

# LAGUNA BEACH GENERAL PLAN

## Human Needs Element

THE HUMAN NEEDS ELEMENT  
LAGUNA BEACH GENERAL PLAN

Final Modification: January 7, 1976

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## TABLE OF CONTENTS

SECTION 1.0	INTRODUCTION	
1.1	Background, Scope and Format	1
1.2	Methodology	2
1.3	Summary Recommendations	3
SECTION 2.0	THE BASIC GOALS: A PERSPECTIVE	3
SECTION 3.0	NEEDS ASSESSMENT	
3.1	Environmental Health	5
3.2	Physical Health	7
3.3	Mental Health	9
3.4	Individual and Family Services	11
3.5	Justice, Rehabilitation and Protective Services	13
3.6	Recreation and Leisure Services	19
3.7	Transportation Services	20
3.8	The Elderly	22
3.9	The Youth	26
3.10	Summary of Needs Assessment	29
SECTION 4.0	IMPLEMENTATION AND ACTION PROGRAM	
4.1	Human Services Committee	30
4.2	Appropriate Staff Position	31
4.3	Initial Program	32

\* Cover sheet quotation from Lucis Trust Radio Series #1

At this time of world change into new ways and means of living, the fate of men and nations is determined by the values which govern their decisions. One needed value is the value of social justice.

The recognition of the value of social justice in the world today is a preparatory step for a new world civilisation based on sharing, cooperation and the good of all. Humanity's goals include meeting the needs of every individual on the planet, providing the basic necessities of life, and creating environments in which each can develop his fullest potential.

Social problems can be solved by encouraging the free flow of energy, knowledge and resources to all parts of the planet. Societies based on true principles that can stand the test of ages will be constructed when the caring for, sharing with, and inspiration of all of humanity is seen as everyone's concern. There can be social justice on this planet when each society exists within a healthy, well-supplied global community. When each has enough to fulfill basic needs and has reached the point of wisdom to realise he is part of the whole, with his own unique contribution to make to the good of all, then true justice will, indeed, be part of human life.

The value of social justice can inspire decision and action. \*

# THE HUMAN NEEDS ELEMENT

## Laguna Beach General Plan

## 1.1 Background, Scope and Format

This element concerns itself with the personal or social needs of our citizens. It is our intention to present a course of action whereby local government may recognize areas of human need which are not being met and provide a mechanism and guidelines for meeting human needs.

The creation of the Human Needs Element grew out of the recognition that there were many areas of unmet human needs in Laguna Beach. The Human Needs Advisory Board offered its assistance to the City Council in developing a Human Needs Element for the city's General Plan. Guidelines for the element were derived from the League of Cities' Action Plan for Social Responsibilities of Cities, which states:

Cities may at their option assume the responsibility of assessing social needs within the city and insuring that delivery of social services is commensurate with those needs. Cities could coordinate and evaluate social services by other governmental agencies and encourage and cooperate with the private sector in a similar capacity, recognizing that many social services are provided by community and private organizations. Cities would be authorized to develop a social services general plan element, indicating the goals, objectives, standards and priorities for meeting community social needs.

It is not the intent of this element to obligate the City itself to directly provide those needed facilities and services identified as unmet needs, but rather to identify them and coordinate the efforts of other agencies, both public and private, as well as individuals.

The element should be reviewed annually by the Human Needs Advisory Board and Human Affairs Department of the City with recommendations made to the Planning Commission for amendments found necessary in light of ever changing factors.

In November of 1973 the Planning Commission adopted a resolution initiating the Social Needs Element Committee and in January of 1974 a committee of five was appointed from the Human Needs Advisory Board. The committee was composed of citizens with backgrounds in a variety of social services.

Each committee member, aided by students from the Program in Social Ecology at the University of California, Irvine, helped to assess the available services and unmet needs in one of the following areas:

1. Health Services, including environmental health, physical health, health education, emergency care and mental health;  
health education, emergency care
2. Individual and Family Services, including day care, foster parent programs, employment services, and communication needs;
3. Recreation and Leisure Services, including educational programs, recreation and cultural activities;
4. Justice, Rehabilitation and Protective Services, including recommendation for programs and personnel orientation;
5. Transportation Services;
6. The Elderly, including income level, housing, transportation, social opportunities, health, and legal aid;
7. The Youth.

## 1.2 Methodology

The committee followed the general guidelines set forth in the Social Needs Assessment Handbook, published by the League of California Cities.

Problems were identified through statistical indicators and subjective analysis. The committee investigated the scope of services available, determined areas of unmet needs, and developed priorities for meeting these needs.

It is recognized by the committee that a comprehensive community needs assessment must be conducted in order to gather relevant information upon which to base further action. The committee found available statistics do not point out many of the problems in Laguna Beach. Area reports are based on subjective investigation, interviews, and personal knowledge of Laguna Beach.

