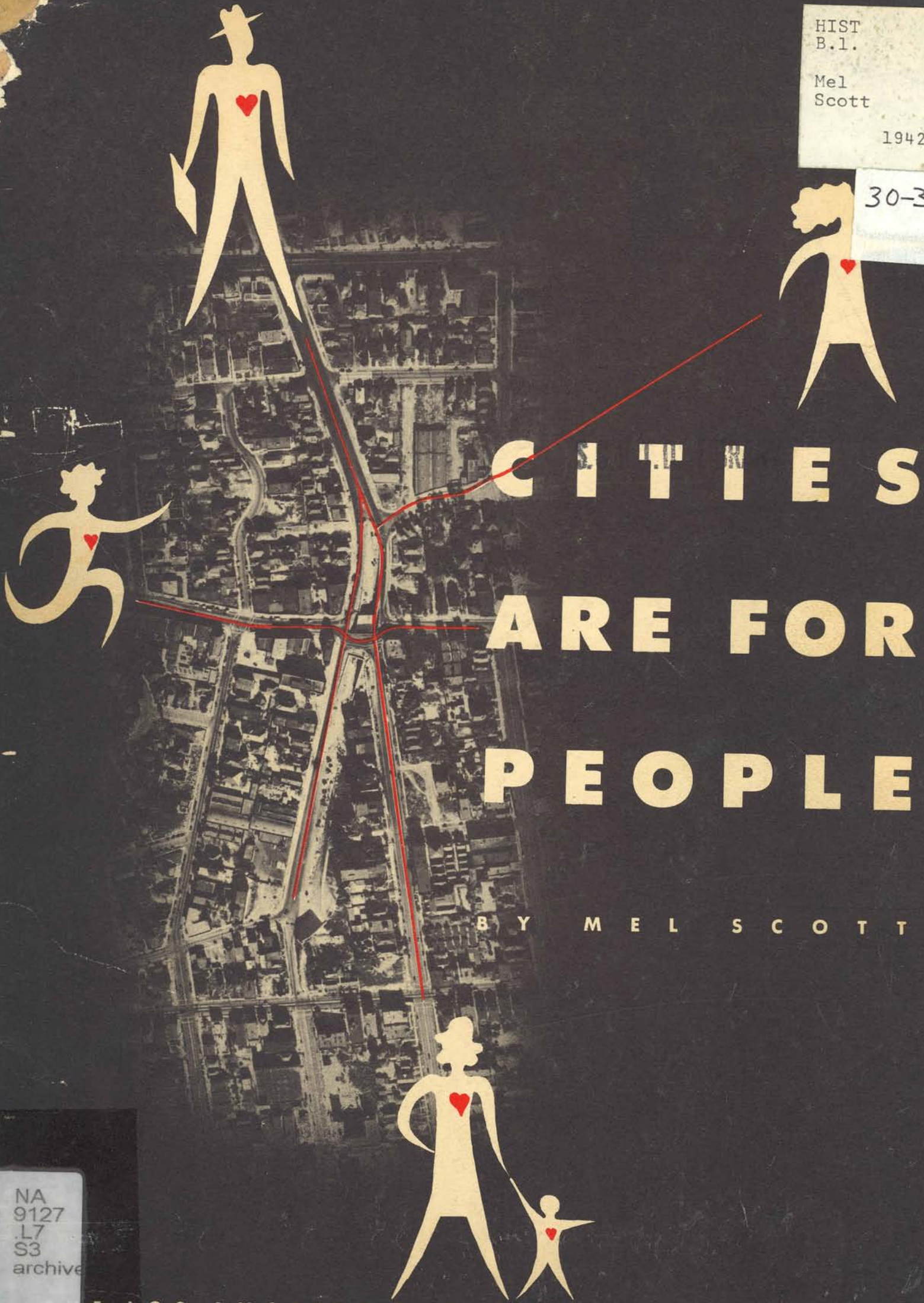


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THE LOS ANGELES REGION PLANS FOR LIVING

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**C I T I E S  
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THE LOS ANGELES REGION PLANS FOR LIVING

B Y M E L S C O T T

DESIGNED BY ALVIN LUSTIG WITH DRAWINGS BY BOB HOLDEMAN  
PUBLICATION XXI OF THE PACIFIC SOUTHWEST ACADEMY  
LOS ANGELES, CALIFORNIA, NINETEEN HUNDRED AND FORTY-TWO

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## F O R E W O R D

Community planning deals with problems—and with opportunities. Our planning in the Los Angeles Region must concern itself not so much with problems as with opportunities, for here the opportunities are greater than elsewhere. Nature has given us an exceptionally beautiful environment in which to build our cities. Time and place have contributed to an outlook that welcomes the new and promising. We live closer to the frontier of the imagination than most people. We have the courage to attempt the seemingly impossible, as we demonstrated when we brought water across deserts from distant mountains and rivers. Once we direct this masterful spirit to the improvement of our community on a grand scale, there is no limit to what we can achieve.

Indeed, the beginnings of the community of tomorrow are already before us. Two links of a great parkway system that some day will unite all parts of the Region have been built, the Arroyo Seco Parkway and the Cahuenga Parkway. Several examples of neighborhoods designed for maximum safety, health, and sociability have been created: Wyvernwood, Baldwin Hills Village, and such public housing projects as Ramona Gardens, Carmelitos, Pueblo del Rio, and Rancho San Pedro. Here and there old, run-down sections have been cleared to make way for modern multiple dwellings surrounded by light and air. Throughout the region in recent years large recreation centers, surpassing anything formerly dreamed of, have been opened. All these improvements foretell larger developments that will make our metropolitan area more efficient, livable, and beautiful.

The need now is to relate all further improvements to broad, regional plans so that every street, home, park, and public building may form part of a completely harmonious community.

This book champions no specific plans. It urges all citizens to participate equally in community planning, since only those plans which represent the aspirations of the great majority of citizens succeed ultimately in a democratic society. Each of us has a civic responsibility to study the community carefully, learning its good points and its bad. Only by seeing the community as it really is can we hope to improve it. Only by pooling our ideas and our knowledge can we develop plans that will present to each citizen his proper role in upbuilding the Los Angeles Region.

## A C K N O W L E D G M E N T S

If memory serves, it was Benjamin Franklin who said that if you would win the friendship of a man, you should ask him to do you a favor. In writing this book, the author would like to think that he has formed a number of new friendships and strengthened several old ones, for certainly he has asked a great many persons to do him a great many favors.

He is deeply grateful to the Pacific Southwest Academy, Mr. Raymond G. McKelvey, President, for giving him the opportunity to prepare for general and for school use a volume based in part on the Academy publication, *Los Angeles: Preface to a Master Plan*.

To The John Randolph Haynes and Dora Haynes Foundation, Mr. Francis H. Lindley, President, and to the members of the Los Angeles Planning Committee of The Foundation he is indebted for their very sincere interest in sponsoring the publication of the book as a service to the community. Dr. Charles Grove Haines, chairman, Dr. Remsen D. Bird, and Mrs. Walter Lindley, the committee members, long have appreciated the importance of introducing the subject of planning for the Los Angeles Region to a new generation of citizens, the young men and women who will face the problem of improving their community so that it may continue to grow and develop.

To Miss Anne M. Mumford as a member of the Pacific Southwest Academy and Executive Secretary of The Haynes Foundation, the author is especially grateful for advice, encouragement, and assistance on a thousand details. But for her unselfish efforts, this book could never have been published.

The author wishes to thank Mr. L. Deming Tilton, Counselor on Planning for The Haynes Foundation, for excellent suggestions regarding content and organization of the volume.

From the beginning, Mr. Vierling Kersey, Superintendent of the Los Angeles City School System; Mr. William B. Brown, Director of Curriculum; and Mrs. Rose T. Stelter, Supervisor of Social Studies, have aided preparation of the book by suggestions and criticisms, but most of all by their enthusiastic and progressive reception of the idea of producing a volume that would clarify for students the aims of planning in the Los Angeles Region.

Dr. Paul Hanna of Stanford University generously offered advice on treatment of subject matter after reviewing the outline of the book.

From discussions of planning with members of Telesis for the Los Angeles Region have come many ideas incorporated in this book.

Dr. Arthur G. Coons of Claremont Colleges; Mr. Ruben W. Borough, Commissioner of the Los Angeles Board of Public Works; Mr. Ronald Ketcham of the Bureau of Governmental Research of the University of California at Los Angeles; and Mr. Glenn M. Desmond, Publicity Director of the Los Angeles Department of Water and Power, all contributed valuable material for various chapters.

A special word of thanks is due Dr. Malcolm Bissell for reviewing Chapter I.

Mr. Milton Breivogel and Mr. Huber Smutz of the Los Angeles City Planning Department and Mr. Werner Ruchti and Mr. Tom D. Cooke of the Los Angeles County Regional Planning Commission staff offered numerous helpful suggestions after reading the book in manuscript.

The debt of the author to Miss Helen Riter of The Haynes Foundation, who prepared the manuscript in final form, read proof, and assisted in other ways with the publication, is not the less great for being mentioned last. Miss Mary Jane Park, Librarian of The Haynes Foundation, assisted in gathering material for the book. —MEL SCOTT, April 20, 1942

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## LAND OF PROMISE

It is early summer in 1769. In all Los Angeles County—or what is to be Los Angeles County—there is not a single white settlement. On the banks of the Los Angeles River stands Yang-na, one of 28 Indian villages in the region. But soon Spaniards under Captain Gaspar de Portolá will pass this way, and a few years later other Spaniards will found a pueblo where Yang-na stands—El Pueblo de Nuestra Señora la Reina de Los Angeles de Porciúncula. Gradually the Indian villages will disappear, and white men will transform the beautiful, sunlit country.

What is it like, this serene, remote land? What is here that gives promise of great developments to come? What is here that will delight future generations of men? And what is here that will cause them sorrow and trouble?

There are no limitations upon imagination. We can turn time backward if we like, and we can sail into the bright sky above this sleeping land in a modern airplane if it pleases our fancy. Suppose we view this last frontier of the dying Spanish empire from a height of 10,000 feet above what is to be Griffith Park.

To the west lies a low range that men some day will call the Santa Monica Mountains. To the north rises a wall of higher mountains, destined to be called the San Gabriel Mountains, and beyond them stretches a desert, shimmering in the heat. Thousands of antelope roam this area, which Americans will name the Antelope Valley. Eastward the barren summit of the peak that we know as Old Baldy, or Mt. San Antonio, shows faintly against the blue. Below us a plain sweeps to the ocean, southward and westward. And far on the horizon two islands, which the Spaniards will christen San Clemente and Santa Catalina, seem floating in a drowsy haze.

# This could be a kingdom,

this mainland and the two nearby islands. If it were in Europe it would be a small country, with a language all its own and a government represented by ambassadors in many courts, for this area, the county that we know, is large. On the Atlantic seaboard colonists who are growing rebellious against King George III soon will create two states, Rhode Island and Delaware, that could be placed within this area.

Only about one-fourth of the area will be settled, however. The Santa Monica and San Gabriel Mountains cover nearly half the territory, while the Antelope Valley, mostly unsuitable for cultivation, covers nearly one-fourth. Ninety-nine per cent of the future population will be concentrated on the flat or rolling plain beneath our airplane.

This flat land is divided by the mountains into three sections. On the west is a valley enclosed by the San Gabriel, Santa Monica, and Verdugo Mountains. Here the Spaniards will build a mission, naming it after a saintly king of Spain—San Fernando Rey de España. On the east is another valley, in which the San Gabriel Mission will flourish. The San Gabriel Mountains and two arm-like belts of hills form this valley. The balance of the lowlands is a great plain that extends southward into what will be Orange County.

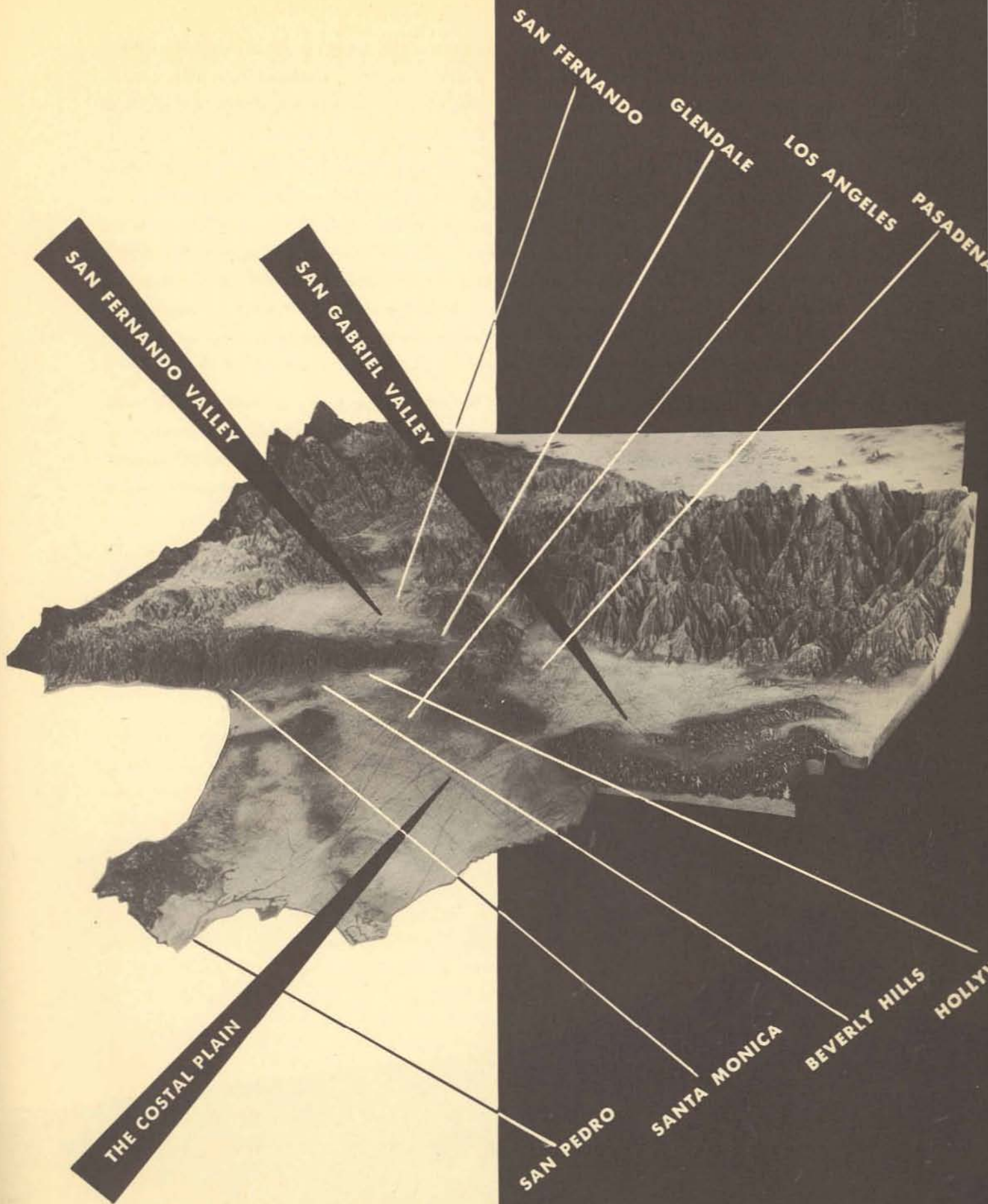
The two valleys and the portion of the plain that will be included in Los Angeles County cover approximately 1,200 square miles—12 times the area of the capital city that the Americans are going to establish on the banks of the Potomac and name for their revolutionary leader, Washington.

