

A number of the objectives contained in recently adopted master plans propose a closer relationship between the physical or economic characteristics inherent in the various land areas and the type of development which should be placed on that land. The need for development to be compact rather than scattered in order to minimize the costs of facilities and services is also stressed.

**Recommendations for Updating the General Plan:** The Planning Board recommends the following general land use policies for approval, in order to expand the usefulness of the General Plan. More specific policies on such limited aspects of land use as living areas, employment areas, community facilities, and rural areas are given separately under the respective sub-headings.

## GOAL

► **ACHIEVE A BALANCE AMONG THE VARIOUS LAND USES INsofar AS THE PROPER AMOUNT, TYPES, AND DISTRIBUTION OF EACH RESULTS IN AN ENVIRONMENT AND DIVERSITY OF LIFE-STYLES THAT FULFILLS THE REQUIREMENTS OF THE COUNTY RESIDENTS.**

**Objective A.** Encourage the assembly of land into large tracts at suitable locations to be developed with an appropriate mixture of residential densities and land uses.

**Guideline**

1. *Encourage variety in design of all urban structures and areas to provide an environment which is aesthetically satisfying.*

**Objective B.** Preserve natural beauty by providing the proper relationship between population density and open areas.

**Guidelines**

1. *Treat land as a resource, using efficiently what is needed for accommodating expected urban growth and conserving the rest for the future.*
2. *Relate the size, location and function of individual urban elements to the region.*

**Objective C.** Secure optimum utilization of land.

### Guidelines

1. *Provide realistically for the quantity of land for each type of urban development needed to meet the demands of urban growth.*
2. *Expand the urban core areas as the intensity of development of the urban core reaches its established limits or direct the economic activity to another or new core.*
3. *Locate land uses advantageously to maximize the functional purpose and profits of employment centers and to provide environmental amenities.*

**Objective D.** Obtain a balanced relationship between residential growth and economic opportunities.

**Guidelines**

1. *Provide flexibility and diversity of development.*
2. *Mix land uses to maximize the functional purpose and profits of employment centers and to provide environmental amenities.*
3. *Secure bold increases in floor area ratios with mixed uses in activity centers and in the vicinity of proposed transit stations where high density is consistent with County policy.*

**Living Areas:** The General Plan contains a number of objectives dealing specifically with residential land use. They can be summarized as follows:

- Provision should be made for the varied living environments required by different segments of the population.
- New Towns in the corridor areas should be used to provide this range of environments efficiently and economically.
- Each community should have an identity, which can be created by imaginative design.
- The urban pattern should be an efficient and pleasant one.
- Contrast and interest should be created by variations in types of development.

- ▶ Land for future corridor cities should be reserved by the use of a rural zone.

Together these objectives can be characterized as a policy of good design variety in housing types and efficiency in development patterns through the use of new towns development. Objectives and guidelines embodied in area master plans adopted since the General Plan tend to repeat this theme, further stressing the need for variety, including a range of housing types and of types of living areas, with additional reference to clustering and similar techniques.

**Recommendations for Updating the General Plan:** The following policies are proposed for approval:

**Objective E.** Provide land for, and secure development of, all types and densities of residential development including an appropriate mixture of residential types where the environment would be enhanced.

**Guidelines**

1. *Encourage variety in design and cost of housing type to provide for all segments of the population, including the work force needed to provide the community services and to staff businesses.*
2. *Design for a high quality living environment for all segments of the population.*
3. *Encourage a mixture of dwelling types to provide "Life-cycle neighborhoods."*
4. *Use average dwelling unit density rather than minimum lot size as a major quantitative control.*

**Objective F.** Encourage contrast and interest to the region through the creation of distinctive variations in the character of residential development.

**Guidelines**

1. *Require a high quality living environment which is visually satisfying and establishes a clear sense of neighborhood and community identity.*
2. *Locate high density residential development to facilitate access to major thoroughfares, bus service and rapid rail service where available.*

3. *Exclude all but compatible low intensity development on lands having existing or potentially severe erosion characteristics.*
4. *Prohibit residential development in unsafe areas such as wetlands, floodplains, steep slopes, and unstable soils.*

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**Employment Areas:** Beginning with the objective that "the growth of employment centers should closely parallel the growth of population"<sup>8</sup> the General Plan proceeds to enunciate a number of guidelines concerning the desirable nature of the corridor city centers, stressing compactness, variety and mixture of uses, and amenity of design.