### 1.3 Summary Recommendations

In order to provide an ongoing mechanism for identifying and evaluating community human needs and coordinating services and programs to meet those needs, the following recommendations are made:

1. Establish a Human Services Committee. This committee should be the catalyst for focusing on the human needs in the community and presenting appropriate requests and solutions to the City Council.
2. Establish an Appropriate Staff Position. This position is an essential linkage between the committee, community, and city staff resources. If the committee is to be effective, it needs a staff position to do some of the necessary legwork and research. With this position, various human service programs and activities now administered by city departments and both public and private agencies and other groups in the community can be well coordinated.
3. Develop Plans for a Community Center. An adequate and permanent center would serve as a coordinating and communication center, not only for individual citizens, but also for organizations within the community.
4. Develop a Thorough Community Needs Assessment. A bi-annual community survey is needed to provide comprehensive information. Accurate identification of changing community needs is necessary.

### SECTION 2.0: THE BASIC GOALS: A PERSPECTIVE

Both the National League of Cities and the League of California Cities have cited the need for local governments to play a more active and coordinative role in the assessment of human needs and the delivery of human services, as cities are the units of government closest to the individual. The National League of Cities has placed the problem in clear perspective:

The most important resources in the nation's cities are the cities' people. Failure to develop and conserve the cities' people is a failure to support the purposes of urban conservation. Therefore, the human resources development efforts of all levels of government must be directed toward the ultimate goals of improving the quality of life of the cities' people by increasing their social, economic, and physical health,



security, independence, personal mobility, and opportunity for choice.

Within the urban environment, citizens must have available to them appropriate and accessible avenues for individual development, expression and involvement. Each person should be able to apply his innate talents to the fullest possible extent and to contribute in his own way to the improvement of himself, his family and his community. Every individual should have an opportunity to attain a quality education, to achieve and maintain good health, and to work and live in comfort, safety and decency. Wherever possible, the opportunities to fulfill these goals should be developed by using the resources, systems, and facilities already available in the urban community.\*

The above statement contains some very obvious but basic human service goals with which few people can disagree. However, there are areas within the community where even these goals are not being met and which need to be exposed and dealt with so that each individual may fulfill his creative, productive and cooperative roles toward the smooth-flowing advancement of society.

The City of Laguna Beach has already identified many of its human needs and has established policies to meet those needs through the adoption of other elements of the General Plan, such as housing, transportation, open space and conservation, noise, and scenic highways. All general plan elements have human and social concerns at their roots: they are responses to expressed social needs. In a very real sense, therefore, this element should be used in guiding future amendments to, and decisions upon, other general plan elements.

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\* National League of Cities: Statement on Human Resources Development, given January, 1975, at Houston, Texas.

## SECTION 3.0: NEEDS ASSESSMENT

Human needs arise in all sectors of the population and relate to a broad spectrum of services: environmental, physical and mental health services; individual and family services; justice, rehabilitative, and protective services; recreation and leisure services; transportation services; and special services for the elderly and youth.

The members of the Social Needs Element Committee have each assessed the current needs in one or more of the service areas. It is recognized that the needs and services in these areas overlap with one another and that they are constantly changing. The assessment reports will have to be updated frequently for this element to continue to be a useful, guiding document.

Some important areas are not covered as well as they should be in this element and should be expanded upon as part of a continuous evaluation and updating program. Most of the social implications and needs concerning housing have not been discussed, due to the existence of a Housing Element which has been recently prepared.

### 3.1 Environmental Health

The environmental health issues of highest priority in Orange County are air pollution, water pollution, and solid waste disposal. The generating and complicating factor in the production of these pollutants is the level and rate of population growth in addition to our per capita rising rates of consumption. Until our technology is capable of mitigating the adverse effects of our excessive usage of resources, a controlled growth policy is essential to the recovery and maintenance of a healthy

environment in Laguna Beach. Overall control and development of environmental health standards belong to the county, state, and federal governments. Different regulatory agencies affecting Laguna Beach are:

1. Orange County Environmental Management Agency, who coordinates the other departments' quality control efforts;
2. Orange County Health Department, which has a division of environmental health that monitors the ocean and domestic water;
3. California State Department of Health, which has developed strict regulations controlling the bacteriological, physical, chemical and radiological quality of domestic and recreational water;
4. Orange County Air Pollution Control District, which monitors air pollutants and sets regulations affecting air quality.

Priority needs in the area of environmental health are as follows:

#### Water Pollution

1. There is a potential health hazard along the beaches in Laguna due to the potential flow of pollutants through flood control and drainage channels which empty directly onto the beaches. Although drainage along the Laguna Canyon Flood Control Channel is diverted via a dam and pumping device into the sewage treatment plant, it is not an entirely adequate solution. After rains, these flood control channels are opened up. Signs of an aesthetic nature should be installed at the mouths of these channels and drains, advising the beachgoers of potentially hazardous conditions.
2. Sewage treatment in Laguna is adequate to meet interim standards. Secondary treatment is needed to comply with federal laws.