## HIDDEN WATER

There is room here for a great population, but this is arid country—beautiful but apparently lacking in water resources. No large lakes are to be seen and not a single large river. Yet at times during the year heavy rains must fall on this land, because there are rock-strewn channels in the valleys and on the plain, while toward the sea there are extensive marshes. Small streams, fed by springs, glisten in the three main channels, known to us as the Los Angeles River, the Rio Hondo, and the San Gabriel River.

We view this land with the knowledge of twentieth century men, however, and we foresee the day when thousands of artesian wells will gush forth in the valleys and on the plain. For there is abundant water here. It is stored beneath the surface of the earth in vast natural reservoirs.

During the winter considerable rain falls in this country. At the beaches it is about 10 inches in a season, in the center of the plain 15 inches, near the mountains 20 inches, and in the higher mountains 30 inches or even much more. Beyond the mountain crests it drops to 5 inches or less in the Antelope Valley. Much of this rainfall runs off, swells the river channels, overflows into the marshes or empties into the ocean. But a large quantity percolates

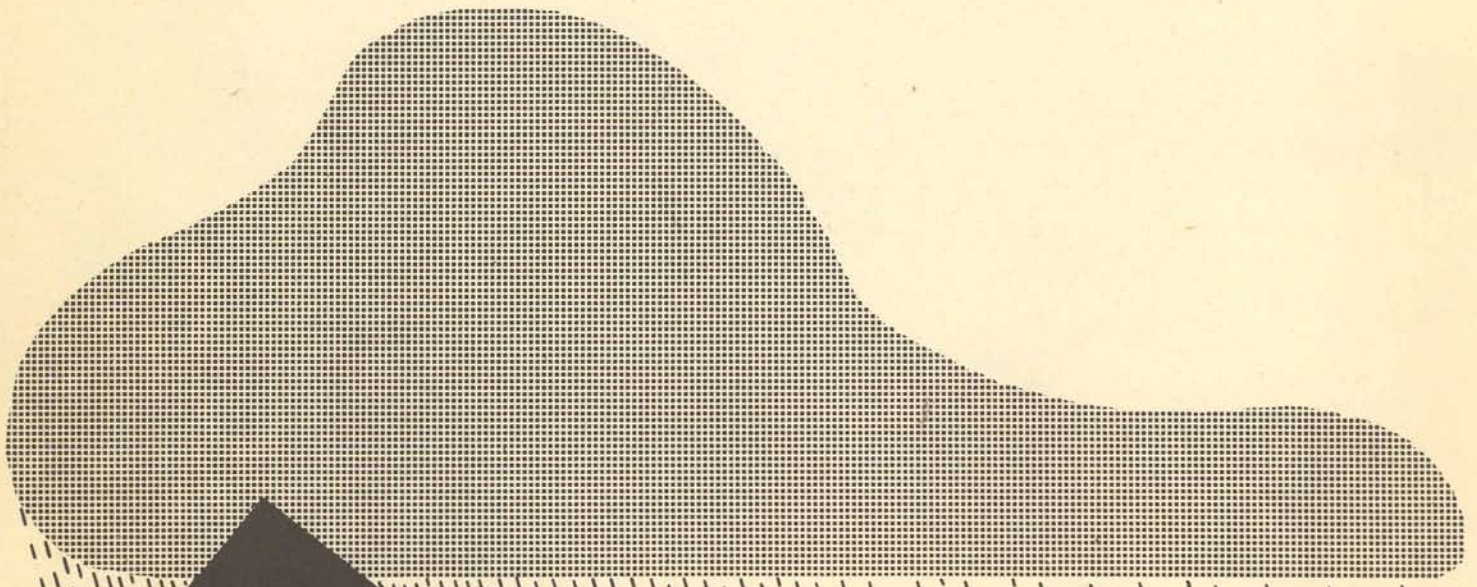


Photograph by Department of Forester and Fire Warden

through the porous ground and is stored in millions of tiny spaces or voids between boulders and gravel and sand. In these times, when no white man has yet tapped these subterranean reservoirs, they probably contain enough water to cover the entire lowlands to a depth of 8 feet.

Let us fly above the mountains and look down into the canyons. The steep slopes are clothed with a thick mantle of chaparral or scrub oak, fated eventually to be burned over in many places by careless white men. Stream beds appear through the alders and sycamores in the canyon bottoms. These water courses are dry now, but there is evidence aplenty that during winter storms the water rushes down the canyons with great force, tearing boulders and trees from the mountain sides and flashing through the washes in the valleys with sudden fury. Misfortune awaits those who fail to read the records of these floods: the rock-covered areas, the sandy stretches, the piles of dead trees and brush among the boulders.

In this year 1769 the region is at peace. It has no flood problems, no water supply problems. The Indians have built no roads, no bridges, no homes in the path of the floods. The water that flows in the river channels in summer is sufficient for all their needs. Only when white men arrive in numbers will floods and the question of water supply become serious matters.



5 INCHES IN ANTELOPE VALLEY

30 INCHES IN THE MOUNTAINS

20 INCHES NEAR THE MOUNTAINS

15 INCHES IN THE PLAIN

10 INCHES AT THE BEACH

## FERTILE WILDERNESS

Turning toward the coast, we fly over thousands of acres that some day will be green with crops. At one time most of these lowlands were covered by the sea. Then gradually the land was uplifted and the sea withdrew. For centuries after that streams washed sands, gravels, and clays down from the mountains and deposited them upon the surface left bare by the retreating sea. The land thus formed is rich and loamy, and needs but water to produce every kind of fruit, vegetable, and grain, although now it is covered mostly with sagebrush and grasses. Here and there we observe large stands of oak, vineyards of wild grapes, and tangles of wild rose bushes in full bloom.

The sun that bathes this land is mild the greater part of the year, and the light is intense and clear. Men will praise this sunlight throughout the world. The Spaniards will be reminded of the southern shores of their homeland, and future generations will talk of "Mediterranean climate."

From all over the earth settlers will bring choice plants to this region—plants that are so common we think of them as always having been here. But from our airplane on this day in 1769 we can see no eucalyptus trees, no pepper trees, no olive, orange, or lemon trees. Nowhere is there a deodar cedar, an acacia, or a jacaranda. It will be decades before hibiscus, bougainvilleas, poinsettias, wistaria vines, and red-berried shrubs from the Orient brighten the landscape.

Yet this untouched country is magnificent. As we near the coast and look back toward the mountains, we are awed by its spaciousness, its blue distances, its deep tranquillity. Wide beaches curve beneath us, miles and miles of tawny sand and scalloped whiteness bordering the sea. Nature has made this a veritable paradise, but will men cherish it? What will civilization do to this country?

In a short time the whales along the coast will be practically exterminated. Russians and Americans will kill off the sea otters. Seals will remain only in small numbers. The marshlands will be drained and ducks will all but disappear. Other changes will take place.

## WEALTH UNSEEN

But let us speed on, following the coast, then flying inland as we near the hills that the Spaniards will call Palos Verdes. On the coastal lands beneath our plane oil derricks some day will cluster as thick as stubble in a field. Deposits of "black gold" and natural gas are stored deep in the earth, their presence indicated only by a blackish pool some miles inland—the La Brea Pits. The first Spaniards to traverse the region will discover these pits, and one of them, a Franciscan priest by the name of Father Juan Crespi, will write in his diary of "some large marshes of a certain substance like pitch . . . boiling and bubbling . . ."

The oil deposits, like the underground reservoirs, are huge, but no matter how large, must

some day become exhausted. Men who waste this store of black wealth, or rather the descendants of the men who waste, will regret.

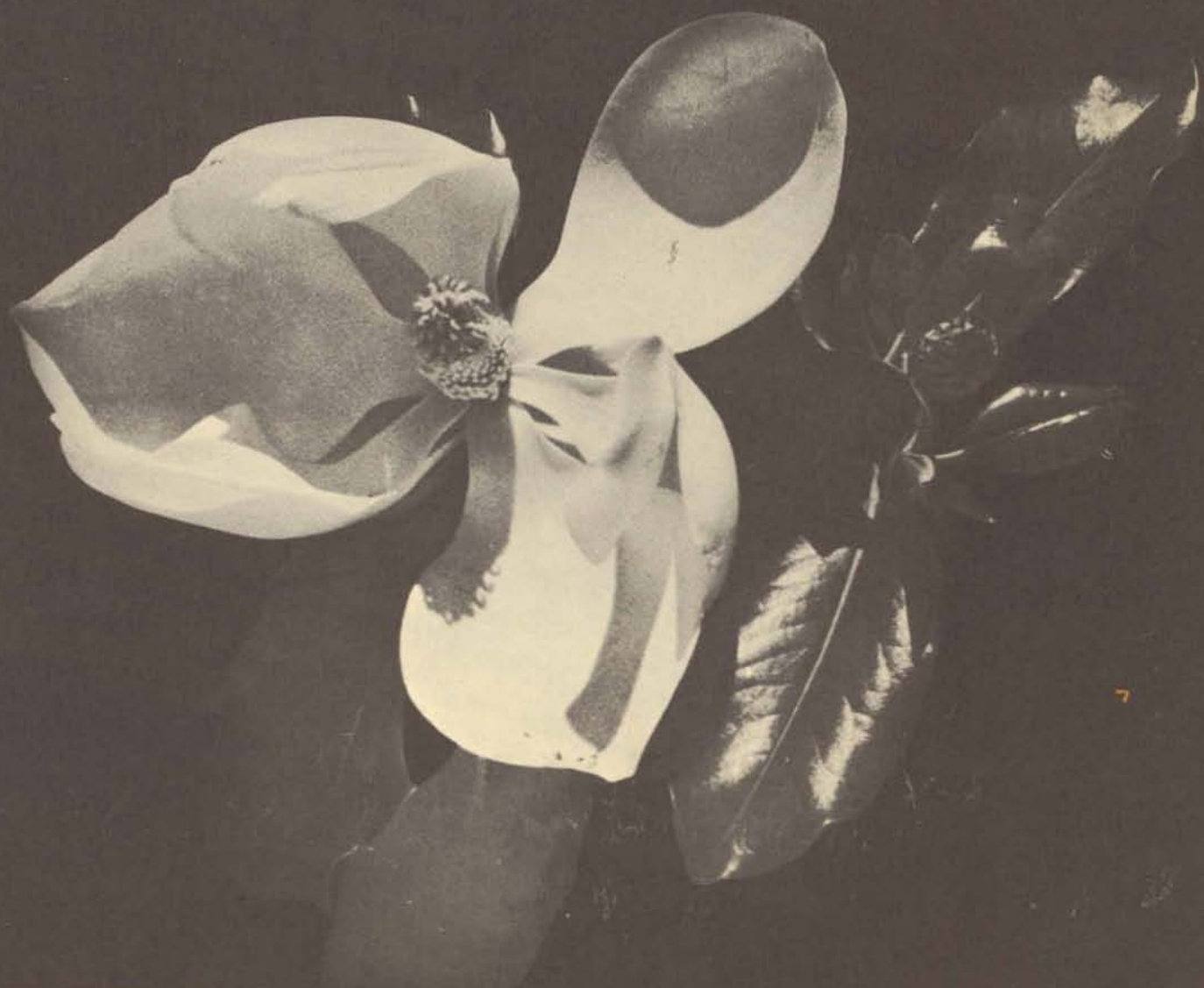
South of the Palos Verdes we pass over a bay that Juan Rodriguez Cabrillo entered in 1542. He called it the Bay of Smokes because of the many Indian campfires he saw along its shores. A century and a quarter later we still find Indians in the vicinity. Here will be built a harbor. An island in the bay will be blasted away, a breakwater will be constructed, the marshy inlets will be dredged, and great trans-Pacific liners some day will dock here. This will be San Pedro.

A little farther on we note a low, dome-like hill that is to be known as Signal Hill. It is interesting not only because in the future it will bristle with oil derricks, but because it bears some relation to a natural phenomenon of this region—earthquakes. Inland rise other low hills, in a line running northwesterly toward the future city of Beverly Hills. These hills mark an oil belt, also an earthquake belt. They lie along a fault line, or fracture, along which slipping is taking place. Sudden slipping is the cause of earthquakes. Towns built near fault lines in the years to come will experience frequent tremors, sometimes severe shocks.

