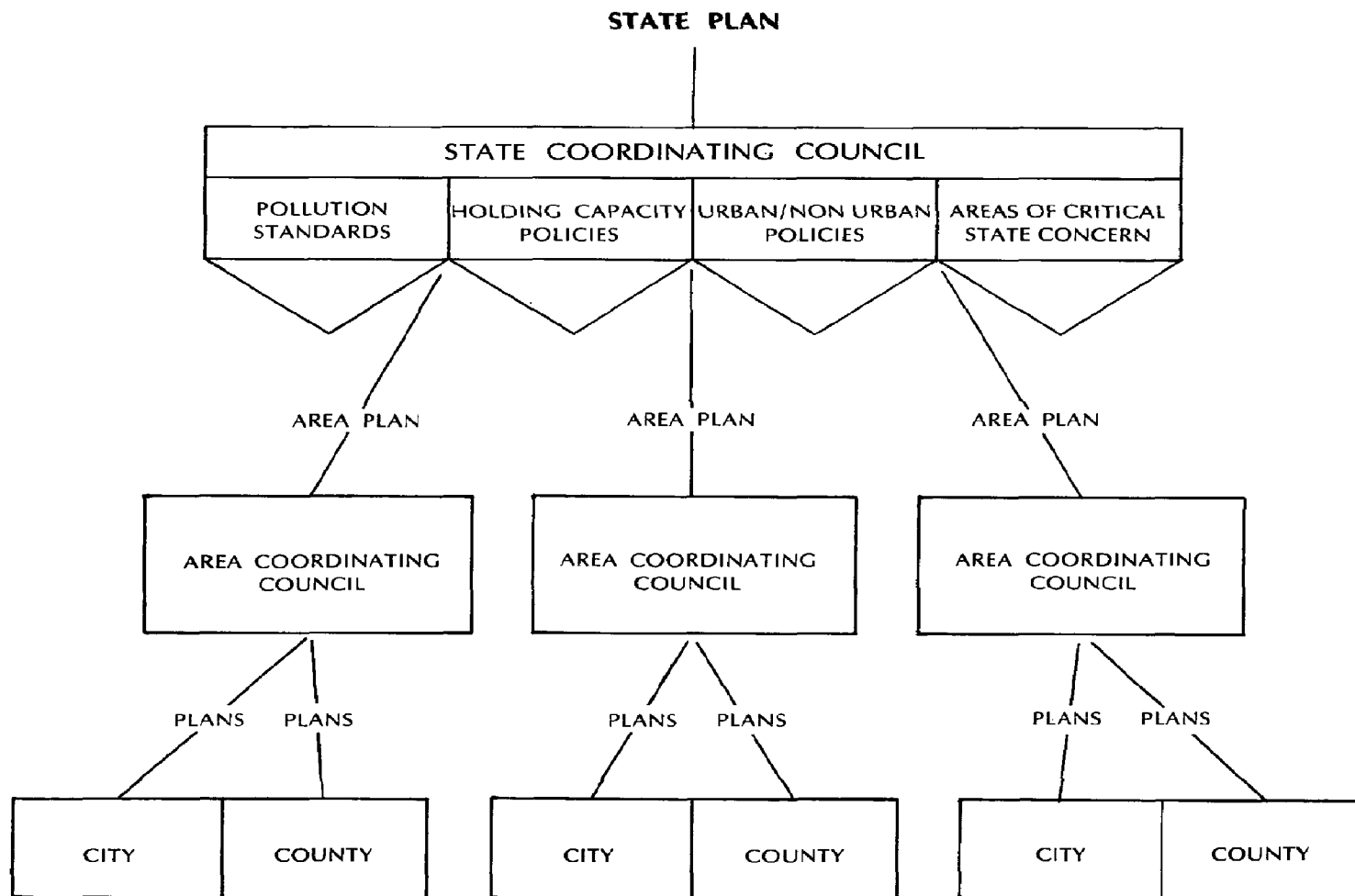
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## ACTION PLAN FOR THE FUTURE OF CALIFORNIA CITIES