#### Air Pollution

1. Most air pollution in Orange County and Laguna Beach is generated by automobile emissions. The Transportation and Circulation addresses this need in some detail and should be rigorously implemented.
2. Monitor local enforcement of the OCAPCD Rule #65, which regulates ways in which gasoline is transferred from trucks to storage tanks and from pumps to vehicles. This rule was established in order to decrease the hydrocarbons and lead vaporized into the air.

## Noise Pollution

Excessive noise affects the health of many in Laguna.

### 3.2 Physical Health

#### Public Health

The traditional medical delivery system in our area is good, but there are Lagunans who do not have available health care. The area hospital is presently endeavoring to fulfill maximum quality standards for patient care and services for those who can pay for it. Present economic pressures have forced more and more into the gap between the eligible very poor and those able to pay. Orange County Public Health Department offers conscientious service within the parameters of its responsibilities and its budgetary limits. Present clinics and public health agencies offer only short-term health care, referral services and counselling. Long-term care and follow-up is needed for many problems. Priorities in the area of public health care are:

1. Develop a cooperative program with the South Coast Community Hospital administration, under their present Outreach Program, to:
  - a. coordinate services and programs within the hospital and the community;
  - b. assist community organizations with developmental programs for meeting health needs of individuals and the community;
  - c. help develop and maintain a coordinated community health education and communication system.
2. The Orange County Public Health Department pre-natal care is offered only at Orange County Medical Center and public funds provide free transportation for the eligible. Propose decentralization of this service so that it becomes more widely available throughout the county.

3. Publicize more fully and effectively the newly-inaugurated flu shot campaign each fall.

### Preventive Health Care

Preventive health care relates directly to health education. When people understand how to maintain good health, high quality health services will be necessary for serving their health needs.

Health education for children will produce long-term benefits and should be included in the school curriculum. To reach those not in school, and those with specific problems, health education should be included in the medical delivery systems. Priorities for preventive health care are:

1. People should be encouraged and educated to assume personal responsibility for maintenance of their own health.
2. Introduce a strong health education program into the school system.
3. Volunteer health agencies such as the Diabetic Association, the Heart Association and others offer educational programs. These services should be sought and made available within the community.

### Emergency Services

South Coast Community Hospital maintains quality emergency care. Recent arrangements to provide city ambulance service should be well monitored to evaluate its cost/service effectiveness. A state-mandated Emergency Plan has been prepared by the City, outlining needs and procedures in case of catastrophic events such as nuclear attack, fires, earthquakes, tidal waves, etc. Priorities in the area of emergency services are:

1. Persons having extensive contact with the public (policemen, firemen, lifeguards, school recreation leaders) should have at least Emergency Medical Training Level I or Advanced First Aid Training.
2. Community education should be introduced from time to time to keep people aware and alert as to their responsibilities in the event of a catastrophic emergency.

### 3.3 Mental Health

Mental health services include primary prevention programs which serve the general population by providing education and support before individual problems start; secondary preventive programs which intervene at the early stage of problems; and tertiary preventive programs which serve more complex and longer-term problems. Presently, there are several mental health facilities to serve the citizens of Laguna Beach. The most general services are provided by the Laguna Beach Free Clinic and the South County Regional Mental Health Services which is a county agency and serves anyone living in the area who needs services. These agencies make available direct mental health services which include individual and community services to stabilize the social and economic environment, services to drug and alcohol users, and family services. Some of the needed priorities for the citizens of this area are:

#### A. PRIMARY PREVENTION PROGRAMS

1. Develop programs for neighborhood groups that would improve the social environment of the immediate neighborhood.
2. Develop additional programs for the aged by expanding facilities beyond TLC and the recreation programs offered by the Human Affairs Department. The major problem in this area is to identify the needs of those aged who do not make themselves visible by participating in various programs or initiate the process of seeking help.
3. Develop additional programs for the teenagers of this community by increasing the number of community programs with more emphasis on group interaction, especially for younger teens.
4. Develop single-parent family programs. With the increased rate of divorce, this type of family is becoming very common and services for such families is essential.

5. Develop family therapy for single families and extended families in our community. We need to provide a multi-service approach for such families, including preventative programs.
6. Develop greater participation of the Human Needs Advisory Board or a similar community-wide human need-oriented organization in the community decision-making process regarding human needs in Laguna Beach.

#### B. SECONDARY PREVENTION PROGRAMS

1. With disrupted family structure comes the increased need for family crisis intervention. One center servicing the community in this capacity is the Youth Service Center. Presently, youths with problems can stay at this facility for up to two months. The funding for this will be terminated by the State of California within the next two years. It will be necessary to develop a new source of ongoing support for the center.
2. Develop alcoholism treatment programs that would serve the general population who cannot afford the services presently offered by South Coast Community Hospital.
3. Develop a Drug Abuse Team with appropriate diversion programs to help drug abusers stabilize their habit to a workable norm.