**Recommendations for Updating the General Plan:** The following policies are proposed for approval:

**Objective G.** Provide land for all types of employment areas that are compatible with the environment of the county.

**Guidelines**

1. *Provide the opportunity for the horizontal and vertical expansion of employment areas to assist in keeping the facilities in scale with demand.*
2. *Provide land for development and expansion of regional activity centers which will serve the area most efficiently.*
3. *Provide industry with a variety of desirable locations adequate for present use and for future expansion.*
4. *Provide locations for many kinds of revenue-producing industries.*
5. *Provide industrial sites at desirable locations adjacent to high volume highway facilities which are in demand for their "visibility" potential.*
6. *Provide for industrial park development while providing locations for those industries which economically require more densely developed land.*
7. *Provide a range of industrial site sizes.*

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<sup>8</sup> "On Wedges and Corridors," p. 28.

**Objective H.** Ensure that employment areas are provided with adequate access to all modes of transportation.

**Guidelines**

1. Prohibit the development of an employment area to a size or intensity that would exceed the capacity of the planned transportation network and thereby cause congestion.
2. Provide access to employment areas in such a manner as to avoid introducing large volumes of traffic onto residential streets.
3. Stimulate design innovations that will improve on-site functioning, alleviate traffic problems and control types of land uses in planned highway-commercial areas.
4. Locate regional activity centers to facilitate access to major transportation routes, bus service, and rapid rail service where available.
5. Locate industrial areas with direct access over major thoroughfares to interchange connections with connecting freeways or trunklines.
6. Locate industrial sites within easy commuting time of residential areas and accessible to public transportation.
7. Locate industrial areas readily accessible to railroad service and/or with proximity to airports that offer commercial air service.

**Objective I.** Provide an environment capable of attracting new employment to the region.

**Guidelines**

1. Concentrate more of the employment in regional activity centers and industrial areas.
2. Require an environment in existing or proposed employment areas that is compatible with the character of the surrounding area.
3. Provide, through creation of new job opportunities, a balanced development that reduces the tax burden upon the residents of the community.

4. Provide for the inclusion of public and semi-public uses and spaces as integral functions of regional activity centers.
5. Create new regional activity centers and encourage revitalization of older urban cores.
6. Stimulate design innovation and land use associations for the regional activity centers which result in a more pleasant living environment and a more efficient use of the land.
7. Promote the location of a large variety of industrial uses so as to attract diverse industries into the region while continuing to be selective.
8. Provide for a variety in the design and cost of housing types for all segments of the industrial work force.
9. Require ready and economical access to the necessary utilities — water, gas, sewerage, power and telephone — for all industrial sites.
10. Develop industrial park sites in the county in accordance with an overall development plan relating to site size, building coverage, provision of utilities and internal circulation facilities and the provision of permanent open space, without injuring residential uses.

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**Community Facilities:** The General Plan includes two objectives in connection with community facilities: that all the necessary community facilities should be planned and located within the urban pattern, of the necessary size and location to best serve the needs of the residents; and that compact urban development, properly staged is the most efficient way to accomplish this. The Plan suggests guidelines for the implementation of these objectives, emphasizing the need for adherence to the corridor-wedge pattern, improved capital budgeting and other procedures for the proper timing of the facilities, the acceptance of fees in lieu of dedication of public lands as a means of acquisition, and the requirement for public agencies and utilities to adhere to the same good planning principles as the private developer.

For the most part the many objectives and guidelines adopted since the General Plan in various area master plans

reiterate these policies. However they also point out the need for a full range of facilities including those provided by public agencies and also such private facilities as shopping areas.

**Recommendations for Updating the General Plan:** The following policies are proposed for approval:

**Objective J.** Make public investments in community facilities in the most efficient manner to insure compact, orderly urban development and maximum service.

#### General Guidelines

1. *Combine public facilities where possible to economize on public expenditures and maximize public convenience.*
2. *Concentrate major community facilities in regional activity centers to help guide growth as well as respond to needs generated by growth.*
3. *Locate new facilities in such a manner as to protect the integrity of residential areas.*
4. *Acquire or reserve sites for community facilities before private development takes place.*

**Objective K.** Reserve space for all community facilities within the urban pattern near their intended users, insuring that their sizes, locations, and functions conform to the needs of the community and its residents.

#### General Guidelines

1. *Phase public facility development to meet population growth rates and needs.*
2. *Provide the necessary community facilities needed by residents of all age groups in scale with population densities and composition.*
3. *Insure optimum cultural, social, educational and recreational opportunities by supplementing public facilities with private.*

**Objective L.** Coordinate the location of schools, libraries, fire stations, hospitals, health clinics, and other public facilities to insure a balanced system of community facilities and services sufficient to meet economic, social and cultural needs.