There are other fault lines, or rifts, in the region, most of which future geologists will discover. A few rifts far below the surface probably will remain uncharted. The settlers destined to live here unwarily will build houses, tunnels, sewers, gas and water mains on some of these faults, learning through misfortune to heed Nature's own disaster warning signs.

These structural flaws in the region cannot, however, destroy the impression that we have gained of a land richly endowed with resources of climate, soil, petroleum, and scenic variety. White men will find here the natural wealth with which to develop a civilization capable of benefiting everyone. How wisely will they use these resources? How long will it be before great cities flourish on the plain and in the valleys?

We know, of course, that it will be more than a century. Suppose we turn time forward, land our airplane, and visit Los Angeles in the days when it was still a frontier town . . . just before the coming of the railroads.





# THE GRAND CHANGE OF YOUR LIFE

TO INVEST IN LOS ANGELES,  
THE METROPOLIS OF SOUTHERN CALIFORNIA.

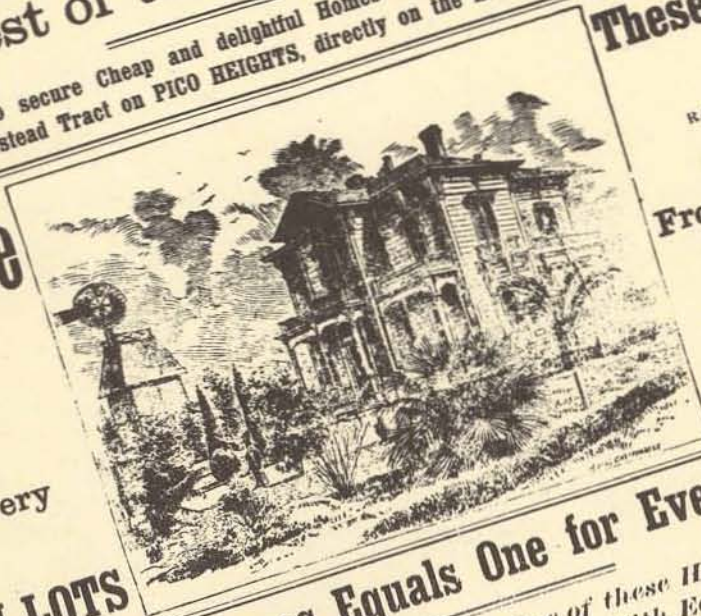
Los Angeles to have the First Electric Rail-  
way west of the Rocky Mountains.

An Unparalleled opportunity to secure Cheap and delightful Homes on the INSTALLMENT PLAN in the Electric  
Railway Homestead Tract on PICO HEIGHTS, directly on the Line of the New Road.

**One House**

GIVEN

With every



**These Houses**

RANGE IN VALUE

From \$600 to \$4000

**FREE**

With Each Eleven Lots

**ELEVEN LOTS**

The Number of Houses Equals One for Every Eleven Lots.

Every Lot Purchaser has a Chance to Secure One of these Houses. **\$10 Worth of Tickets on the Electric Railway Given With Each Lot Sold.**

Price of Lots \$290. Only \$20 required down, balance in Monthly Payments of \$10 without interest. These Houses are located in the Most Healthy and Desirable portion of the City.

**CHARMING VIEW!**

**PURE WATER!**

**NO MALARIA!**

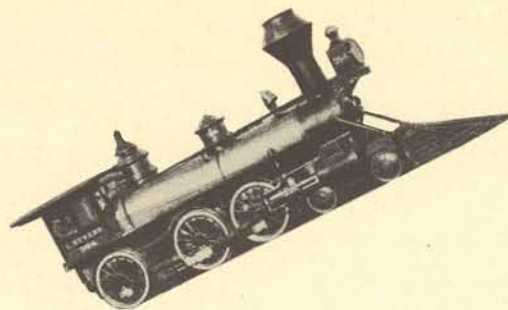
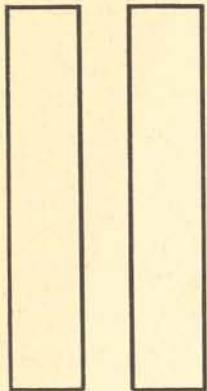
**GOOD SOIL!**

Every portion of the tract is available for homes. Each Lot, without the improvements, is worth the money asked. In six months this property will double in value. Many who buy now will secure lots which, with the improvements, will be worth on the completion of the road, from one to five thousand dollars each. Property in other and less favored portions of the city sold at higher prices than are now being asked in this Tract, and investors then in some cases have realized more than quadruple the original sum expended.

The road is now being built, and the Association offers to make, if desired, the conditions of the agreement between lot purchasers such that if their projected improvements are not carried out the money paid in will be refunded. The terms of payment are so easy that all can safely invest; a trifling investment.

The deeds for the property are held for the Association, by F. C. Howes, Cashier of the Los Angeles National Bank, as Trustee. Lots will be distributed by mutual agreement, as in the Childs and Urnston Tracts. Books are now open for subscribers at the office of the Electric Railway Homestead Association, Room 8, Schumacher Block. Parties who desire to make an investment in Los Angeles real estate will find that this opportunity will fully bear investigation. One fact should be borne in mind, and that is that this Association fully guarantees that all the improvements proposed will be carried out. They will do the work themselves, and will not have to depend upon outsiders as has been the case with other distribution associations. Shares are rapidly being taken. Secure one before it is too late.

**The Electric Railway Homestead Association,**  
Room 8, Schumacher Block, opposite the Post-office, Los Angeles, Cal.  
**W. S. CARSKADDON, Manager**



## PUEBLO TO BOOM TOWN

In 1870 Los Angeles was a dusty little town with a population of 5,614. Ever since the Gold Rush it had been the haven of desperadoes who had fled from the tough mining towns of northern California to avoid being hanged. Killings, legal hangings, and impromptu executions had been the order of the day. But now the community was beginning to lose its frontier character and to yearn for respectability and increased opportunities to trade with the outside world.

Leading citizens watched with interest the building of the Southern Pacific railroad southward from San Francisco, metropolis of the West, through the San Joaquin Valley. Perhaps this railroad, connecting with the transcontinental line to San Francisco completed in 1869, would provide Los Angeles with a route to the East. To their dismay, however, the hopeful citizens learned that engineers for the Southern Pacific considered Los Angeles so unimportant that they proposed to lay the route across the Mojave Desert to San Bernardino, and from there to Yuma, Arizona. At that point it would connect with another railroad being extended westward from the Mississippi country.

The prospect of being passed up was a blow to local pride. Los Angeles hastily expressed a desire to become at least a tank town on the railroad. The Southern Pacific countered with a proposition asking a bonus of \$610,000, a right of way, 60 acres for a depot, and the little railroad that began operating in 1869 between Los Angeles and San Pedro. After much debate the voters agreed to it (1872).

In 1876 the first train rolled in from San Francisco. At last Los Angeles was linked to the great world beyond the Rocky Mountains! Gone were the days of the stage-coach. Now great things would happen.

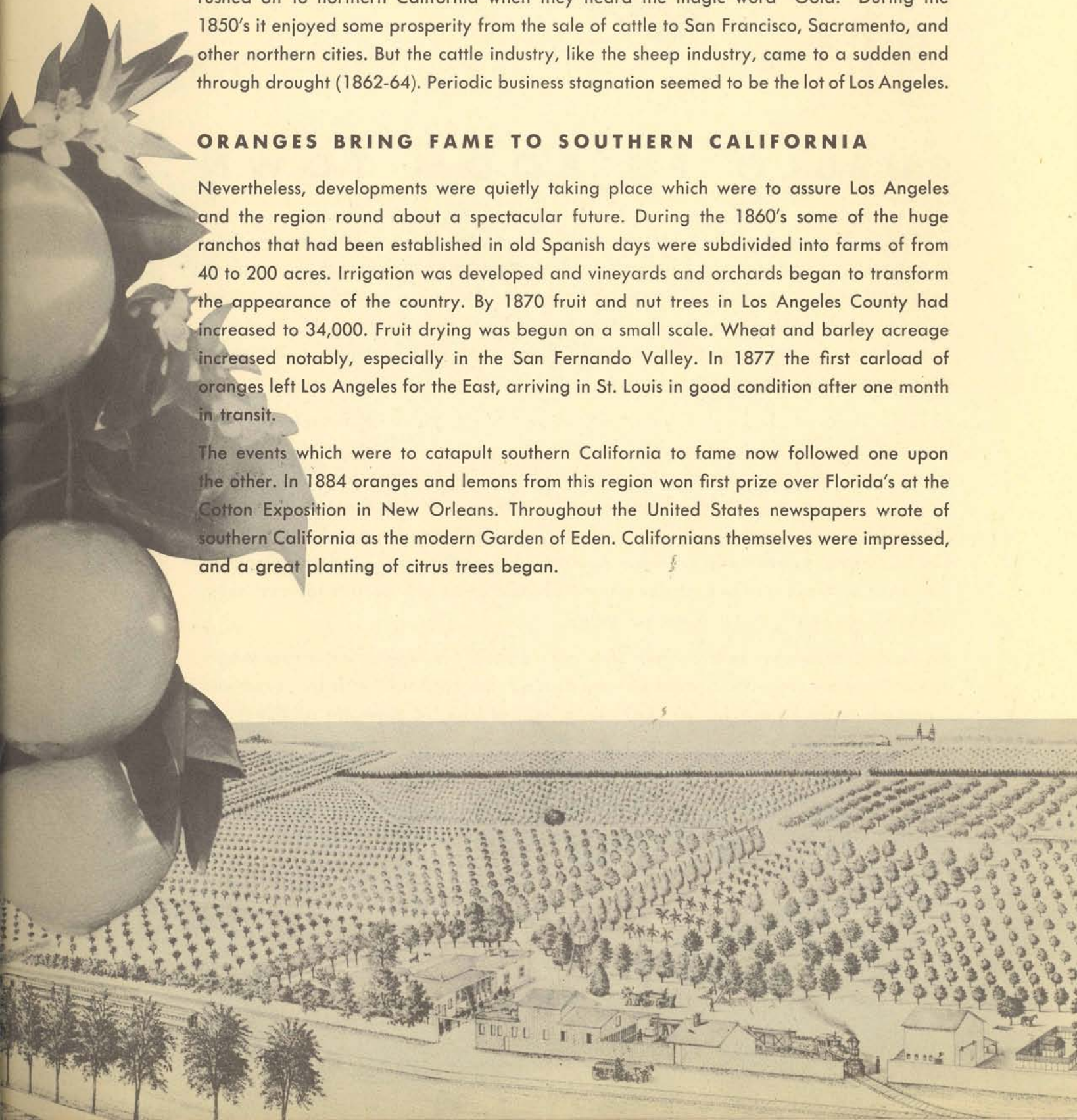
Instead, hopes were dashed. Only a few tourists arrived. New markets for the agricultural products of the surrounding country—sheep and wool, wine, olives—failed to materialize according to expectations.

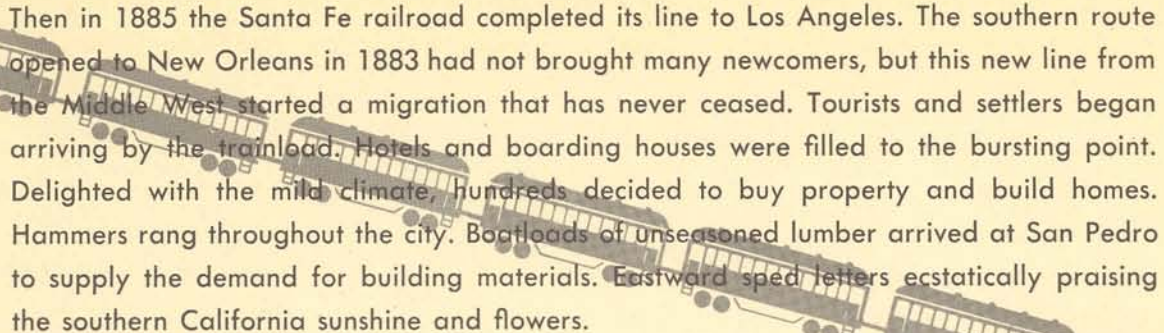
The following year a severe drought wiped out the sheep raising industry, which had begun about 1870. Times were hard. It looked as if Los Angeles never would amount to much. For a century it had drowsed along as a mere pueblo, first under the Spanish flag, then under the Mexican, and since 1847 under the American flag. At the time of the American occupation it had been the largest community in California. Then hundreds of its people rushed off to northern California when they heard the magic word "Gold!" During the 1850's it enjoyed some prosperity from the sale of cattle to San Francisco, Sacramento, and other northern cities. But the cattle industry, like the sheep industry, came to a sudden end through drought (1862-64). Periodic business stagnation seemed to be the lot of Los Angeles.

### **ORANGES BRING FAME TO SOUTHERN CALIFORNIA**

Nevertheless, developments were quietly taking place which were to assure Los Angeles and the region round about a spectacular future. During the 1860's some of the huge ranchos that had been established in old Spanish days were subdivided into farms of from 40 to 200 acres. Irrigation was developed and vineyards and orchards began to transform the appearance of the country. By 1870 fruit and nut trees in Los Angeles County had increased to 34,000. Fruit drying was begun on a small scale. Wheat and barley acreage increased notably, especially in the San Fernando Valley. In 1877 the first carload of oranges left Los Angeles for the East, arriving in St. Louis in good condition after one month in transit.

The events which were to catapult southern California to fame now followed one upon the other. In 1884 oranges and lemons from this region won first prize over Florida's at the Cotton Exposition in New Orleans. Throughout the United States newspapers wrote of southern California as the modern Garden of Eden. Californians themselves were impressed, and a great planting of citrus trees began.