#### C. TERTIARY PREVENTION PROGRAMS

1. Develop Board and Care facilities in the community so that those needing the services of such facilities do not have to leave the community in order to obtain them. Presently, the community does not have a convalescent hospital within the financial capabilities of many of the elderly.
2. Develop long-term counselling on both a low-cost and no-cost basis.
3. Develop extended support systems for people who have difficulty coping within the existing social structures.
4. Develop work training and recreation for moderately mentally retarded young adults.

### 3.4 Individual and Family Services

The area of individual and family services contains information about a variety of needs and services which include day care, weekend parent programs, employment services, and communication needs. Other needs and services are discussed in the mental health and recreation sections.

#### Day Care

Many of the day care needs in Laguna Beach are met through babysitting co-ops or through one of several pre-schools in the area. Babysitting co-ops are primarily useful for married couples. Many working single parents have difficulty obtaining adequate child care. Often, the cost of day care is prohibitive: the average cost in Laguna Beach for full day care per child is \$100 per month. Recommendations for meeting the day care needs of the community are:

1. Develop a low-cost day care center which is open evenings and weekends.
2. Develop a babysitting co-op for single parents.
3. In order to develop a more complete population profile and make more comprehensive recommendations, it will be necessary to obtain the following data:
  - a. **Percent of single-parent families:**
    - (1) Female head
    - (2) Male head
  - b. Percent of working mothers, fathers, and/or parents:
    - (1) Full-time
    - (2) Part-time
    - (3) Weekend work
    - (4) Night work
  - c. Population under school age.



### Weekend Parent Programs

School counselors, the Free Clinic, and the Regional Mental Health Service Center have expressed a need for weekend parent programs in Laguna. Through these programs, children and young people can stay with a foster family for a weekend to relieve home problems. Full-time foster homes are also needed here. Presently, young people suffer disruption by having to leave their community and friends.

### Employment Services

Jobs reduce crime, build self-esteem and contribute to good mental health in individuals and families. The Y.M.C.A. Youth Employment Service and the State Employment Office are combined and run under the direction of one person in the community. One pressing need in Laguna Beach is for a full service office of the State Employment Development Department. People who are out of work in Laguna Beach and as far south as San Clemente must now travel back and forth to Santa Ana to collect their unemployment insurance and to be certified for food stamps and public service jobs.

### Communication Needs

Although there are many services and resources available in Laguna Beach, because of a lack of communication and coordination many needs go unmet and many resources are not taken advantage of. Important steps to take in meeting these gaps are to establish an information and referral service and to begin plans for a community center. Projects could also be initiated within neighborhoods to increase communication. One idea would be to publish Neighborhood Service Booklets which would list services and

resources in each neighborhood, including people willing to babysit, to garden, to do small home repairs, or to paint.

The FCC has mandated that every community have a public television station. In our area, this is on Channel 10, operated by Storer Cable TV. Storer will be providing Laguna Beach with a black and white camera and all equipment necessary for our local broadcasts. The Cable TV Committee is investigating and proposing ways to enlist local resources and expose local issues through the television medium. This is a new and extremely valuable opportunity for communication, outreach, education, and enrichment of the community. Throughout this element the need for exposure, education, and communication has been identified at many levels; television is a means for solving these needs. The role of the Cable TV Committee is therefore extremely important to this issue.

### 3.5 Justice, Rehabilitation, and Protective Services

This section, in the main, does not address itself to the department of detection.

There is mounting evidence that our so-called criminal justice system is counter-productive. In spite of more sophisticated law-enforcement techniques, crime rates have rapidly increased. Our penal institutions have become outmoded and overcrowded, at an increasing cost to the general public. Instead of rehabilitating criminals to become more creative and productive members of society, the system seems to have reinforced the negative aspects of criminal behavior, often making hardened criminals out of what might have been one-time offenders. It is clear that a completely fresh look at the system is in order.

The burden for correcting these societal ills has too often been placed only with local police departments. All of us--families, schools, and individuals--have opportunities to be creative in preventive, diversionary, rehabilitative, and supportive roles at our local level. While the complex problems need solutions through state and national legislation and other changes in policy, much can be done at the local level through an increased awareness of the problems and opportunities for new roles in the community.

We have noted several problems unique to our community, largely emanating from the great influx of visitors every summer season. It is estimated that the population can quadruple from the quieter winter months to warm summer weekends.

The summer influx brings with it accentuated problems in the areas of crime prevention and traffic enforcement, diverting manpower from many other on-going community programs. During the summer months there are dramatic increases in the number of home and business burglaries and thefts of purses, wallets and other property from autos while visitors are at the beaches. The rate of violent crime also increases. Traffic problems and enforcement are dealt with in a separate element on transportation and circulation. However, it should be noted that the more congestion we can keep out of town, especially in the critical summer months, the more police effort can be directed toward crime prevention.