Future of Calif. Cities



## INTRODUCTION

The League of California Cities is a non-partisan, non-profit corporation owned, organized and operated by the cities of this state. While membership is voluntary, all 411 California cities are members of the League. The League serves as a clearinghouse for information about cities; it responds to thousands of administrative and legal inquiries; it sponsors conferences and institutes, publishes reports, newsletters and bulletins and represents the cities before the State Legislature. League policy is determined by the Board of Directors and by the General Assembly of delegates at the Annual League Conference.

In 1973, the League celebrated its 75th Diamond Anniversary. Rather than devote the year to looking at past achievements, cities took the opportunity presented by this occasion to undertake a fundamental and comprehensive evaluation of cities and the role cities should play in the next two decades. What will be the governmental needs of an urban population a decade from now? Which of these needs should be served by local government? What form should this local government take? How can local government plan to meet both the physical and social needs of our citizens? What is the

most equitable revenue base to finance local government? These basic questions formed the starting point of a year-long effort on the part of city officials to determine the cities' response and at the same time create policies which would guide cities in the coming years. The policy statement which was a result of the effort is called the Action Plan for the Future of California Cities.

Four basic problem-issue areas were identified to enable city officials to focus their discussions and make concrete recommendations:

- (1) Environmental control and land use authority.
- (2) Social responsibility of cities.
- (3) Public service employee relations.
- (4) An adequate and equitable revenue base.

Each of the 9 Functional Departments and each of the 13 Regional Divisions developed their own method for making recommendations on the four areas of the Plan. Committees and study groups were formed; debates, workshops, and seminars were held. All of the recommendations (over 250 pages) were reviewed at a two-day retreat at Asilomar by city officials representing the League's standing

policy committees. A draft of four Elements of the Action Plan, one for each subject area, was developed. It was then reviewed by all of the League Policy Committees, a special Committee on Government Structure, and by the Board of Directors. The Board formulated five adopting resolutions which together with the specific Action Plan proposals were submitted to every city in the State for the Annual Conference. At the Annual Conference in October, the Action Plan was considered by the approximately 3,300 conference delegates and was adopted by the General Assembly.

The process of developing the Action Plan involved hundreds of city officials. The result of this year-long effort is not only a statement by city officials about what cities should be like and what cities should be doing in the next decade, but also a practical and realistic guide for immediate action at every level of government. It is important to remember that the environmental quality and land use control element is only one of the four elements because the strength of the Action Plan, like the strength of cities, depends upon its ability to address problems in a comprehensive rather than a fragmented fashion.



## THE CHALLENGE

### *environmental quality is a critical state problem*

#### ENVIRONMENT AND LAND USE

The quality of our environment is a critical problem. Air, water and noise pollution, loss of open space and the preservation of unique and important natural resources are crucial issues in many California cities.

Environmental quality problems have increased people's interest in how land is used because many specific environmental problems are land use problems (e.g., coastline protection) and because there is an increasing recognition of the relationship between land use and pollution problems. Thus, a new subdivision, freeway or shopping center attracts more people with more cars and with present technology, may increase air pollution.

Solutions to environmental problems are important because they may have significant effects upon economic development, housing, employment, social services and transportation. The new subdivision which may increase air pollution also creates jobs and provides housing.

#### GROWTH AND LAND USE

THE PAST: While environmental problems have emphasized the impor-

tance of land use, the recent and rapid increase in the growth of the state's population has also contributed to an increased interest in land use regulation. In 1930 the population of California was 5,700,000; in 1970 the population was 19,950,000. Many small communities have doubled and tripled in size and have experienced both the advantages and disadvantages of rapid growth and now wish to exercise more control over future growth.

THE FUTURE: While the rate of growth in coming decades is uncertain, it is clear that growth and development will continue to take place. Even with lower birth rates, it is estimated that California's population will reach 27 million in the next twenty years. Higher incomes allowing more people to own automobiles, travel and purchase larger homes and second homes will result in more people using more land. The issue is not whether there will be development but what form this development will take.