Then in 1885 the Santa Fe railroad completed its line to Los Angeles. The southern route opened to New Orleans in 1883 had not brought many newcomers, but this new line from the Middle West started a migration that has never ceased. Tourists and settlers began arriving by the trainload. Hotels and boarding houses were filled to the bursting point. Delighted with the mild climate, hundreds decided to buy property and build homes. Hammers rang throughout the city. Boatloads of unseasoned lumber arrived at San Pedro to supply the demand for building materials. Eastward sped letters ecstatically praising the southern California sunshine and flowers.

### KANSAS CITY TO LOS ANGELES FOR \$1.00

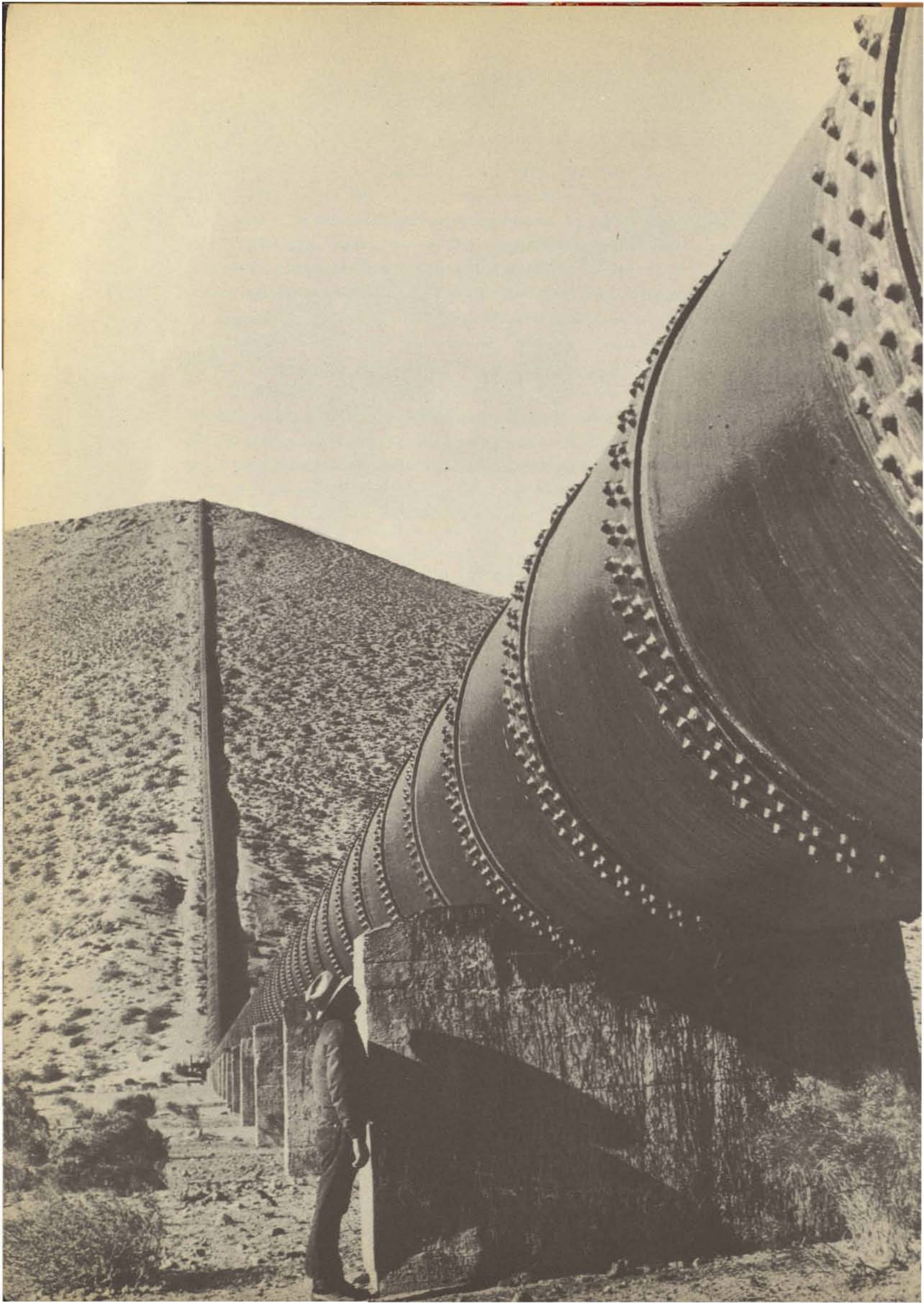
Soon a rate war between the Santa Fe and Southern Pacific raged, with the price of tickets dropping from \$100 to \$50 to \$25.00 . . . down, down, until one day in the summer of 1886 tickets from Kansas City to Los Angeles sold for only \$1.00. A thousand newcomers a month poured into the city. As they got off the trains, many of them jubilantly burned their return tickets. Bewildered and astonished, Los Angeles wondered how it could accommodate this flood of immigrants.

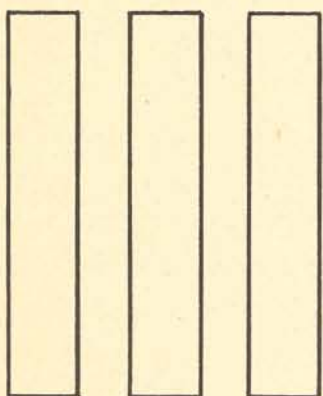
Presently the boom assumed a new phase. Feverish speculation in real estate began. Along the Santa Fe tracks between Los Angeles and the San Bernardino County line, a distance of 36 miles, 25 new town sites were laid out. And presto, almost all the lots in these miraculous communities were sold. Other sagebrush towns mushroomed up all over the county. New arrivals bought town lots, sight unseen, in river beds and on mountain tops; and high-pressure scoundrels pocketed the change. Brass bands, free lunches, and fantastic oratory added to the delirium.

When it was all over, in the summer of 1888, Los Angeles had become a city, a very young city with a population of nearly 50,000. Gone forever was the old, leisurely pueblo. Land all around the city had been marked off into streets running checkerboard fashion, in some places up steep hills and down ravines. Vineyards and orchards had been cut up into lots. The seeds of many later planning problems had been sown.

But in general the boom helped the city and the entire county. To be sure, many people lost heavily. Yet no banks failed and there was no depression afterward. One by one the towns founded on sheer speculation reverted to the sagebrush. Rascally "boomers" departed. Hotel owners accepted their disappointment over the failure of another tourist influx to materialize, while wise citizens welcomed the continued arrival of a new group of genuine home seekers. People generally set about building a community with solid foundations.







## **S P A D E W O R K**

First of all, the young city needed many improvements which might have formed part of a long-range plan for the development of the community—streets, water mains and sewers, electric car lines, street lights, and a new city hall. But city planning as we know it was undreamed of at that time. In approving the location of new streets, street car lines, sewers and other projects, the City Council probably was unaware that it was making far-reaching planning decisions behind which there was little or no technical planning knowledge.

The new City Hall near Third and Broadway expressed the pride of the community in its new status as a city with a future. New railroad stations erected by the Southern Pacific and the Santa Fe also heightened its sense of destiny. Furthermore, it witnessed the inauguration of a new railroad, the Terminal, which ran from Pasadena and Glendale through Los Angeles to San Pedro. The communities of the region were establishing closer relations.

In the surrounding country new irrigation systems were constructed, and thousands of fertile acres were set to trees, sometimes, unfortunately, in frost belts. Several canneries and a large beet sugar factory began operations.

In order to develop the county as a great agricultural region, civic leaders did some unofficial but highly important planning of an economic nature. They organized the Los Angeles Chamber of Commerce in the autumn of 1888 and launched a publicity campaign directed toward thrifty, industrious farmers in all parts of the nation. From that time to the present this organization has been a strong force in the community, consistently following a policy of promoting the development of businesses and industries which its members consider essential to the economic welfare of the community.



Effective as the first advertisements in eastern magazines and newspapers were in inducing immigration, still more effective were elaborate displays of prize fruits and vegetables that were exhibited at the Columbian Exposition in Chicago in 1893 and at fairs in Atlanta, Omaha, and Buffalo in the following years. Some displays were sent even to Europe.

Locally the organization attempted to render services to farmers which various governmental agencies now offer. It advised farmers on farming methods and on ways to improve crops, since lack of knowledge of soil and climatic conditions in the county handicapped many new settlers.

The business-like progress of the community suddenly was interrupted by an exciting interlude. In 1892 E. L. Doheny and his partner, Charles A. Canfield, were sinking a shaft with pick and shovel at Second Street and Glendale Boulevard when they struck "black gold." In the feverish months that followed, a large residential area in the vicinity was ruined by the erection of some 1,300 derricks. Finally the City Council was forced to prohibit the extension of drilling operations. This action, which recognized the undesirability of carrying on an industrial activity in residential neighborhoods, was a forerunner of later zoning laws officially designating the uses to which certain areas can be devoted.

### **THE CITY DEVELOPS A DEEP-WATER HARBOR**

The enterprising community now realized that it needed to develop ocean commerce in order to become a great center, but its harbor facilities were inadequate. No vessel drawing more than 17 feet of water could put in at Wilmington. San Pedro Bay, lacking a breakwater, did not offer safe anchorage for large vessels.

United States Army engineers, who were disturbed by the fact that there was no harbor between San Diego and San Francisco capable of accommodating battleships, also were of the opinion that the region should have a deep-water harbor, preferably at San Pedro. But visiting Congressmen and Senators pooh-poohed the whole idea, contending that the expense of creating a harbor in the mud flats at San Pedro would be unjustified.

The real question, however, was not whether the community should have an adequate harbor, but where one should be located. In those days trade with San Francisco was all-important. San Pedro had prospered on the coast-wise commerce until the Redondo Railway Company developed Redondo as a port and shortened the voyage to San Francisco. As this





caused the Southern Pacific Railroad, which had its terminal at San Pedro, to lose business, that company decided to shorten the voyage still more by building a long wharf, known as Port Los Angeles, on northern Santa Monica Bay, at a point beyond which no other port could possibly be developed.

For many years controversy raged over whether the Federal Government should build a breakwater at San Pedro or at Port Los Angeles, but finally the superior advantages of San Pedro were demonstrated. It was protected from prevailing west winds by the Palos Verdes Hills and was adjacent to Wilmington Slough, a large tidal flat where miles of channels and basins could be dredged. Port Los Angeles, on the other hand, consisted of a single pier jutting into open Santa Monica Bay at the foot of a 180-foot sea cliff.

From a planning standpoint the decision of Congress to appropriate money for a breakwater at San Pedro was momentous. Had Port Los Angeles become the chief harbor for this region, freight lines now would run from Los Angeles through Beverly Hills, Westwood, and Santa Monica instead of to San Pedro and Wilmington. Along these lines would stand many of the factories now located along the Southern Pacific, Union Pacific, and Santa Fe freight lines to San Pedro. The main residential development of the area might be around South Gate and Compton instead of on the plain that extends toward Santa Monica Bay. The shoreline of that bay would be lined with docks and warehouses instead of being a favorite recreation area.

## **OIL, AGRICULTURE, AND TOURISTS SPUR DEVELOPMENT**

Celebration in 1899 of the beginning of construction of the breakwater at San Pedro was scarcely over when Los Angeles again found itself in the midst of an oil boom. Hundreds of new wells appeared in fields in the neighborhood of Whittier.

This time the fortune-seeking took the form of hectic trading in oil stocks rather than the destruction of lawns, shrubbery, and flower beds. New inventions that made use of oil were being put on the market. Natural gas, which originally had been allowed to escape from the wells, now was being piped and sold for industrial consumption. Why, the price of crude oil was going up and there was no telling how much money one could make!

Most significant of the new inventions, of course, was the automobile, which had made its debut on Los Angeles streets in 1895—unrecognized as a mechanism that eventually would distribute population over a vast area, make people independent of electric railway lines and trains, create untold community planning problems, and generally revolutionize human existence.

This new creation was not to become a dominant influence for a score of years, however, nor were the days of large-scale oil development to come until later. The electric railway was about to demonstrate to Los Angeles County what an important role it could play in expanding a community.

By 1900 the value of the county citrus crop alone had risen to \$15,000,000 and thousands of additional acres annually were being planted to orange and lemon trees in the territory surrounding Los Angeles. The city had a population of 102,479, while 70,000 persons lived in nearby communities and on farms. Tourists arrived in a never-ending stream. Henry E. Huntington was aware that this region had just begun to grow. Moving from San Francisco to Los Angeles, he set about developing the Pacific Electric Railway system.

This railway network, linking Los Angeles County with San Bernardino, Riverside, and Orange Counties, probably had as great an effect upon the location of new settlements as any factor one could name. In 1902 Huntington completed the line to Long Beach, in 1903 the Monrovia and Whittier lines, in 1904 the Glendale, Newport, and San Pedro lines. Each year thereafter saw two or three more communities added to the network, until by 1916 it had become the greatest interurban system in the world, with 1,063 miles of lines radiating in all directions from Los Angeles. As the system expanded, one new residential or agricultural section after another sprang up.



## **LOS ANGELES GOES TO THE HIGH SIERRA FOR WATER**

Rapid growth brought Los Angeles face to face with a water supply problem. The city depended upon the Los Angeles River and the underground reservoirs in the San Fernando Valley for water. These sources, however, could provide at the most for a city of about 400,000 population. But it was obvious to everyone that Los Angeles was not going to stop growing when it attained that size. By 1905 it had a population of 160,000, and every train was bringing more settlers. Other local sources of water supply could not be appropriated by the city without depriving neighboring communities of needed supplies. Yet it was imperative for Los Angeles to obtain more water.

The city decided to attempt the impossible, or rather what some communities might have considered the impossible. Upon the advice of William Mulholland, Chief Engineer of the Bureau of Water Works and Supply, Los Angeles determined to bring water across the mountains and the Mojave Desert from the Owens River, a stream sparkling with the melted snows of the High Sierra.

In 1905 the citizens voted \$1,500,000 for preliminary engineering expenses of an aqueduct and for purchase of water rights and rights-of-way. Then in 1907 they voted ten to one for a \$23,000,000 bond issue to cover the cost of constructing the project, which it was estimated would supply enough water for a population of 2,000,000.