Based upon the more general and higher priority problems in the areas of criminal justice, rehabilitation and protective services, there appear to be four broad, overriding guidelines which should guide our approach to personnel recruitment, program formulations, and management techniques:

1. In establishing priorities for action, we should be concerned primarily with protecting people as well as property.
2. The guiding motivation behind all priority enforcement activities should be both public and personal safety rather than punishment.
3. Utmost discretion in the application and enforcement of laws is needed, with impartiality toward all citizens--young and old, locals and visitors--in order to avoid creating additional antagonism toward the law enforcement processes.
4. In order to avoid unnecessary overburdening of the already overstressed criminal justice and penal systems, additional diversionary programs need to be developed and existing programs need to be understood, utilized, and more fully supported.

With the above four guiding needs in mind, the following more-detailed needs have been derived, based upon what appear to be deficiencies in our existing approach and application of the law. They are divided into two categories, programs and personnel, both of which are obviously coordinated through adept management.

#### A. PROGRAMS

1. There should be a high priority focus on crime-prevention planning, including diversionary and rehabilitative programs. This is particularly critical for our youth, in order to prevent them from entering the archaic criminal justice system.
2. Educational programs to promote awareness of the positive aspects of crime prevention, diversionary programs and rehabilitation

opportunities need to be developed, not only for the protective services staff, but also for the general public, who are most affected by crime. The police department shall engage in preventative measures such as community information programs in order to educate the public about burglary prevention, maintaining inspections and demonstrating hardware. The area of consumer fraud needs similar attention.

3. The treatment of victims of crime needs additional attention. Recent state and federal legislation has created new payment programs for some crime victims which most people are not yet aware of. We have the obligation at the local level to inform victims, as well as suspected criminals, of their rights and opportunities.
4. Inter-departmental communication, coordination and fraternization should be increased, with task forces or similar means established between the police department personnel and the personnel of:
  - a. the Human Affairs Department, to gain a better sense of community human needs, priorities, and resources;
  - b. the Planning Department, to gain a better understanding of long-range goals and opportunities and to integrate protective service planning into the community general plan;
  - c. the Municipal Services Department, to provide more coordinated enforcement services in the area of property development; and
  - d. the Fire Department and Lifeguard Department, for continued coordination of safety services and more efficient and effective public safety operations.

5. Joint use of facilities with other departments and neighboring jurisdictions should be continued and expanded where practical.
6. Regular monitoring and evaluation of crime-prevention planning and programs should be undertaken, with a frequent and regular public reporting system devised to advise on the progress.
7. Programs for more active participation of individual neighborhoods in addressing their own unique problems should be investigated and developed where practical.
8. Summer programs which employ the youth for enforcement and education in the beach areas and in traffic enforcement have received wide acceptance in the past and should be encouraged.

#### B. PERSONNEL

1. The city should attract quality police personnel, who are educationally qualified, compassionate, socially-conscious, flexible, and friendly, in addition to being professionally qualified. These qualities are necessary at all levels, especially at the leadership levels.
2. More outreach programs within the community are necessary at all personnel levels and citizen levels to encourage fraternization with the citizens who need protection and to instill a more accurate picture of community needs and desires as well as a better understanding of the complexities of law enforcement.
3. Flexibility of personnel in enforcing laws based upon the community's priority needs and desires is needed. The discretionary aspect of law enforcement in this area is extremely critical.

In summary, all of us--the police personnel, the City Council, and the public at large--must become more protective-oriented rather than penalty-oriented, more socially-oriented than physically-oriented, more service-oriented than property-oriented. The use of force, power, authority, and penalty, while necessary at times to counteract what society considers to be criminal acts, is not conducive to the maintenance of lasting peace and security. It is the responsibility of all of us to begin accentuating the positive, creative aspects of law enforcement and criminal justice.

### 3.6 Recreation and Leisure Activities

Leisure activities can be described as: activities chosen by people in the community through which they gain physical and mental wellbeing through relaxation, creative activities, a sense of service, experiencing a change of pace, renewing and increasing social contacts, and adding to their personal knowledge and physical skills.

Recreational activities and leisure opportunities take place in a variety of ways: both sponsored and unsponsored. Sponsored activities are those offered by the City Recreation Department, school district, various civic, fraternal and social organizations,<sup>2</sup> and private enterprise. Unsponsored activities are those in which people spontaneously participate, either through self or peer group motivation. These activities are often generated by the cultural tradition and resort atmosphere of Laguna Beach.

In developing recreational activities and leisure opportunities, consideration must be given to the needs of individual and combined ages and groups, families, social groups, and the community as a whole. Because of Laguna's unique topography, special consideration must be given to the location, accessibility and intended use of existing and proposed parks and recreational facilities.

Priorities for meeting the various recreational needs of the community are:

1. Develop a permanent center for senior citizens which would offer recreation and leisure activities, and social services such as health, financial and legal aid. This concept could include a mobile unit for neighborhood service. This service might offer: health information, identification and prevention of minor physical ailments, and referral

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2. See Recreation Dept. Schedule of Activities, Adult Education Schedule of Classes, and Chamber of Commerce listing of Laguna Beach organizations.



to appropriate services. The mobile unit might also include a mini-library, general community information, and be a source sensitive to changing needs.