#### THE NEED FOR CHANGE

LOCAL: Presently cities do not have the authority to regulate and control growth on their borders where sprawl and development of poor quality most often occur. They cannot annex territories which politically, socially and

economically should be part of the city. They cannot require new developments to pay the full costs of city services.

AREA: Presently there is no mechanism which can, in a comprehensive fashion, resolve problems which transcend local boundaries but which do not require uniform statewide solutions. Cars and freeways which have enabled people to commute to work over longer distances have also contributed to the loss of open space and increased pollution. These problems and the transportation system which exacerbates them cannot be solved by local government alone and need not be transferred to the state.

STATE: Presently state government has no means of coordinating pollution control regulations with each other and with land use and transportation decisions. No process exists which allows the state to protect lands which are clearly of statewide importance or to encourage the preservation of productive resources.

Finally, there is no means where decisions by local, area and state bodies are integrated into one comprehensive planning system which has the capacity to consider social and economic as well as environmental policies.

## THE RESPONSE

*government is unable to integrate environmental, social and economic policies*

### THE RESPONSE

FEDERAL: To date, government at all levels has responded in piecemeal fashion. Both federal and state governments have passed environmental quality acts which require that the environmental effects of a project be considered by governmental bodies before the project is approved. The Environmental Protection Agency regulations require review of certain land use decisions in order to enforce the Federal Clean Air Act.

STATE: A number of states have passed legislation which increases state participation in certain land use decisions. Florida has established a process to preserve areas of critical state concern. Wisconsin has acted to protect its shorelands, and Vermont has created a state land use plan and established regional districts which grant permits for development of 10 acres or more. In 1973, California voters passed an initiative which established state and regional coastal com-

missions to regulate development along the coast until a state plan for the coast is prepared.

LOCAL: At the local level, many cities are reassessing their long-range goals. Cities are revising their comprehensive plans to accommodate lower growth projections. They are attempting to regulate growth in a more systematic way both geographically and according to time schedules. In addition, they are trying to relate proposals for development to the city's ability to supply needed services.

### ACTION PLAN

Yet none of this legislation enables government at all levels to integrate environmental, social and economic policies. In order to manage change, government must be able to plan comprehensively. The League's Action Plan creates an inter-governmental planning process to manage this change and establishes general policies to guide it.

## STATEWIDE COMPREHENSIVE PLANNING PROCEDURE

### *local planning control within a statewide framework*

An efficient road system is composed of city streets which join highways which are important to an entire county which in turn join freeways which are important to the entire state. Similarly, the successful management of our environment and use of our land requires an integrated and comprehensive planning process involving government at the local, area and state levels. This process does not exist now. For example, the building of a **state** freeway or a **regional** transit system may affect the living patterns of thousands of people and make previously worthless land valuable or previously valuable land worth very little. A **local** community may decide to develop and thereby change the character of an area which citizens of the entire **state** consider unique, important and worthy of preserving.

Presently, it is almost impossible for citizens to be informed about and participate in the number and variety of decisions made by the governmental bodies which influence their lives. By increasing the importance and com-

prehensiveness of the planning process, the Action Plan provides a focal point — the development and adoption of the plan — where citizens can learn about and then influence the basic policies which affect them. A process must be established in which different interests can be heard and which allows state, area and local bodies to plan together and consider the impact of all decisions on people.

This process must reflect the fact that the vast majority of governmental decisions involving land use do not have a significant effect on people outside the boundary of a single local government. State government or area organizations should only be involved when important state or areawide problems exist. If time consuming procedures are created which require action by regional and state agencies on matters of only local significance, then the cost of all development, including housing, could be substantially increased.