#### Specific Guidelines For Schools

1. *Locate schools after careful consideration of the factors of accessibility and environment:*

##### ACCESSIBILITY

- *Travel distances*
- *Undesirable travel conditions*
  - A. *Traffic flow*
  - B. *Numbers of pupils crossing dangerous intersections*
- *Availability of public transportation*

##### ENVIRONMENT

- *Type of neighborhood*
  - *Possible future development*
  - *Daylight obstruction*
  - *Sources, degree, and type of noise*
  - *Ecological and scenic quality*
  - *Proximity to other public facilities*
2. *Design schools to function as neighborhood and community multi-use centers, serving the community's social, cultural, vocational and recreational as well as educational needs.*
  3. *Encourage year-round and evening use of school buildings.*
  4. *Keep existing and proposed school sites relatively free from such external disturbing factors as heavy traffic, excessive noise, and incompatible land use.*
  5. *Locate, centrally, schools in relation to population — with safe access by foot or vehicle — and adjacent to parks, playfields, libraries, and cultural facilities.*

### **Specific Guidelines For Libraries**

1. *Locate and construct libraries in response to community needs.*
2. *Space libraries efficiently to assure service to all residents, minimize duplication of service, and reduce costs.*
3. *Locate library sites in or adjacent to activity centers:*
  - *To provide service to the greatest number*
  - *To share parking facilities*
  - *To take advantage of access*
  - *To provide convenient facilities for meetings, forums, lectures and other similar cultural activities.*
4. *Provide mobile unit library service to low density areas and as an interim measure until population growth is sufficient to warrant construction of permanent facilities in areas of future urban or suburban development.*

### **Specific Guidelines For Fire And Rescue Stations**

1. *Base the location of fire and rescue stations on a regional system in which individual sites are mutually supporting.*
2. *Integrate fire and rescue stations with non-residential activities such as neighborhood and community activity centers or industrial areas.*
3. *Locate fire and rescue stations as close as possible to high value and high density development.*
4. *Locate fire and rescue stations with unobstructed access to all primary points within the service area.*

### **Specific Guidelines For Hospitals**

1. *Confine medical facilities to as few installations as possible convenient to and consistent with indicated need.*
2. *Expand existing hospitals wherever possible to meet community needs rather than establishing new general hospitals.*
3. *Discourage establishment of professionally specialized hospitals unless they are developed as units attached to a general hospital.*

4. *Locate medical facilities close to areas of population concentration where competent medical and surgical consultation is readily available and where employees can be easily recruited and retained.*
5. *Locate hospitals in areas easily accessible to major thoroughfares, freeways, and interchanges, and well serviced by public transportation facilities.*
6. *Locate hospitals away from commercial, industrial or other land uses that produce excessive noise or cause air pollution.*

### **Specific Guidelines For Community Service Centers**

1. *Place community service centers in close proximity to their most frequent users (for example, concentrations of low income people and senior citizens).*
2. *Combine community service centers with other social service centers whenever possible.*

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**Agriculture, Open Space, Parks, and Recreation:** The General Plan sets forth a number of objectives concerning open space and recreation. The principal points made by these statements are (1) that large amounts of open space, uninterrupted by scattered urban development, are needed; (2) that open space land should be in both public and private ownership; (3) that parks of various kinds, greenbelts, and private uses of a rural type should all be included; and (4) that a rural zoning category should be employed on most of the land in the open space wedges between the urban corridors.

The General Plan also contains a number of specific statements favoring the continuation of agriculture as a profitable activity in the rural wedges and proposing the retention of the most suitable soils for agriculture and related activities.

The Plan lists a series of guidelines for the effectuation of these objectives, emphasizing the need for the use of a combination of methods. These methods include the use of land tax policy in conjunction with zoning, the acquisition of additional parkland, the acquisition of scenic and recreation easements on

private property, and the use of subdivision powers. The Plan emphasizes that public acquisition of all of the open space wedges is neither possible nor desirable and that rural zoning must therefore be used to restrict such land to rural uses.

Many additional guidelines have been adopted in the various master plans subsequent to 1964 on the subject of open space, most of which substantially repeat the points already summarized above. However, several new points are included: (1) open space is to be used for the protection of natural resources in addition to the other purposes already mentioned; (2) land that is poorly qualified for building, unsuitable for agriculture, or within airport approach zones should be considered for open space reservation; and (3) clustering techniques should be used as another method of open space preservation.