2. There is lack of identification and communication concerning youth needs. The coordination and publicizing of new and existing activities and provision of youth-oriented information and services could be facilitated by a mobile unit. This unit would also provide a method of monitoring the ever-changing needs and available opportunities.
3. Skate-boarding and bicycle riding are major recreational activities in Laguna Beach. Due to the high accident risk, it is recommended that areas be designated for skate-boarding and bike lanes provided.
4. Coupled with the above, there is a need to develop a safety curriculum which would include proper use and care of skateboards, bicycles and mini-bikes, water safety, pet care and awareness of animal-related dangers, and information regarding municipal codes which might affect youth.
5. There is a need for small neighborhood parks and safe play areas. It is recommended that this need be assessed and plans be developed for satisfying this need.

### 3.7 Transportation Services

Transportation systems in Laguna Beach serve not only the year-round residents, but also the summer population, the tourists, and the through traffic. Transportation systems affect the environment, the accessibility and attractiveness of Laguna Beach for visitors, and the mobility of the population.

The automobile is the primary mode of transportation in Laguna Beach,

because of its many advantages. It is fast, and offers convenience, privacy and freedom. The automobile has dictated patterns of development in the area. Homes, jobs, shopping and recreation areas have been built within driving distance of one another. Laguna's residents rely on automobiles and automobiles bring thousands of tourists to the city in the summer.

Heavy automobile traffic degrades the environment and takes away from the village atmosphere of Laguna Beach. Automobiles generate most of the air pollution, and produce noise, vibrations, and exhaust fumes which affect the health of those exposed. This discourages travel by pedestrians and bicyclists, who want a safe, clean environment.

The driving sector of the population is extremely mobile. However, those who cannot or do not drive, do not enjoy this same mobility. They are dependent upon secondary means of transportation: city and county bus lines, walking, and bicycles. Laguna Beach is fortunate in having a municipal bus line which serves all major portions of the city, and county bus line service.

The Transportation Element<sup>\*</sup> stresses the need for broader public transportation facilities to serve all groups in the community, particularly the young and elderly who do not normally have access to automobiles. Underlying the policies of the Transportation Element is the need to reduce our dependence upon the automobile, the major contributor to smog and the most significant consumer of space in our urban areas: space which might otherwise be used for more creative and productive human endeavors.

Priorities in the area of transportation are:

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\* Laguna Beach Transportation and Circulation Element, adopted April 17, 1974.

1. Encourage residents with differing ages, lifestyles and income levels to apply to the City Council for membership on the Parking, Transportation and Circulation Committee, so that the committee will represent a spectrum of needs in the community.
2. Attention must be given to repair of existing sidewalks, building ramps from street to curb, and the installation of benches throughout the city.
3. Make an assessment of traffic light location and time length of existing signals to insure safe crossings.
4. Expand transportation system to include innovative programs such as Personal Transit (PT); i.e., Dial-a-Ride System.

### 3.8 The Elderly

The statistics taken in 1974<sup>\*</sup> showed 26% of the population in Laguna Beach area is over 60 years of age. As a result, a special review of senior citizens' needs and resources was undertaken.

Income Level: The 1970 Census figures indicated that 16% of the seniors in the Laguna Beach area were below the poverty level.

Housing: Housing is an over-riding problem, as substantiated by the Housing Element Committee. Many adult citizens below and close to the poverty level have a severe housing problem, but for the elderly it is even more critical. Many older persons do not drive, and some find it difficult to walk or climb, and so location becomes extremely important.

In considering the housing problem in Laguna Beach, there is a particular area of need not being met; i.e., Board and Care Facilities. There are only two in Laguna Beach. One is a high-priced accommodation and would not serve low income residents. The other has just opened to serve four

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\* Council on Aging, Orange Co., 1974 Target Area Demographics.

clients, but it is too new to evaluate.

Transportation: Transportation has improved with the free fare for seniors and more extensive service from O.C.T.D. Reduced fare on the city buses also aids elderly residents, however the problem of servicing those living on hills or at some distance from the bus stops remains.

Social, Recreational and Educational Opportunities: These opportunities are increasing with the advent of expanding programs of the T.L.C. and the recent formation of an areawide senior citizens club. This endeavor is being aided by the Council on Aging, a coalition group aiming to reach as many of the 4,000 plus seniors in the community as possible. The adult education program in the school system is offering more classes with emphasis for seniors. R.S.V.P. is being active in Laguna Beach and hopes to enlarge its service. The library continues to be a big plus for seniors. The shuffleboard and lawn bowling activities are ongoing; however, the cost of the lawn bowling may be prohibitive for some persons wish to pursue this recreation. The Friendship Club for those over 50 years old, sponsored by the Assistance League, is a well-attended card-playing group which meets once a week except for summer months.