The Action Plan establishes this kind of process. The state, with substantial local contributions, would establish a broad planning framework composed of pollution standards, holding capacity policies, areas of state environmental concern, and an urban-rural

delineation. Within this framework, cities and counties will create their own plans. Environmental impact reports would indicate the effect of the plans on the environment. Specific development proposals would be judged on the basis of their consistency to the general Environmental Impact Report while the EIR which accompanies each project would contain only the additional, specific information not found in the general EIR, thus, eliminating unnecessary duplication and cost. These local plans will be sent to area-wide planning councils which will coordinate and resolve inconsistencies among city, county, district and state plans. An area plan will be created which would be based on the local plans and would accommodate area-wide needs. The area councils would transmit their plans to the State Council which would coordinate and resolve inconsistencies among areas. The State Council would then develop a State Resources and Conservation and Development Plan for submission to the Legislature for adoption. The State Plan based on local plans would be continually reviewed. It would reflect the inextricable intertwining between the protection of the environment and broad determinations of land use.

## STATE RESPONSIBILITIES

*create a state policy to establish*

- *pollution standards*
- *areas of critical statewide concern*
- *holding capacity policies*
- *urban and non-urban areas*

### **State Coordinating Council**

**NEED:** In California, policies affecting the environment and land use are established by, in addition to the Legislature and Governor, the Water Quality Control Board, the Air Resources Board, the Solid Waste Management Board and the Transportation Board. There is little policy coordination among the state's environmentally oriented regulatory programs. One body should exist which can coordinate and establish a basic policy framework.

**COMPOSITION:** To do this, the Action Plan establishes a State Coordinating Council. The Council should have a broad-based membership reflecting California's diversity because its decisions will affect social and economic as well as environmental and land use policies. Experts in air pollution are not necessarily experts in balancing social against environmental needs.

The Council should be chaired by the Governor. Directors of relevant state agencies would also sit on the Council to insure that the Council is responsive to the Administration which is directly elected by all the people. City and county officials from Area Coordinating Councils will sit on the Council as elected officials represent-

ing the level of government which will implement many of the Council's decisions, both at the local and area level, the level of government which has the most experience in land use planning and the level of government which is closest to the people who are affected by the Council's decisions.

The Council would also be composed of members of the public appointed by the Legislature. This would give the Legislature a voice in the Council's proceedings and allow broad segments of the public to be represented. Finally, heads of the single-purpose pollution control agencies would be members. This would give the Council expertise in this area and enable it to coordinate the programs of the pollution control agencies so that they are directed at meeting state standards.

In order to support this policy-making body, a cabinet level director of state planning, responsible directly to the Council, would be created. The Council should have adequate staff and funding to accomplish its responsibilities.

### **Functions: Establishing a State Policy Framework**

1. **Pollution Standards.** Pollution does not respect political boundaries.



**Problem** Air which has been polluted in Los Angeles is breathed by people in Riverside and Palm Springs many miles away. Water which is polluted at the source of a river cannot be used by people at its mouth. Thus, pollution standards must be set by a body whose authority, like the pollution it seeks to control, extends beyond local political boundaries.

The State Council would protect the natural environment by establishing comprehensive pollution standards which would guide land use decisions. Certain air and water standards are already established by the federal government. The State Council would have a direct voice in the establishment of state standards and in the creation of regulations and plans implementing the standards.

**2. Holding Capacity.** Attempts to enhance the quality of our environment by establishing pollution standards, rationally regulating growth or providing open space are only effective if they are related to the numbers of people who are expected to live in an area. A large population increase might mean that a new sewage treatment plant was necessary in order to meet water

quality standards. More open space would be needed.

The Council, based on local and areawide desires and needs, would develop appropriate comprehensive area holding capacity policies for water quality, air pollution, solid waste and energy. These policies would more specifically relate the water quality, air, solid waste and energy standards to the capacity of large areas to accommodate a given number of people without exceeding environmental standards.