**Recommendations For Updating the General Plan:** The following policies are recommended for approval:

**Objective M. Avoid the intrusion of a mixture of conflicting land uses into agricultural areas, while permitting a wide selection of compatible activities.**

**Guidelines**

1. *Preserve where possible the use of the best soils for agricultural purposes.*
2. *Limit assistance to agricultural uses to areas outside areas of urbanization as indicated on the general plan and to areas having good agricultural lands.*
3. *Maintain a rural atmosphere in open space areas by limiting development to very low intensity.*
4. *Encourage compatible, low-intensity non-agricultural uses.*

**Objective N. Ensure that agriculture in the region becomes or continues as a viable land use.**

**Guidelines**

1. *Protect agricultural lands to preserve their value as farmland as long as the pressures of urbanization permit.*
2. *Promote the development of profitable agricultural endeavors.*

**Objective O. Maintain large amounts of open space.**

**Guidelines**

1. *Use open space techniques to preserve the identity of individual neighborhoods, cluster developments, new towns, and existing communities.*
2. *Provide and protect large open spaces for the "change of pace" and recreational opportunities needed by present and future generations.*
3. *Give priority consideration to unique natural areas in parkland and open space acquisition programs. These areas include the following:*
  - a. *Scenic vistas;*
  - b. *Areas which should remain in a natural agricultural or undeveloped state due to soil conditions, flooding, etc.;*
  - c. *Areas possessing unique natural features in topography, woodland and rock outcroppings;*
  - d. *Significant surface water areas, floodplains, wetlands, and aquifer recharge areas;*
  - e. *Cultural and historical buildings and sites.*
4. *Provide a framework upon which public and private open spaces may be connected.*
5. *Integrate county open space planning with federal, state, and local programs for rural development, conservation and open space acquisition.*
6. *Take positive action to prevent destruction, large-scale clearing and grading of land.*
7. *Acquire open space areas where they may serve multi-purpose functions.*
8. *Utilize open space as a means of creating a more pleasing environment, at both the area-wide and individual site levels.*

**Objective P.** Provide a favorable rural environment in which farming, mineral extraction, hunting, fishing and other natural resource activities can be carried on without disruption.

**Guidelines**

1. *Maintain a rural atmosphere in open space areas by permitting only low intensity development.*
2. *Reserve large tracts of land for future open space development which would guide a desirable regional development pattern.*
3. *Insure permanent natural amenities that break the otherwise continuous suburban development.*

**Objective Q.** Provide recreational facilities of sufficient diversity to effectively serve the needs and interests of the various segments of the community.

**Guidelines**

1. *Provide the necessary golf courses, ball fields, play apparatus and other outdoor recreational facilities required to meet the recreational needs of the citizens.*
2. *Encourage the private use of public park land in the public interest.*
3. *Provide the necessary community recreation centers that fulfill the need for year-round, indoor recreational facilities.*
4. *Create and maintain a balanced system of active and passive recreational areas.*
5. *Provide local recreational opportunities for all developing areas.*
6. *Provide a variety of recreational facilities serving all age and interest groups and create varied opportunities for land and water oriented activities in local and regional parks through public, private and commercial interests.*
7. *Require on-site recreation space in new developments when adequate public space is not available.*

8. *Utilize to the maximum extent possible both public and private lands in the regional district for outdoor recreation.*

**Objective R.** Provide adequate parks, consistent with accepted standards, to serve the community.

**Guidelines**

1. *Acquire park land and develop it in pace with population growth.*
2. *Acquire park land at critical points to separate urban from rural areas.*
3. *Manage the park system on the basis of sound conservation principles and practices, recognizing the ecological interdependencies of people, flora and fauna, soils and waters.*
4. *Plan, design, and construct in suitable areas of the parks a system of access roads, recreation facilities and public utilities that will be harmonious with the natural beauty and park land physiography and will reflect full concern for humane and aesthetic values of the environment.*
5. *Integrate, where appropriate, park and recreational facilities with school and other cultural activities of the community.*
6. *Develop neighborhood parks to reflect the recreational desires and needs of their major users.*
7. *Locate sites for neighborhood and community parks, park-schools, and youth centers in areas easily accessible to the intended users.*
8. *Establish a system of parks, recreation, and open space facilities integrated with the urbanized portions of the county.*
9. *Acquire stream valley parks designed for watershed protection and providing limited and compatible recreation facilities.*
10. *Expand major stream valley park areas along smaller tributaries and other paths to give the population direct access to major stream valley parks via greenways.*
11. *Provide for pedestrian plazas and sitting areas free from all vehicular traffic in parks located within urbanized areas.*