What is really lacking is what the County Council on Aging stresses as the real need for cities -- an adequate and permanent center. This could serve as a coordinating and communication center not only for senior participants, but for all groups working in the field of helping the elderly.

This is a priority which grows in importance as more services are accorded senior citizens and as the number of senior citizens continues to increase. One of the frequent requests is for a swimming pool and whirlpool for therapeutic purposes, which could be incorporated in a center. Due to limited finances, such a project seems unlikely at present.

Health: A health survey conducted by the Laguna Beach T.L.C. Program between December 1974 and January 1975 showed that on the whole the seniors questioned feel that health care in Laguna Beach is satisfactory. However, the possible need for a local clinic at which free physical examinations could be obtained should be studied to insure that proper medical services are available to those in need.

The Public Health Department offers most services needed by seniors, especially blood pressure checks and health care counselling. One area which is not covered is senility. Although its cause is physical, it primarily affects the mental health of those afflicted. Neither public health or mental health are prepared to deal with senility, except by reference, yet it is a common and progressive disease of the elderly.

The Visiting Nurse Association functions in the area. Ms. Bemus, Director of Volunteer Action, reports the South County Area is not adequately covered. The Association offers a comprehensive service on a graduated scale. This service includes educating elderly patients to care for themselves, and programs of resocialization and rehabilitation.

#### Legal Aid and Consumer Protection

A companion is needed to assist them in getting necessary papers to the office on time. Follow-through aid is also needed. Legal Advice is available at the Free Clinic for those who are financially unable to

afford a private attorney. Legal Aid is available at a Santa Ana office. A representative of Social Security is in Laguna Beach once a month to help with questions in this field. The Consumer Affairs representative is available once a week.

### 3.9 The Youth

Youth needs are often identified as separate problem areas because one of society's primary functions is to prepare its young for creatively coping with future situations: to perpetuate the species. Youth are our hope for the future and are usually the most visible members of a family or community.

At some point in their life they begin testing not only the principles we have directly taught them, but also those which they have formulated through observation. They need a variety of opportunities in which they may try out their emerging roles on an independent basis. They are often caught at the same time between finding themselves as individuals and also finding their role in a societal framework. It is an especially critical and sensitive period in their lives: too much guidance will discourage self-realization and too much independence increases the opportunity for failures, resulting in depression, lack of confidence, a feeling of non-productivity and purpose. Youth need to explore and to try out emerging roles, yet they also need to be guided by the experience of elders so that in their explorations they do not seriously injure themselves or the remainder of society.

Family dysfunctions or community problems are often acted out by youth. Truancy, running away from home, or hanging around the neighborhood and other areas without noticeably participating in recreation or social activities are often ways in which youth demonstrate the need for community and family support structures. Many youths are referred to Juvenile Hall for status offences such as running away, offences which

are not **crimes** for adults. Social programs to provide alternatives for Juvenile Hall for early offenders and programs to reach youth before they get into trouble seem urgently needed. It is important to recognize, however, that such programs must be directed not toward youth in isolation but toward youth as members of a social network--families, schools, peer groups, neighborhoods, etc.

Throughout the sections on needs assessment preceding this section there have been numerous specific mentions of problems associated with the youth, particularly in connection with preventative health care, mental health, individual and family services, recreation and leisure activities, and justice, rehabilitative, and protection services.

The **specific needs** and programs outlined in those sections will not be repeated here, except to place them in perspective according to basic societal needs of youth. In developing specific programs to meet the needs of our youth, therefore, we need to recognize the dual nature of youth as individuals and also as emerging members of an integrated society. Opportunities for specific programs oriented to youth needs are in the following areas:

1. Provide a wide variety of outlets for creative role-testing.

The schools provide many of these opportunities through elections, special classroom programs, and other so-called "extra-curricular" activities. Organizations such as scouting, boys' clubs and girls' clubs are similar opportunities outside the school environment. More such opportunities could be developed in government and business, similar in nature to Junior Achievement. Adult service clubs could take a more active role in sponsoring such programs.

2. Provide additional places for unstructured and unsupervised testing.

Skateboarding on public streets, spontaneous parties, and similar relatively unsupervised activities are necessary outlets for testing individuality, finding self. Youth will pursue these activities in



spite of efforts by adults to organize them and structure them. There need to be places in the urban fabric which are relatively free from dangers yet which allow youth to experiment with their own perceived capabilities.

3. Provide additional opportunities for service.

Youth, like the elderly, are a resource. Opportunities for the youth to provide service to the remainder of society **need to be developed**, not only to provide more outlets for role-testing, but also to enable us to accomplish things which we could not do alone. The ability to serve develops a sense of importance and builds needed confidence and a sense of purpose.

4. Develop additional educational programs.

In an expanding population and an increasingly complex society, additional roles are created. Educational programs to expose the youth to these new roles need to be developed, not only in the schools, but at all levels of society. Government and business, in concert with the educational system, can develop their own programs which will expose youth to new roles from different perspectives.