**3. Areas of Critical Statewide Concern.** Some areas of the state are important to everyone in California because the areas are fragile or unique or because of their aesthetic quality. The Legislature in creating the Bay Conservation and Development Commission and the people in passing the Coastal Zone Conservation Act in 1973 designated the San Francisco Bay and the coastal zone as areas whose protection and development were of statewide interest.

The State Council would identify and preserve non-urban areas of critical statewide concern. Principles would be established which would govern development and other activities within the

designated areas and local government would then implement and enforce these principles.

**4. Urban-Rural Designation.** There is a need to contain development within urban areas. The utilization of existing undeveloped lands and the reutilization of lands previously developed within existing city boundaries and within their sphere of influence is a preferable alternative to the development of additional lands beyond present boundaries. Sprawl and leapfrog development which occurs because less expensive land far from urban areas and urban services is prematurely developed should be discouraged.

The Council would develop a statewide policy indicating in the broadest terms which portions of the state should be urban and which are non-urban, or which areas should be developed and which should remain undeveloped.

In addition to directing growth, this policy would help preserve areas such as agricultural and forest lands which would not be designated areas of critical statewide concern for the indefinite future but which because of their value as a resource should not be lost to poorly planned development.

## LOCAL RESPONSIBILITIES

*cities must be given the tools to control the development of urban communities*

### Land Use Control in Urban Areas

Various proposals have suggested that the solution to present harmful land use practices is to shift regulatory responsibility to a different level of government, either regional or state. Shifting responsibility to a different level of government or creating a new level only changes the institution which must attempt to find solutions to the underlying problems which continue to exist.

If the identity and uniqueness of communities are to be maintained and if citizens of those communities are to continue to be able to determine that identity, local government must be given the authority to control the development of their communities. They cannot be expected to cope with ur-

ban sprawl and the lack of open space and to provide needed services unless they have the authority and tools to do so. More local control not less is needed if urban communities are to solve problems which are local.

### Authority to Regulate Land Within Spheres of Influence

If planning in our urban communities is to be effective and if the inhabitants of these communities are to be able to exercise control over the future of their communities, then the planning regulations must include all those who constitute the urban community.

Presently much development occurs just outside of a city's boundaries and therefore beyond its authority to regulate. To avoid city restrictions and to find land at lower prices, developers often develop land in isolated locations in the urban fringe beyond the areas of most logical development. Once in existence, this development determines the kinds of uses which will be made of surrounding land, thus, depriving the city of the opportunity to plan not only the development but the entire area. Schools and roads are often inadequate to serve the increased population and other services, such as water and sewer can be abnormally

expensive because the development is far from existing facilities.

Development outside the city may affect the value and use of a piece of property which is near or adjacent to it but which is within the city. In addition, inhabitants of urban unincorporated areas often use city parks, libraries and streets and receive police and fire protection without paying the full costs of these services. All of this results in the very character and size of an urban community being determined by forces beyond the control of the city around which the urban community forms and without which it could not take place.

The Action Plan gives to the citizens of the urban community the tools to plan and influence their future. All urban areas of the state should be either within the boundaries of a city or placed under a city's sphere of influence. A sphere of influence is a plan for the probable ultimate physical boundaries and service area of a local government. A city's authority and responsibility for comprehensive planning and regulation within the spheres of influence should be significantly increased. Thus, because cities will exercise authority over both developed and developing land, citizens of a city will be able to

## AREA RESPONSIBILITIES

### *environmental problems transcend local government boundaries*

City councils, no matter how dedicated, do not have the ability to give their citizens clean air, clean water, open space, decent public transportation or a place to dispose of solid waste because these problems transcend local government boundaries. To date the solution to areawide problems has been the creation of regional single-purpose bodies. We have single-purpose regional districts providing water, transportation, air pollution control, water quality control, parks, control of bay fill, health planning and regional planning. We have regional planning and regulation. We need coordinated areawide planning.

The Action Plan proposes that Area Coordinating Councils be created to assume these areawide responsibilities. Its authority and jurisdiction would be limited to only those problems which cannot be solved at the local level.