For six years the gigantic undertaking was in progress. Perspiring crews tunneled through 53 miles of mountains, laid 12 miles of inverted steel siphons, and constructed 155 miles of open and covered conduit. Finally, in 1913 water foamed down a spillway in the San Fernando Valley into a large reservoir. When the aqueduct had been started, this territory had been far beyond the city limits, but now it was part of Los Angeles, for the city had annexed almost the entire valley.

In the years to come the new water supply was to prove a potent force in spreading the city over still more territory. Communities that discovered their local supplies depleted inevitably sought to be annexed so that they could obtain Los Angeles water. Thus Nature, by making the region arid, played her part in planning Los Angeles as a city of vast area.

## **POPULATION INCREASE SHOWS NEED FOR PLANNING**

The vigor of the young community displayed itself in other ways besides the building of a harbor and an aqueduct. Profiting by the earlier example of the Los Angeles Chamber of Commerce, the California Fruit Growers Exchange and the Southern Pacific in 1907 planned an intensive advertising campaign to increase the consumption of oranges. Choosing Iowa as a testing ground, they launched a publicity barrage which proved so successful that sales of oranges not only increased 50 per cent in that state, but thousands of Iowans started westward. Subsequent propaganda in other states spurred on the migration.

Community leaders concluded that it was time to do some genuine city planning. As they were thinking in terms of a "city beautiful," a provision establishing a municipal art commission was added to the Los Angeles City Charter (1907). The body which was appointed employed Charles Mulford Robinson, a well-known city planner, to make a study of the city and submit a plan for its future.

Robinson's plan included a union station at Fifth Street and Central Avenue, a public library on the site of the present main library, a system of boulevards and parkways, and a civic center located in the same area as the present civic center.

Farsighted as this plan was, the people of Los Angeles failed to act upon it. But the desire for a better city did not die. In 1908 the City Council adopted two ordinances dividing the city into residential and industrial zones, hoping thereby to keep industry out of residential areas. One ordinance actually required the removal of a brickyard from one of the residential zones. J. C. Hadacheck, owner of the brickyard, promptly challenged the right of the city to regulate the use of private landholdings. In the ensuing legal fight, the city carried its case to the United States Supreme Court, where it finally won a favorable decision. Thus Los Angeles paved the way for all cities and counties in the nation to exercise control over their growth and development by officially designating how privately-owned land shall be used.

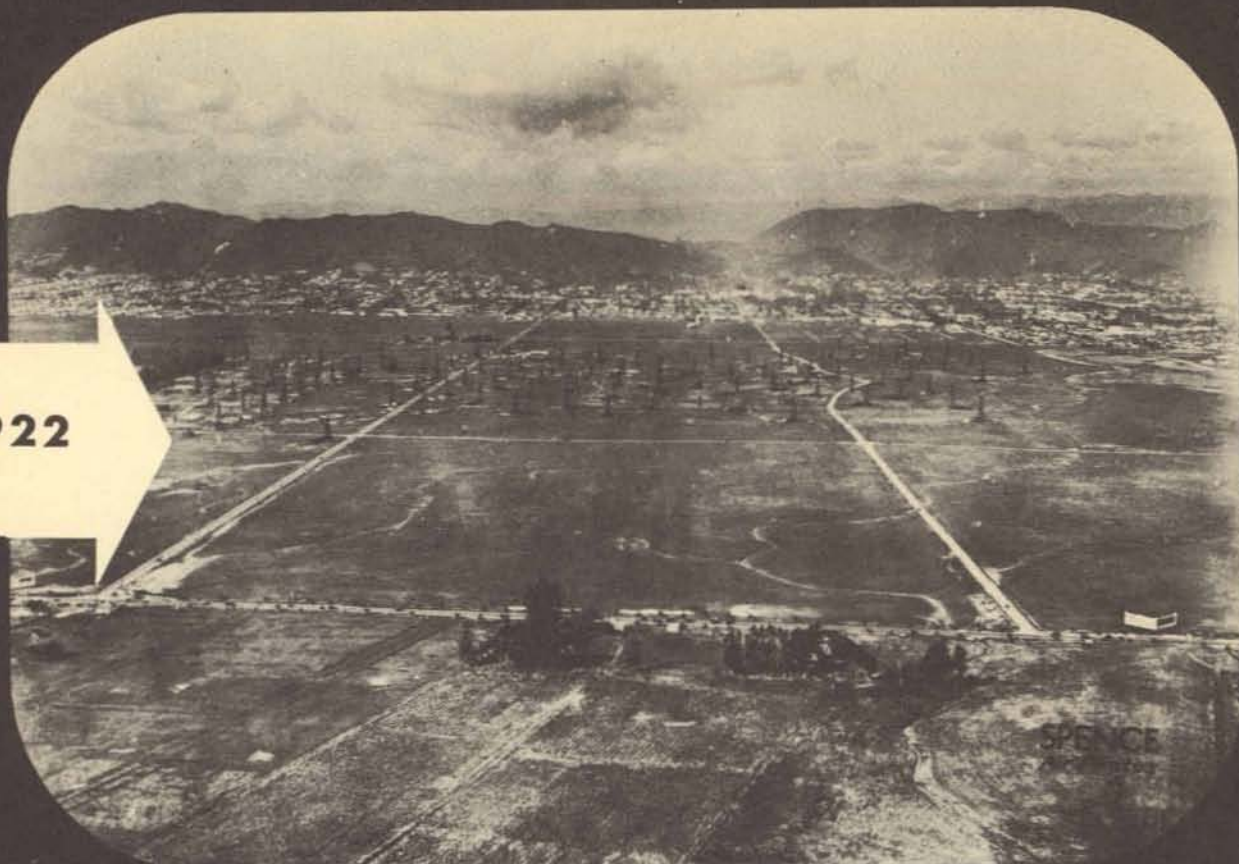
By 1913 a movement for the establishment of a city planning commission had developed. An ordinance authorizing formation of a commission was introduced in the City Council but met with opposition, whereupon it was redrafted. The planning movement did not have sufficient strength at that time, however, to force adoption of the second draft. Not until 1920 was the revised measure enacted.

Meantime another form of publicity began attracting throngs to Los Angeles County. California scenery became familiar to the nation through motion pictures. Graduating from the rented barns at Sunset Boulevard and Gower Street, in which they started, film studios acquired sizable properties and launched a number of players as stars. By 1915 Charlie Chaplin, with a weekly salary of \$10,000, was the most publicized person in the world, and D. W. Griffith's "The Birth of a Nation" was well on the way to becoming the most famous picture ever produced. The next year Mary Pickford signed her name to a \$1,000,000 contract. Profits of the once-scorned industry swelled by leaps and bounds, making it second in importance only to the county's agriculture.

In 1917 the first hydroelectric generating plant along the aqueduct was completed at St. Francis Dam in San Francisquito Canyon, providing a new source of power for industries. Not long afterward plans were formulated for a second plant.

At the close of the World War the region looked back upon three decades of amazing development, its agriculture at a new peak of production because of war-time demands, and its physical facilities vastly expanded to meet the needs of a population of three-quarters of a million.

1922



T E N Y E A R S !

1932



AIRPLANE VIEW FROM WILSHIRE AND LA BREA

# I W

## M A G N E T O F T H E W E S T

All things now conspired to swell the population of Los Angeles County. War industries closed down in eastern cities and depression gripped almost every community save Chicago and Detroit. People who had long dreamed of living in California turned westward. They came by train, by automobile over new transcontinental highways, by ship through the Panama Canal.

So great was the army of newcomers descending upon the Los Angeles region that hotels and apartments overflowed and civic organizations appealed to private citizens to rent rooms in their homes. In 1920 alone as many new residents poured into the County as were living here in 1900—approximately 150,000.

Surely the need for planning could not be overlooked now. The Los Angeles Chamber of Commerce and other organizations recommended creation of a city planning commission as proposed in 1913. The City Council passed the necessary ordinance, and a commission was appointed composed of 51 members who were to serve without pay.

One of the first undertakings of the new commission was preparation of a real zoning ordinance, which the City Council adopted. The 1908 ordinances provided only for residential and industrial districts. The new regulations authorized establishment of business zones, single-family and multiple-family residential zones, and light and heavy industrial zones. With this additional legal control over the use of land, the city was in a better position to cope with the problems of expansion.

As the white spot in a nation suffering from economic stagnation, Los Angeles County was the talk of the business world. The Goodyear Tire and Rubber Company had led the parade

of national concerns to Los Angeles when it announced plans in 1919 for a large branch factory at 67th Street and Central Avenue. Dozens of other concerns now hastened to follow its example. At Soto and Vernon Avenue a special industrial section known as the Central Manufacturing District was opened in 1922. Thousands of local citizens soon found jobs in the plants which rose in this and nearby areas.

### **THE FIRST COUNTY PLANNING COMMISSION IS CREATED**

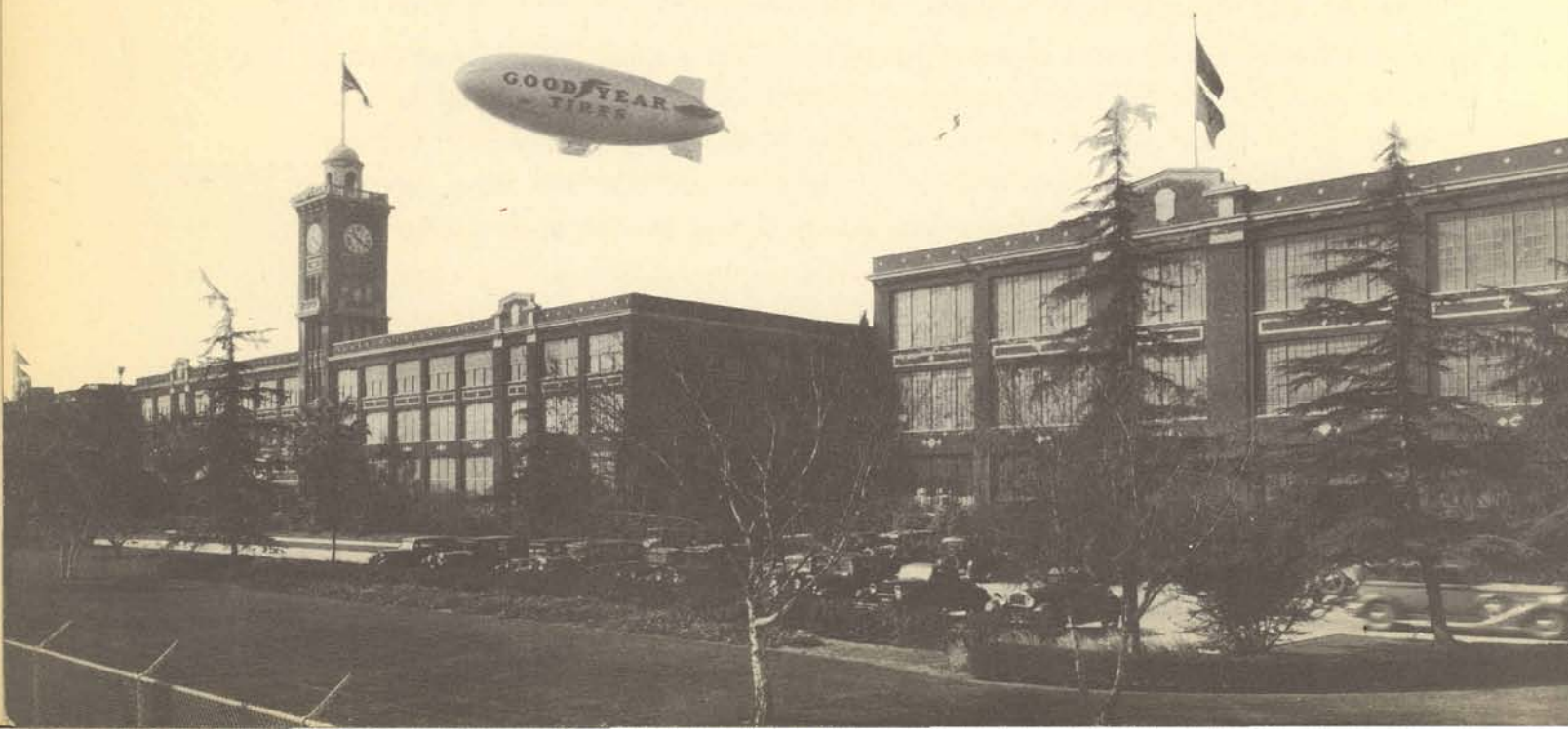
In this same year the Los Angeles County government created the first county planning commission in the United States. The ordinance establishing it authorized it "to make a study of the problems of the County with respect to residential and industrial districts, traffic conditions, public parks and boulevards, flood control, subdivisions, and, in general, with respect to those matters affecting the orderly growth and development of the county as one large commonwealth, and to make to the Board of Supervisors recommendations for the solution of the same."

The heads of the county government were particularly anxious that the new commission should plan highways, as the automobile finally had become a major problem. Existing highways were too few, too narrow, too congested. The commission immediately set to work on a plan of highways which ultimately was to include 18,000 miles of major and secondary highways.\*

By 1923 the boom was shattering all records. Cities overflowed into the surrounding agricultural country. Real estate concerns made millions of dollars, sold thousands of lots. The building industry could scarcely keep up with the demand for new houses and other structures. In Los Angeles alone as many homes, apartments, stores, schools, hotels, warehouses and factories were rushed to completion as would be found in a city twice the size of present-day Glendale.

Real estate speculation reached delirious heights. People bought lots on major thoroughfares, held them for only a few months, sold them at handsome profits. Builders sold houses

*\*In 1940 more than 8,000 miles of highways shown in a master plan had been completed.*



before they were finished. Newcomers rang doorbells and asked residents if they wished to sell their homes.

Facing insufficient water resources, 12 towns or districts around Los Angeles voted to be annexed in order to avail themselves of the Los Angeles water supply. The area of the city dilated to 450 square miles.