### 3.10 Summary of Needs Assessment

Specific needs are listed in each of the assessment reports, but there are also several needs common to all the areas. Meeting these common, interwoven needs is essential. In doing so, the resources, systems and facilities already in the community will be used to their fullest extent, and a system will be developed for dealing with specific social needs, as they arise.

1. Coordination of existing services: services are currently offered by many different groups and agencies. Coordination is needed to prevent duplication and fragmentation of services and to assure that needed services are made available.
2. Inner- and Intra-Departmental Communications: that by improving communications and fraternization within and between different departments and their personnel, the flow of inner- and intra-departmental related information, the over-all productivity, expediency and efficiency are increased, has been an article of faith by business and industrial managers for many years. Coordination within and between departments of regular information disseminating workshops or meetings, (i.e., safety and staff meetings) would be an asset to the City's department efficiency.
3. Community Center: A central place is needed for services to be offered and for a meeting place for people to gather. An adequate and permanent center would serve as a coordinating and communication center not only for individual citizens but for all organizations within the general area. The more services available in one location, the more efficiently the citizens' needs can be met.

4. Information and Referral: An information, referral and follow-up service is needed to assure effective delivery of the available services to the people who are in need.
5. Outreach and Advertisement: An outreach and advertisement program is needed because many people with needs are unaware of the available services. Also, many peoples' skills are untapped because volunteers are not aware of the needs for their talents.
6. Education: Listening to the needs of the residents of Laguna Beach and their ideas for meeting those needs, is a vital part of social planning. If citizens are to participate in this planning process, educational courses and workshops will be needed to make them aware of the implications of decisions, to understand relationships between levels of government, and to transmit knowledge from the universities to the people.

#### SECTION 4.0: IMPLEMENTATION AND ACTION PROGRAM

Many of the needs expressed in this element cannot be met immediately, or by the city itself. It is not the intent of this element to obligate the City itself to directly provide those needed facilities and services identified as unmet needs, but rather to identify them and coordinate the efforts of other agencies, both public and private, as well as individuals.

##### **4.1 Establish and Appoint a Representative Human Services Committee.**

This committee should focus on prioritizing and implementing the needed human services of the community. All referrals from the public and private sector should flow through it. It should present appropriate requests and solutions to the City Council. Its specific functions could be quite varied and diverse, but should include the following:

- \* outline an annual work program to implement this element and seek assistance to accomplish this.

- \* seek both internal and external cooperation to meet the needs established in this element.
- \* seek private funding and extend existing resources.
- \* develop a program for a community center to serve the needs of the community.

In order for the Human Services Committee to function effectively and efficiently, it is recommended that it be comprised of people with a broad perspective on community problems who have both specific talents and are able to tap resources within the community.

#### 4.2 Establish an Appropriate Staff Position.

This position is proposed in the Housing and Community Development Bloc Grant as part-time for the first year. This position is essential to develop a local Human Service Coordination Program and to serve as a linkage between the committee, officials, staff and community. The following functions should be assigned to this position, inclusive and not exclusive:

- \* assist and advise the Human Services Committee and its community resource arm as necessary, and respond to the committee's identification of issues and needs.
- \* advise appropriate committees and staff as necessary.
- \* seek public funding and cooperation, to meet the needs established in this element.
- \* keep abreast of related legislation, new trends in human affairs, and potential cooperation with other agencies.
- \* develop and update a community service information and referral system.

There should be sufficient staff. This position can coordinate well the various Human Service programs and activities now administered by city departments. Furthermore, it will enable other city departments to be made aware of the social impact involved in their programs. In time, the effectiveness can be evaluated to determine whether a separate Human Affairs Department should be created and staffed full-time.

#### 4.3 INITIAL PROGRAM

Section 3.0 set out certain needs and suggested actions. The committee and the appropriate staff will need to establish the first year's work program as their first task. Each year thereafter, as part of the city budget process, an operational and implementation plan for social services should be developed, including funding sources. At the present, the following priorities are suggested as guidelines for the first year's program:

- \* Coordinate and establish regular workshops or meetings for developing and maintaining inner- and inter- departmental communication as is needed to improve the overall understanding and the information flow between city employees on the organizational structure, functions, programs and projects in operation, and commissions, and committees of the different departments.
- \* Acquaint himself with all available resources and coordinate them.
- \* Establish an information-giving referral service whereby persons in need may be directed to appropriate resources, where resources may advertise their services and where unmet needs may be gathered.
- \* Set up a comprehensive day care center which includes an enrichment program.

- \* Set up interim centers for youth, young adults, families and elderly  
In which specific programs for their various needs may be developed.
- \* Start a program and plans toward the development of a community center or an equivalent.
- \* Monitor the development of emergency transportation services.
- \* Assist the Housing Committee to help meet some of the housing difficulties of the community.
- \* By the end of the first year, or sooner if indicated, make a thorough evaluation to see what has been accomplished, what changes should and could be made, and what direction the Committee should take for the following years.