- Area Coordinating Councils are needed because certain problems, such as pollution control, and needs, such as transportation, are so large that local governments acting individually cannot solve them.
- They are needed to coordinate the activities of existing single-purpose agencies such as air pollution control districts.
- Area Coordinating Councils are needed to provide a forum where local officials can represent their constituents during the resolution of areawide problems such as the placement of a transportation corridor.
- Finally, Area Coordinating Councils are needed because social and economic conditions are also areawide. An institution is needed where the relationships between transportation and unemployment, between land use

and housing and between land use, transportation and clean air can be discussed.

#### COMPOSITION OF THE COUNCIL:

The governing body of the Area Coordinating Council should consist primarily of city and county elected officials. It should represent at least 50% of the cities representing at least 50% of the municipal population in the area and 50% of the counties.

Local officials are elected and accountable to the people. They have expertise in the problems the Area Coordinating Council will be considering, and they, better than anyone else, are aware of which problems they cannot solve as local officials. In addition, any possible resolution of areawide problems will depend upon the cooperation of local governments and local officials to build the support needed to achieve inter-governmental cooperation. Unlike members of a council composed entirely of directly elected officials, local government officials will not appear as alien representatives of some new layer of government. Finally, local officials by participating in areawide deliberations will become more responsive to areawide problems.



city should have the authority to withdraw that territory from the service area of special districts. If a city is to be able to regulate the rate and direction of development, it must have the ability to control the delivery of urban services.

**ACROSS COUNTY BOUNDARIES:** In addition to the authority to annex within its sphere of influence, cities should have the authority to annex across county boundaries with the approval of the LAFCOs in each county. Urban growth does not respect county boundaries. Growth which is generated by business in a city often occurs on the periphery of the city and expands from it. This growth is linked politically, socially and economically to the city, yet if it crosses county boundaries, it cannot become part of the city. The city should be able to control all development on its borders.

#### **Authority to Regulate All Public Development**

While local government has authority to control private development, it has almost no voice in public development by federal and state agencies and special districts. This public development often determines the basic land use patterns to which local government must adopt its serv-

ices. The entire inter-governmental planning process depends upon the ability of cities to plan and regulate land use and urban development within the city and its sphere of influence. Just as these communities need to be able to plan and regulate the land contiguous to their boundaries if the plan is to reflect reality, so must the ability to plan and regulate extend to county and state owned lands within their borders. Thus, cities should be able to plan for and regulate all new development both public and private. Regulation would be consistent with the local plan which would reflect as a result of the planning process both area and statewide needs.

#### **Authority to Acquire Open Space by Condemnation**

However we use our land in the future, it is certain that open space will become both more rare and valuable. If we distribute growth more efficiently and preserve land on urban borders, the need for open space within the urban areas will increase as the population becomes more concentrated. So that we may be certain this needed open space will be available, cities should have the authority to acquire open space by condemnation. This

authority would be enabling and would be exercised by the city council.

#### **Authority to Require Dedication of Public Facility Sites**

Rapid growth has often prevented cities from continuing to provide an adequate level of public services. Citizens in many communities have cast a wary eye on proposals for new development unless certain that increased growth would not overload existing public services. The citizens of San Jose have passed an initiative which prohibits zoning for new development unless it is demonstrated that school facilities will not become overcrowded. To ensure that school, fire, police and other public facilities are adequate to serve the demands imposed by new growth and to make certain that new development is paying a fair share of the cost of these facilities and increased services such as water, garbage, and sewage, cities should have the authority to require developers to dedicate all public facility sites necessary to serve the development.

In addition, cities should have expanded authority to impose taxes or fees on developments, including a real estate transfer tax and a construction tax, to fund needed public improvements and services.

plan and implement a plan for an entire urban community.

Cities will need specific planning tools to implement this general policy.