City councils and the County Board of Supervisors approved enormous expenditures for new streets and highways, sewers, storm drains, and other public works, few of which, unfortunately, had been projected in accordance with long-range plans.

A series of amazing oil discoveries in Signal Hill, Long Beach, Torrance, and Dominguez added to the crescendo of prosperity. Speculation in oil stocks was rife.

The whole county presented a picture of a community intoxicated with good fortune. People talked of new cars, new houses, new stores, new business ventures. The Sunday automobile ride became a weekly exploration of new sections that had sprung into existence almost as if by magic. Invariably the excursion ended in an intolerable traffic jam.

Determined to do something about the congestion, the people of the city of Los Angeles in 1924 voted overwhelmingly for the Major Traffic Street Plan for the opening, widening and extending of important streets in the main section of the city. In the years following 1924 the city planning commission expanded the plan, which had been prepared by nationally recognized experts, to include outlying sections of the city. This expanded plan, revised from time to time as conditions changed, has been incorporated in the County Regional Planning Commission's Master Plan of Highways for the County. By 1942 more than \$150,000,000 had been spent to improve traffic ways shown in the Los Angeles plan.

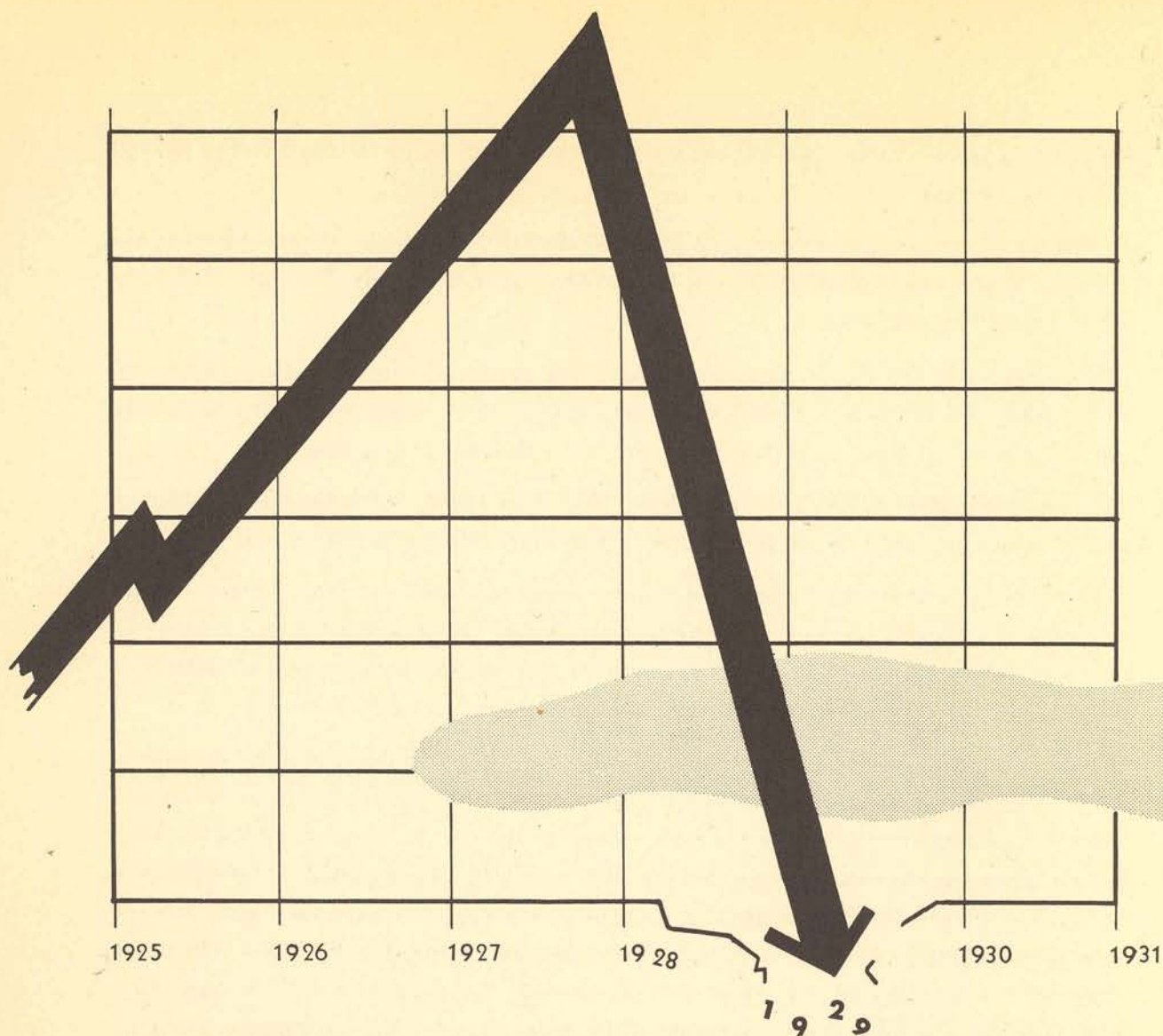
## **THE REGION DECIDES TO HARNESS THE COLORADO RIVER**

The continued influx of 100,000 or more new residents annually resurrected a familiar problem of the region: water supply. Not even the Owens River aqueduct was an indefinite guarantee to Los Angeles against a water shortage. Other cities also foresaw the urgency of providing additional water.

The only large source of water supply as yet untapped was the Colorado River. Late in 1923 William Mulholland again investigated the feasibility of making water flow across a desert—this time the desert on the State's eastern border. Surveys revealed that it would be practicable to construct an aqueduct from the river to a reservoir in Riverside County, from which feeders would convey water to Los Angeles and other communities.

The ambitious project depended first of all upon construction of a great dam on the Colorado River. Not only was a dam needed to control the flow of the river, but to generate power with which to raise the water in the proposed aqueduct more than 1,600 feet during the course of its journey across desert and mountains.





In 1928 President Coolidge signed the bill authorizing construction of the mighty Boulder Dam, which would impound more water than all the existing reservoirs in the United States combined. In the same year the voters of Los Angeles, Beverly Hills, Burbank, Glendale, Pasadena, Santa Monica, San Marino, San Bernardino, Colton, Anaheim, and Santa Ana voted five to one to create the Metropolitan Water District, the agency that was to build the aqueduct. Later San Bernardino and Colton withdrew, and Compton, Fullerton, Long Beach, and Torrance joined the District.

In 1931 voters of the member cities approved the sale of \$220,000,000 in bonds to construct the project. The vote was remarkable because by this time the boom had run its course, and Los Angeles County, like the nation, was slipping rapidly into the trough of the worst depression in American history.

Population of the city of Los Angeles had leaped from nearly 600,000 in 1920 to almost double that figure. The population of the county had jumped from less than 1,000,000 to almost two and a quarter millions. But now immigration dwindled to a trickle, for the first time in 50 years.

## **THE REGION STRUGGLES THROUGH THE DEPRESSION**

The region that had acquired great wealth and valuable assets during the lush decade of the 1920's took stock of itself. Los Angeles had a new City Hall on North Spring Street in a section which the voters had approved as the site for a civic center. More important, it had a new city charter that provided for a five-man city planning commission and a paid technical staff. This commission, far better equipped to approach the complex problems of city planning than previous commissions, prepared a more comprehensive zoning ordinance than that of 1922, increasing the number of zones from five to nine and regulating the height and area of buildings in two of the three residential zones.

The region as a whole possessed hundreds of new schools, a new campus of the University of California at Westwood, Hollywood Bowl, a Memorial Coliseum in Exposition Park, and new libraries. It also had thousands of new stores, factories, warehouses.

Cities throughout the county were encouraged by the passage of a State Planning Act to establish city planning commissions of their own and prepare master plans for their future development.

Those things which were the common property of all citizens could not be lost, but there were many things that individual citizens could lose and did lose—jobs, homes, real estate bought on speculation, savings.

Wheels of industry slowed down. Workers were laid off. Relief lines formed. Ragged men and women sold apples at street corners. Thousands of people lost property through inability to pay taxes or special assessments for street improvements. Department store sales, regarded as the barometer of economic conditions, went into a tailspin. Many businesses failed.

After a time millions of dollars provided by the Federal government put unemployed men to work building storm drains, sewers, and other greatly needed public works that the region had been unable to construct during the boom period.

Gradually the improvement in economic conditions in the nation was reflected in Los Angeles County. Scores of new industries were established in the county in 1935, while existing industries expanded their facilities. Men returned to work. The value of manufactured products exceeded \$1,000,000,000, and Los Angeles County rose to fifth place among the industrial counties of the nation.

The city of Los Angeles adopted a planning measure requiring open spots around residential buildings. This regulation, known as the yard ordinance, contributed to improved appearance of the city by preventing one building from projecting an undue distance beyond all others on a residential street. More important, it bettered living conditions by insuring more light and air to buildings and by preventing overcrowding of lots.

In 1936 electric power from Boulder Dam reached Los Angeles. The door to tremendous industrial expansion swung wide open. The region knew that it could and would produce an ever-increasing quantity of goods for its own use. Best of all, there would be more jobs for local workers.

In 1938 Hollywood took to the air, not via plane but over the radio. It became a national broadcasting center, utilizing the talents of scores of motion picture artists. Both the National Broadcasting Company and the Columbia Broadcasting System opened specially designed studios on Sunset Boulevard, where the first motion picture studios had flourished.

### **THE REGION MAKES PROGRESS IN PLANNING**

Increasing recognition of the need of the populous region for adequate public beaches brought about the adoption by the Los Angeles County Regional Planning Commission in 1940 of a Shoreline Development Plan. The Board of Supervisors likewise adopted the plan and continued its policy of purchasing necessary beaches as shown in the plan. Concurring in the long-range aims of the plan, the Los Angeles City Planning Commission also adopted a plan for beaches within the city of Los Angeles.

By 1941 the county planning body and the Board of Supervisors had adopted the following parts of the Master Plan for the County: The Major Highway Plan, The Land Use Plan, Community Design Plan (proper design of subdivisions), The Shoreline Development Plan, The Master Plan of Airports, and The Civic Center Plan, which was produced by an authorized committee of the Southern California Chapter of the American Institute of Architects rather than by the planning body. In several cases formal adoption merely gave legal status to plans which had been in effective operation for some years.

The City Council and the City Planning Commission of Los Angeles also adopted the Civic Center Plan approved by the County, finally bringing to an end many years of discussion of a proper scheme for the administrative center.

Of great significance was The Master Plan of Parkways prepared by the Transportation Engineering Board of the City of Los Angeles in 1939 and adopted by the City Planning Commission in 1941. This plan, prepared in recognition of the fact that traffic problems in the region were outgrowing the formerly adequate system of major and secondary highways, represented the first attempt in the United States to develop a comprehensive system of safe, attractive, high-speed motorways in a metropolitan community.\*

\*The Cahuenga Pass and Arroyo Seco Parkways are the first two links in the projected metropolitan parkway system. At the close of 1941, 70 per cent of the right-of-way of both the Santa Ana and the Ramona Parkways had been acquired.

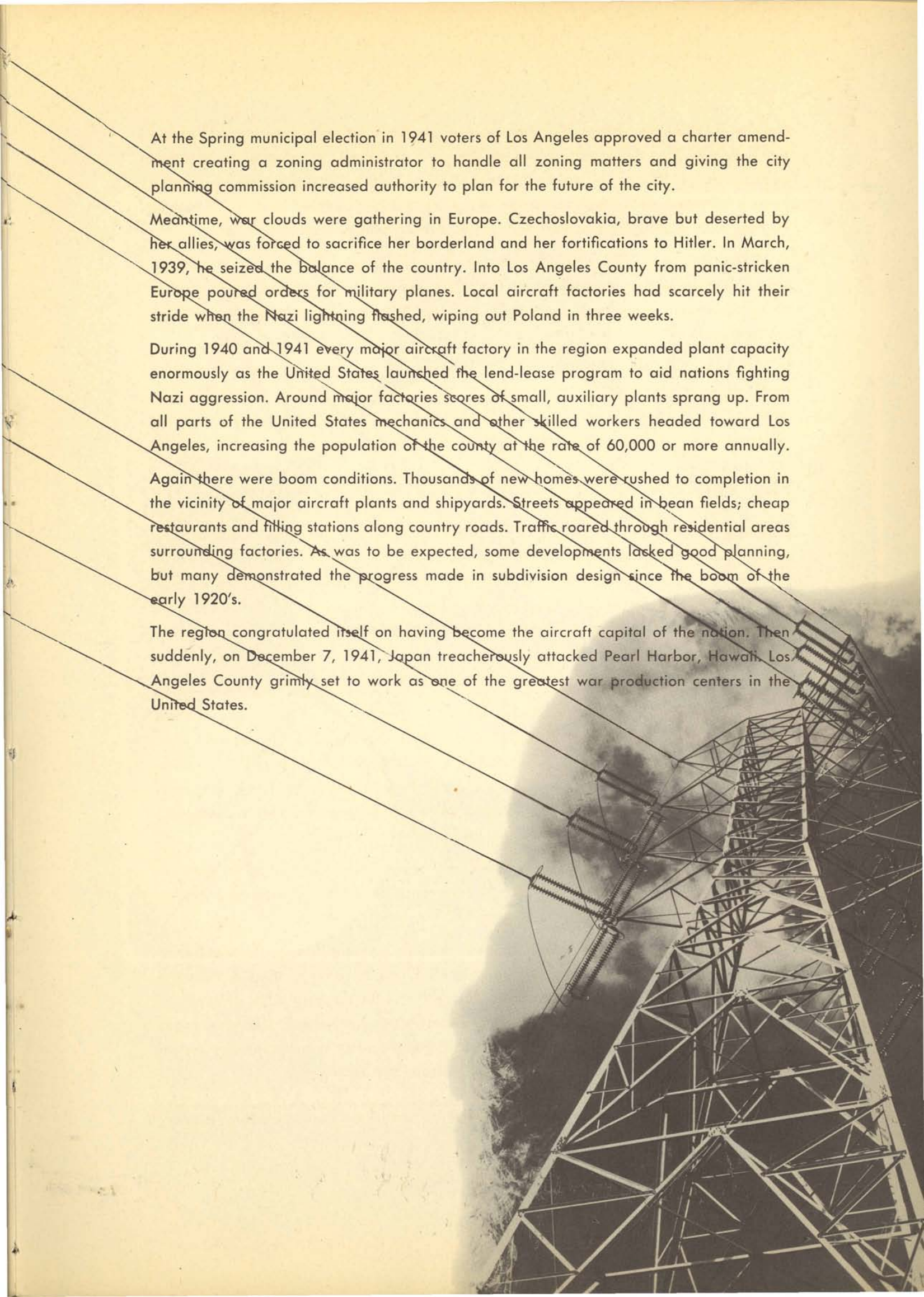
At the Spring municipal election in 1941 voters of Los Angeles approved a charter amendment creating a zoning administrator to handle all zoning matters and giving the city planning commission increased authority to plan for the future of the city.