- Cities should have the authority to zone outside their boundaries but within their sphere of influence. Without the power to zone, cities will be influenced by but have little influence over development on their borders.
- Cities should have the authority and responsibility to prohibit the the delivery of public services, such as water and sewage, to a proposed development which is within a sphere of influence but which is not approved in the city's plan. Thus, development in the sphere of influence would have to be consistent with the city's plan.
- Cities should also have the authority to impose an "availability" or "standby" tax for urban services available to land within a city's sphere of influence.
- As a corollary, cities or counties should be able to exempt planned rural areas from urban taxes. Since land is presently taxed according to its highest and best

use, undeveloped land near urban areas which potentially could be developed is heavily taxed. High taxes make holding the land in an undeveloped state uneconomical and increases the pressure to develop the land. Taxation policies should support not subvert land use planning policies. If we designate certain areas as non urban, we need not tax those lands for their developed potential.

#### Annexation Reform

California's annexation laws presently encourage fragmentation and irrational urban boundaries by hindering rather than supporting the annexation of areas which are part of an urban community. This impedes comprehensive planning.

WITHIN SPHERE OF INFLUENCE: A uniform annexation law should be adopted which would authorize cities to annex the following types of land which lie within their sphere of influence.

1. Any land which is developed.
2. Any land which is developing.
3. Any unincorporated island up to 250 acres regardless of whether developed or not.

4. Any land the annexation of which is determined by the city council to be desirable or necessary by reason of detrimental land use or environmental situations.

These annexations would be subject to procedural requirements but would not require an election in the area to be annexed. The goal of the uniform annexation law would be to have the boundaries of the urban community reflect as nearly as possible the political, social and economic realities of that community.

This authority to annex within its sphere of influence would give a city the ability to bring within its boundaries an area which is developing and because of its proximity should be part of the city.

Cities should annex developed (urbanized) areas in its sphere of influence if the Local Agency Formation Commission (LAFCO) determines that the annexation is proper. Logical boundaries will include areas which may produce more problems than tax revenue, but if they are economically, socially, and politically identified with a city they should be part of it.

Once an area within a city's sphere of influence has been annexed, the

## AREA PLAN

*establish area plans and policies based on city and county plans*

The Area Coordinating Council would establish and maintain area plans and policies which would be based upon city and county plans. This would be accomplished in the following manner. Cities and counties would develop their own plans which would be consistent with state pollution standards and environmental guidelines. The plans would be submitted to the Area Coordinating Council.

The Area Council would coordinate and resolve the inconsistencies among city and county plans and between plans and programs of state agencies and special districts. Thus, if a city planned a park or a school next to an area which an adjoining city planned for industrial development and these uses were incompatible, the Area Council would have the authority to resolve this inconsistency in whatever way best suited the needs of both communities. Or, for example, if a regional transportation agency proposed a major transportation corridor through an area which cities and counties wished to preserve as open space,

the Area Council would have the authority to resolve this conflict.

The Area Council would then relate the city and county plans to the state environmental standards. If the plans were found to be inconsistent with the standards, the Council would have the authority to resolve them. The Area Council would also coordinate and resolve inconsistencies among pollution standards as those standards are applied to a given geographical area. For example, if a water quality standard would permit unlimited development in an area but this development would cause air quality standards to be exceeded, then the Area Council would have the authority to resolve this inconsistency.

The Area Council in developing an area plan would have the responsibility of insuring that areawide needs are met. For the first time one body could look at the plans for each agency with jurisdiction in the area and determine which programs or aspects of a plan are inconsistent or work against each other and reconcile those conflicts.



## STATE PLAN

*compile a comprehensive resources, conservation and development plan based on area plans*

The planning process would continue at the state level. The state would compile a comprehensive resources conservation and development plan for California based upon the area plans which would be submitted to the Legislature for its approval. Just as the areawide plans would reflect only the policies and decisions which are of concern to the entire area, the state plan would indicate only the policies and areas which are of statewide interest. As a participant in the planning process, the State Coordinating Council would at the state level perform a role similar to that of the Area Coordinating Council at the area level. It would reconcile inconsistencies between the area plans, and resolve inconsistencies between the plans and the state environmental standards, the areas of critical state concern and the policy delineating urban and non-urban portions of the state. It would also reconcile and coordinate differences between area plans, and city and county plans in areas where area planning organizations do not exist. The key to its success would be its ability to concentrate on issues which are of statewide importance. The State Coordinating Council would periodically revise and update the state plan to meet changing conditions.



## **COORDINATING STATE ACTIVITIES**

### *coordinate state agency planning*

In addition to developing a State Plan, the State Coordinating Council would perform a crucial role in coordinating the programs and activities of state agencies. Too often activities undertaken by one state agency conflict with or are undertaken without knowledge of programs of another agency. State energy programs should be coordinated with state transportation programs and both should be consistent with programs of state pollution

control agencies. Since access to jobs is an important factor in reducing unemployment, state programs in housing should be coordinated with the state transportation program. In short, the Council would continually review the programs and activities of various state agencies and ensure that these programs and activities implement rather than frustrate state policies. The Council would provide a forum where these inconsistencies can be resolved.

## **PROVIDING DATA AND TECHNICAL ASSISTANCE**

### *support local government planning*

Good local, area or state planning and the establishment of a process which relates land use decisions to pollution standards depends upon the availability of adequate data and technical assistance to all those participating in the planning process. Therefore, the State Coordinating Council would have the responsibility of pro-

viding data and technical assistance to local governments and Area Coordinating Councils. This is necessary because some local governments do not have the staff or resources to accumulate all the needed information and because duplication of efforts to obtain data or employ personnel is simply wasteful.

## CONCLUSION

*an action plan for california  
citizens through better city  
government*

The major goal of the planning process created by the Action Plan is to improve the quality of life in California. To accomplish this, the League's Action Plan establishes a comprehensive planning process which enables local, area and state officials to integrate social, economic and environmental policies. As one means of implementing this comprehensive approach, the Social Responsibilities Element of the Action Plan urges all cities to adopt a Social Services Element to their general plan. The Action Plan also creates a governmental structure which obligates state officials to respect local desires as expressed in local plans and which requires that local plans reflect concerns and needs which are of area or statewide significance.

It is important that both the planning process and governmental structure are sufficiently flexible to respond to not only the immediate crisis and concerns of today, but also the basic problems as seen by the next generation. In the Action Plan, flexibility and responsiveness are guaranteed because rather than create single-pur-

pose bodies to respond to current crises, both the planning process and governmental structure are based upon general purpose government.

It is the hope of city officials that the policies proposed by the Action Plan will be considered and acted upon as a whole. Legislation at the local, state and federal levels is continually introduced to solve individual land use and environmental problems. However, it should now be clear that this piecemeal approach is neither conceptually valid nor practical. We are beginning to understand that our actions, whether they be to advance social, economic or environmental goals, cannot be isolated and that how we use our land affects our environment, how we travel, where we live and work and who we live and work with. Therefore, to understand and plan for the changes that will occur, we must design one comprehensive planning system which can include plans and decisions made at every level of government and which has the capacity and authority to respond to the total needs of our society.



## **LEAGUE OF CALIFORNIA CITIES**

### **OFFICERS FOR 1974**

PRESIDENT, HAROLD HAYES, MAYOR, MONTCLAIR

1ST VICE PRESIDENT, LEE DAVIS, MAYOR, MODESTO

2ND VICE PRESIDENT, PETER WILSON, MAYOR, SAN DIEGO

EXECUTIVE DIRECTOR, DON BENNINGHOVEN

### **THE LEAGUE ACTION PLAN CONSISTS OF FOUR MAJOR ELEMENTS:**

1. ENVIRONMENTAL CONTROL AND LAND USE AUTHORITY
2. SOCIAL RESPONSIBILITIES OF CITIES
3. PUBLIC SERVICE EMPLOYEE RELATIONS
4. AN ADEQUATE AND EQUITABLE REVENUE BASE FOR CITIES