Meantime, war clouds were gathering in Europe. Czechoslovakia, brave but deserted by her allies, was forced to sacrifice her borderland and her fortifications to Hitler. In March, 1939, he seized the balance of the country. Into Los Angeles County from panic-stricken Europe poured orders for military planes. Local aircraft factories had scarcely hit their stride when the Nazi lightning flashed, wiping out Poland in three weeks.

During 1940 and 1941 every major aircraft factory in the region expanded plant capacity enormously as the United States launched the lend-lease program to aid nations fighting Nazi aggression. Around major factories scores of small, auxiliary plants sprang up. From all parts of the United States mechanics and other skilled workers headed toward Los Angeles, increasing the population of the county at the rate of 60,000 or more annually.

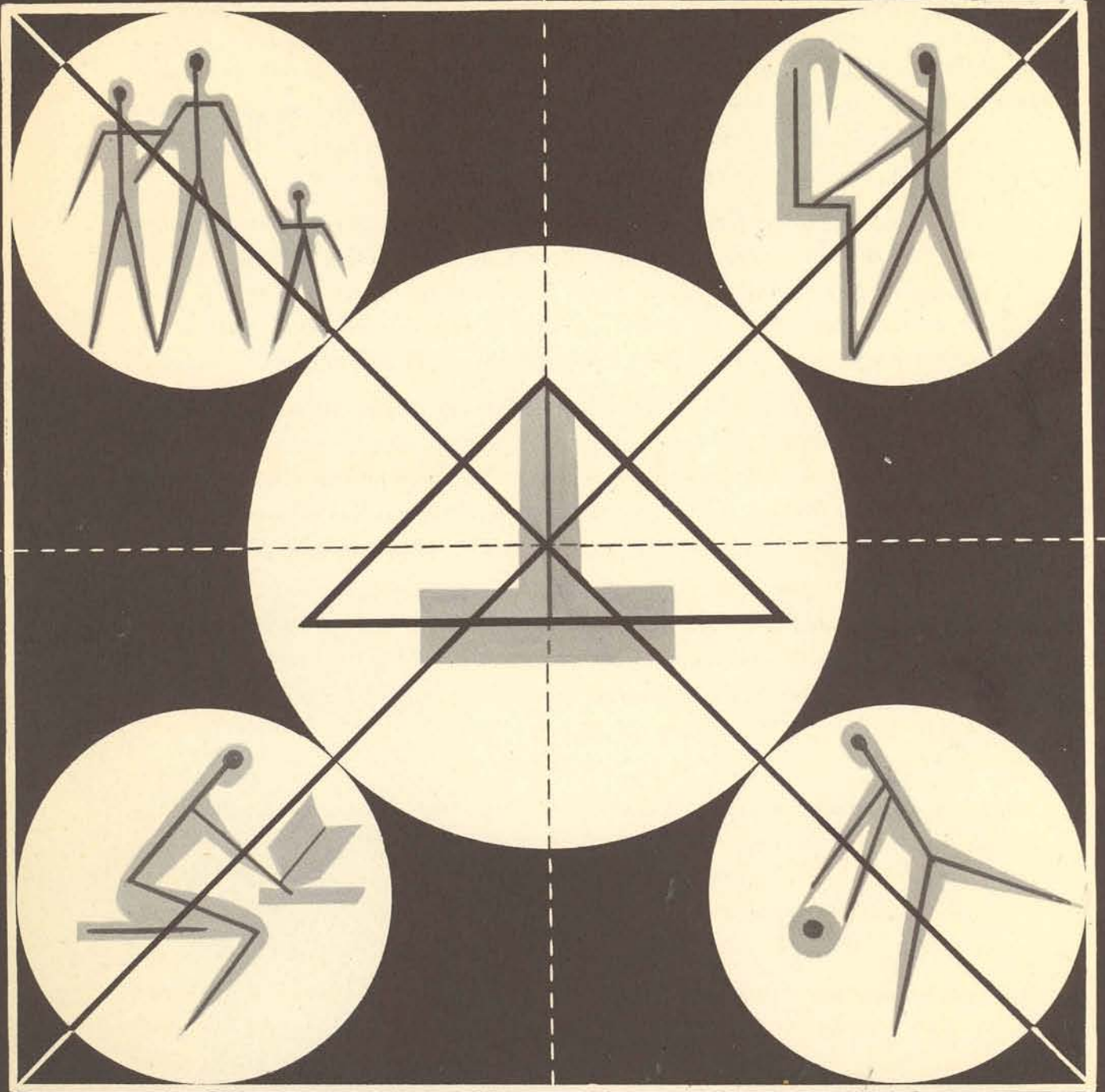
Again there were boom conditions. Thousands of new homes were rushed to completion in the vicinity of major aircraft plants and shipyards. Streets appeared in bean fields; cheap restaurants and filling stations along country roads. Traffic roared through residential areas surrounding factories. As was to be expected, some developments lacked good planning, but many demonstrated the progress made in subdivision design since the boom of the early 1920's.

The region congratulated itself on having become the aircraft capital of the nation. Then suddenly, on December 7, 1941, Japan treacherously attacked Pearl Harbor, Hawaii. Los Angeles County grimly set to work as one of the greatest war production centers in the United States.



living

working



learning

playing

AROUND THE CITY-HUB REVOLVE OUR COMPLEX LIVES



## **METROPOLITAN MECHANISM**

Of all things that man has created, the modern metropolitan community is easily the most extraordinary. The Los Angeles metropolitan community, including the parent city of Los Angeles and numerous satellite cities, is in a class by itself. More people live in it than there are in the states of Arizona, Wyoming, Utah, Idaho, Montana and New Mexico combined. It spreads over more territory than other metropolitan units; it grew with astounding rapidity; and its growth was strongly influenced by the inventions for which our age is famous—the automobile, the airplane, motion pictures, and the radio.

This metropolitan community is like some ingenious machine with innumerable engines, a multiplicity of parts, and thousands of attachments and accessories. It performs miracles, does everything for everybody. Some parts of it enable us to make a living; other parts enable us to carry on family life; still other parts enable us to become educated, to enjoy leisure, and to have a good time in the outdoors.

Naturally, this machine is complex. It would have to be in order to serve all kinds of people in all kinds of ways. Besides that, all kinds of people have had a hand in creating it. Nature, too, has influenced the design. It is not finished, of course. If it were, it would not challenge our imaginations and thrill us with its possibilities. It is a device on which our generation and innumerable generations to come will be at work.

Any plans we make for this machine must be for tomorrow as well as for today. New inventions and new conditions inevitably will affect whatever we do. Our thinking will have to meet new problems boldly. Without losing sight of our vision of the machine as a whole in a more beautiful and efficient state, we shall have to change and modify parts as occasion

demands. From time to time we shall have to redesign certain features, such as streets, and even whole neighborhoods, so that they will give us better service. The more people the machine must serve, the busier we shall be overhauling it, rebuilding it, and modernizing it.

## **GENERAL FRAMEWORK OF THE REGION**

The general framework of the machine is easily understood if we refer to history occasionally. Felipe de Neve, founder of Los Angeles, and the King of Spain created the first part, the plaza, but Nature guided their hands. At the time that de Neve established the city, the Los Angeles River flowed freely throughout the year instead of drying up in the summer time. So great was the pressure of the water in the underground reservoirs that springs gushed forth abundantly, feeding the river. Finding a plentiful water supply at the point where the river enters the coastal plain, de Neve founded a pueblo there. The site, moreover, was on the natural line of communication between the San Gabriel and San Fernando Valleys, where the padres built missions.

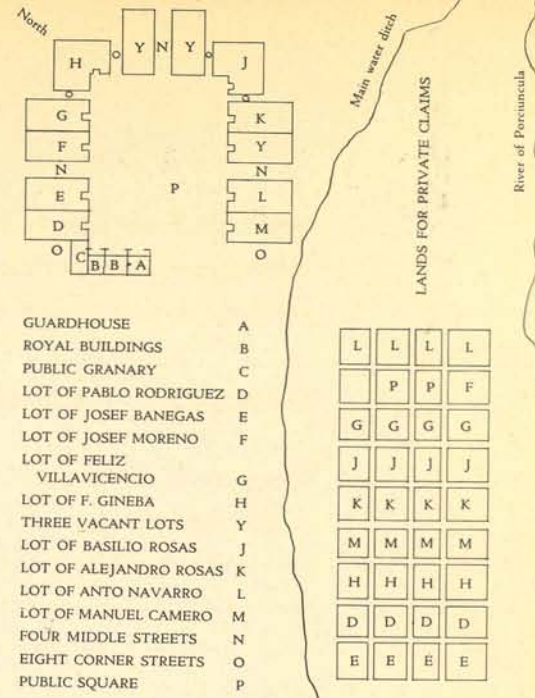
The instructions which the King forwarded to de Neve ordered him to establish the streets of the settlement at quarter points of the compass, "so that no street will be swept by the wind." Accordingly, the city founder laid out a plaza bordered by streets running from northwest to southeast and from northeast to southwest instead of due north and south and due east and west. This explains why streets in downtown Los Angeles and areas nearby are at variance with streets in newer sections of the city, which generally are oriented by main points of the compass, in accordance with surveying practice decreed by Thomas Jefferson when he was president.

The railroads added important parts of the community when they constructed lines to the little pueblo. In this case, too, Nature determined the design. The railroads followed the easiest routes, through the San Gabriel Valley from the East, and through the San Fernando Valley from the North. The Pacific Electric system later served to distribute population throughout the region and to stimulate development of dozens of smaller centers and residential sections. Its lines likewise sought routes involving a minimum of costly engineering.

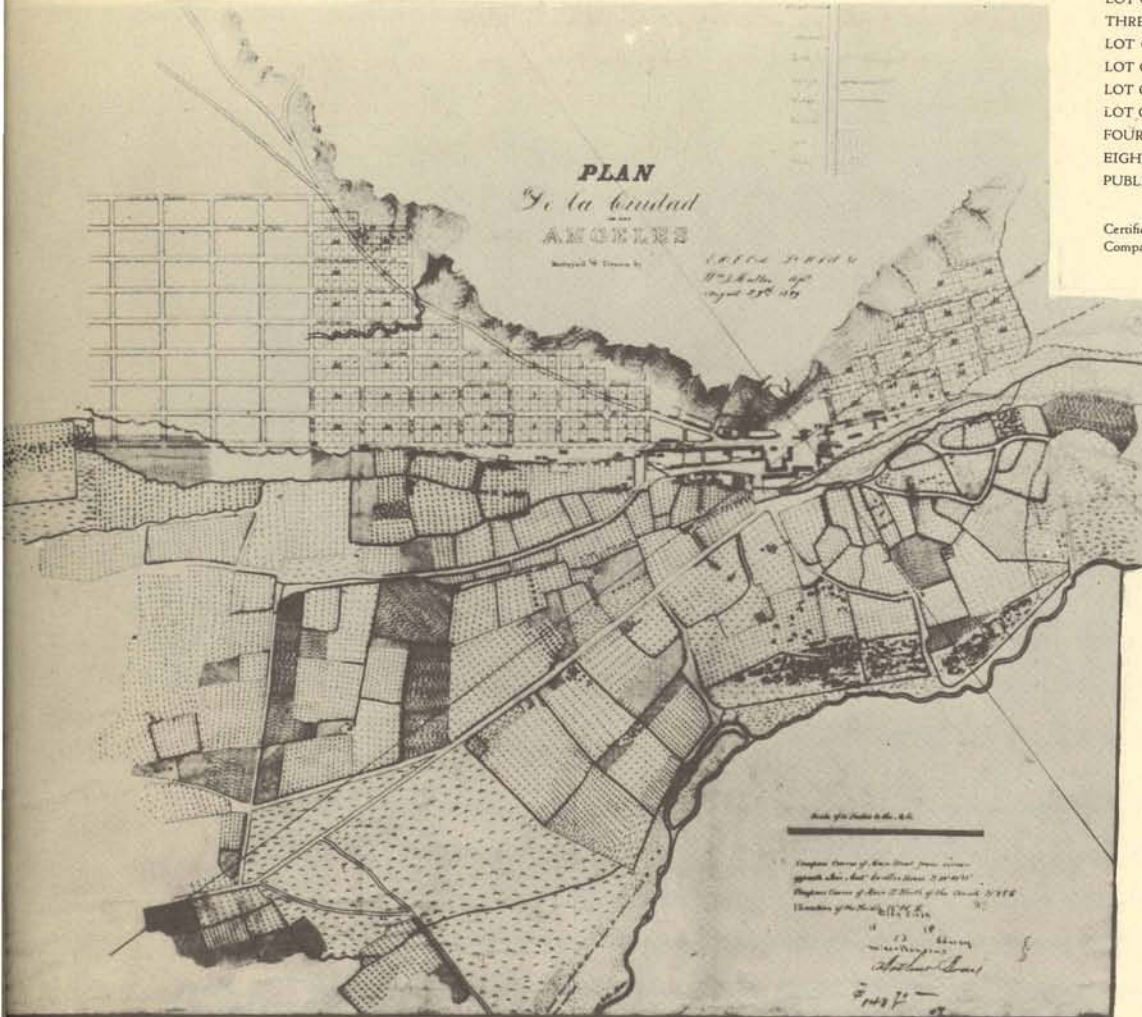
A critical period in the development of the metropolitan machine was the long struggle over location of the harbor. Looking over the general design of the complex device we call the metropolitan community, we can agree that construction of the chief harbor in the Long Beach-San Pedro area was both wise and fortunate. The Santa Monica Bay area, with its beaches and its scenic beauties, was left to develop chiefly as a residential and recreational section.

The smaller cities of the region, each an important part of the machine, were added for various reasons. Most of the beach cities developed because people wished to enjoy the ocean and its cooling breezes. Many of the market towns in the agricultural areas, such as Pomona, Covina, Artesia, and Canoga Park, came into being because ranchers needed

Felipe de Neve map.



Ord's map. First American survey of Los Angeles made in 1849.



centers where they could purchase goods and supplies. Vernon and Torrance were planned as special industrial communities, located in relation both to the harbor and to the parent city of the region. Culver City, Burbank, Palos Verdes, Beverly Hills, and numerous other communities which began as real estate developments have proved by their growth that they were practical additions to the general pattern.

All in all, the broad outlines of our metropolitan community are logical and each part performs some special function. Some cities are primarily residential areas, some are trading centers, some are industrial areas, and some are terminals for rail lines and ships. Los Angeles, the largest city, serves the entire area as a political, cultural, commercial, industrial, and distribution center.





### ZONING PATTERN—Typical area in San Fernando Valley

#### RESIDENTIAL ZONES

- R1 single family
- R2 four family
- R3 four story multiple—church—schools

#### COMMERCIAL ZONES

- C2 retail
- C3 general

#### MANUFACTURING ZONE

- M2 limited

### URBAN ORGANIZATION

If we examine the mechanism more closely, we find that there is a certain loose organization to each of the cities. People in Los Angeles speak, for example, of the wholesale district, the industrial district, the downtown business district, automobile row (Figueroa Street), the civic center, and of this or that neighborhood. But these are not distinct, clearly marked areas as in some older cities. One section tends to blur into another, because our whole region is subject to greater change than most regions. Periodically it experiences booms, newcomers arrive en masse, and there is a general shifting about of population. This tends to break down established districts and to create new ones.

Widespread use of the automobile in our region also contributes greatly to the constant reorganization of older districts and to the formation of new districts farther and farther from established centers. This scattering of population and of business areas is known as decentralization. It is a process that is going on in all populous regions today. To what extent it is beneficial and to what extent it is detrimental to a community is the subject of keen study by planners throughout the nation. Nowhere is it more pronounced than in our metropolitan area.

Faced with this unceasing redistribution of population, our problem is to guide the development of the community as much as possible, so that instead of being a disorderly patchwork it may be carefully arranged to facilitate all our activities.

We have only to look at our own homes to appreciate the advantages of orderly arrangement. We have separate rooms for sleeping, eating, bathing, cooking, and for general living. If the house is well designed we say that it is convenient. One room is properly located in relation to another. There is no waste space in halls; rooms are neither cramped nor oversized. The arrangement of the house actually simplifies living.

Cities and large metropolitan regions are no different from homes in this respect. They can be efficiently arranged, or they can be poorly organized and a source of complaint to all the inhabitants.

Many modern cities have taken the first step in shaping the growth of the community. They have employed their legal powers to separate conflicting activities by designating certain areas as residential, commercial, or industrial zones. By so doing they have succeeded to a considerable degree in protecting social values and safeguarding the general welfare. But comprehensive community planning demands more than this. It demands that highways, parks, playgrounds, shopping areas, factories, schools, and homes all be carefully located in relation to one another. Upon the proper placing and design of these essential parts of the community mechanism depends the well-being of its inhabitants.

We can determine how efficient our complex metropolitan mechanism is by studying how well it serves us. In striving to improve our metropolitan community, we shall have to ask ourselves again and again, "What makes a community a good place in which to live?"



**Do workers, for example, live within convenient distance of factories and offices, or must large numbers of them travel unusually long distances to work?**



**Does traffic flow smoothly along our streets, or are there traffic jams, accidents, numerous stops and delays? Do major highways follow the most direct routes between points?**

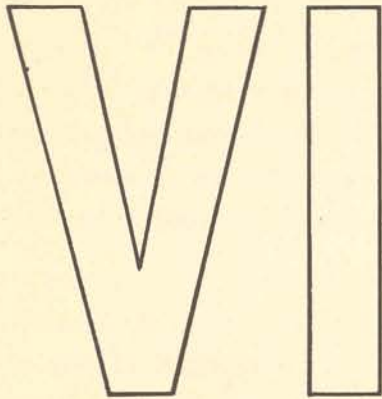


**Does every neighborhood have parks and playgrounds that the residents can use at some time during the day, or are there many neighborhoods that have no recreation facilities?**



**Are home neighborhoods safe for children, or does crosstown traffic use residential streets as thoroughfares?**





## RESOURCES AND JOBS

Three thousand years from now archeologists probably will be digging in the remains of our present southern California civilization and wiping the perspiration from their brows as they examine broken pieces of irrigation pipe, the tangled steel of oil derricks, twisted gas mains, sewers, telephone cables, the debris of factories and office buildings, and the contents of rusty metal boxes found in cornerstones. There will be one burning question in their minds: What caused great cities to flourish here? What was the basis of this once thriving civilization?

We can leave the future archeologists to their task of excavating. But we cannot afford to dismiss the question that will be uppermost in their minds. It is more important to us than it ever could be to them. On what does the complex life of our region depend?

The answer is simple. Our region possesses natural resources of land, oil, and climate. The land supports a highly productive agriculture. The benign climate is the chief asset of the moving picture industry, the aircraft industry, and the tourist trade. Oil is the life blood of a major producing and refining industry.

Because our region had rich natural resources, it acquired vast human resources—our 3,000,000 people. Upon this population depend thousands of establishments that produce goods and services: manufacturing plants, retail stores, bakeries, laundries, garages, lumber yards, barber shops, beauty parlors, dry cleaners, and many more. The skills, talents, and varied abilities of the entire population constitute a resource that is indispensable to industry and commerce.

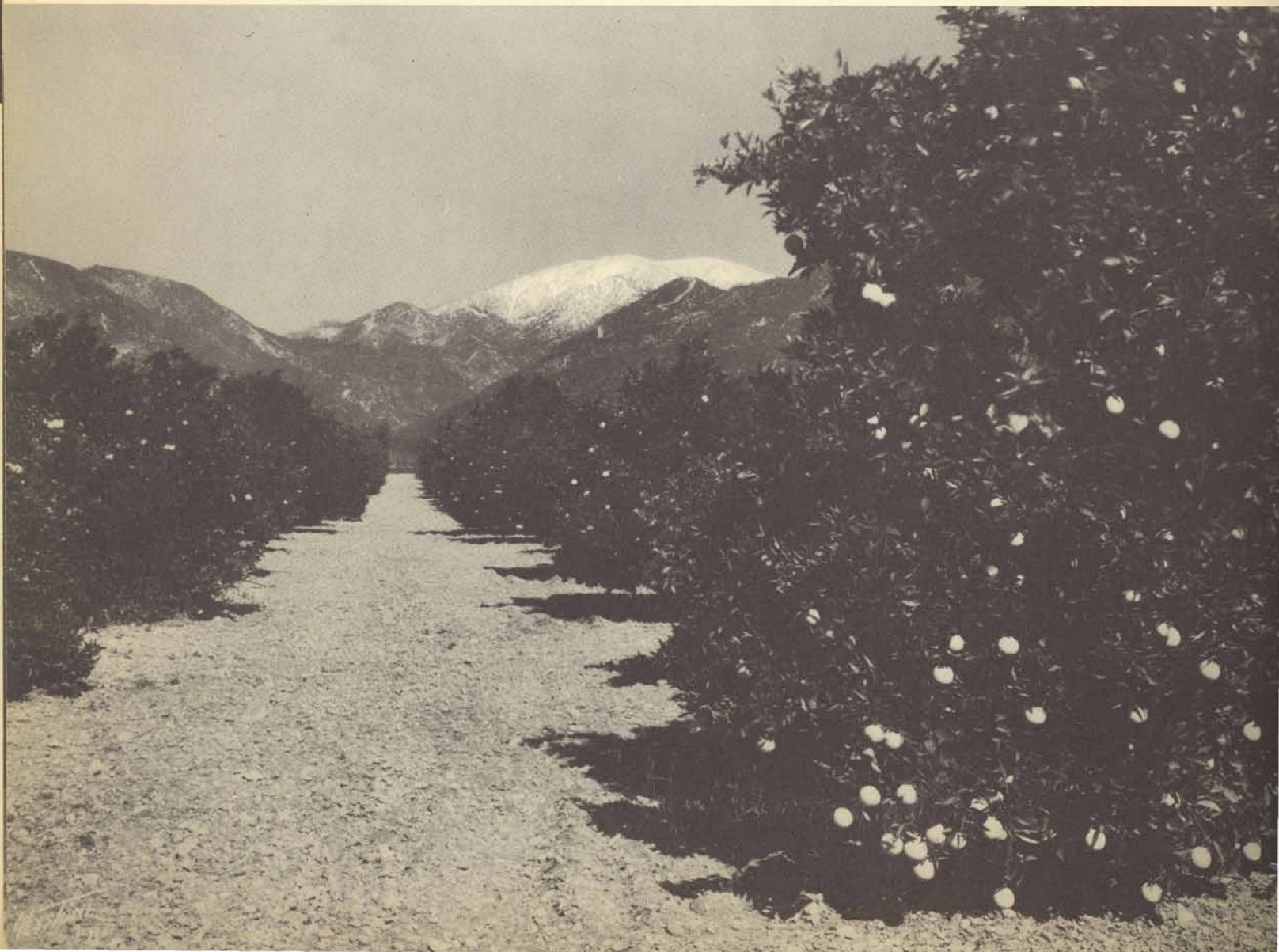
Still a third kind of resource includes the man-made things in the region, such as roads,

schools, factories, homes, and the Los Angeles-Long Beach harbor. The tourist trade thrives not only on the climate and scenery but on the "sights" that man has created. The harbor is so valuable as a means of carrying on domestic and foreign trade that it is virtually a resource in itself. The very fact of its existence has brought many enterprises here.

There we have it . . . The complex life of our region rests on a foundation of natural, human, and man-made resources. But the future archeologists would not be satisfied if we chiseled this fact on a block of granite and left it some place where they would be sure to find it. They would want to know how we used the natural resources, the human resources, and the man-made resources. They would want to know whether we wasted them or used them wisely, how important each one was to us, and how the development of one led to the development of others.

History, after all, is largely the story of how men have used the three kinds of resources. To date, the history of our region has been primarily a story of the development of natural resources. It has been a success story without parallel since the world began. As time goes on it will be increasingly a story of the use of human and man-made resources. It can continue to be a success story if we conserve and cherish all our resources. It will end dismally if we do not.

Photo courtesy of California Fruit Growers Exchange



# first we had the land

In rancho days men cultivated the soil only around the missions and the pueblo of Los Angeles. Beyond these centers they used a vast domain as grazing land for thousands of head of cattle.

When the great drought of 1862-64 destroyed the cattle industry, enterprising Americans developed a profitable sheep industry. But drought destroyed this, too, in 1873. Unknown to the rancheros were the huge natural reservoirs underground, from which water might have been pumped to save their stock.

The discovery of this source of water supply stimulated intensive cultivation of the land. Then came the railroads. The refrigerator car was invented as a means of transporting perishable fruits and vegetables long distances, and our region began to produce for markets thousands of miles away.

Years ago Los Angeles County achieved, and has held ever since, the position of foremost agricultural county in the United States. This preeminence in agricultural production has been maintained by constantly improving farming methods and by specializing in crops and livestock products that bring a high return in the market. Agriculturists readily shift operations from one crop to another, in order to obtain maximum benefits from use of the land.

Next to citrus fruits and livestock products, the most valuable agricultural products of the region are walnuts, berries, green beans, carrots, celery, alfalfa hay, and flowers and flower seed.

The surprising thing about our agriculture is that although it produces great wealth, it gives employment to comparatively few workers. In 1935 approximately 30,000 workers, a little more than half of whom lived on farms, worked directly on the land. We must not overlook the fact, however, that many thousands are employed in packing houses, canneries, water companies, trucking and railroad companies, pest control companies, advertising and marketing agencies, and other organizations connected with our agriculture.

The growth of cities in our region has effaced thousands of farms and threatens to efface many more. In 1900 more than one-third of the county (1,400 square miles) was devoted to agricultural production, while today a little less than one-fourth of the county (932 square miles) is being used for agriculture.

It is estimated, however, that even with a population of 6,000,000, which our region may attain toward the end of this century, it will be possible to retain approximately 400 square miles of the lowlands for agriculture. To safeguard the areas best suited for farming, we need now to establish agricultural zones, from which industrial and urban residential developments will be excluded.

# then we discovered oil

Not until 1873 did a commercial oil well appear in Los Angeles County. It was a primitive affair 30 feet deep which C. A. Mentre, a Pennsylvania driller, sank in Pico Canyon, near Newhall. The flow was meagre—only 36 barrels a day, but it was sufficient to encourage the drilling 2 years later of 3 more wells.

Large-scale drilling did not begin, however, until 1892, when E. L. Doheny struck oil at Glendale Boulevard and Second Street in Los Angeles. In 1894 derricks sprang up around the La Brea Pits, and later in the eastern section of the county. Every few years until the 1920's new fields were opened, but none of them equalled the fabulous Signal Hill Oil field discovered in 1921. With the opening of this rich field, drilling shifted to the coastal area, and Torrance, Dominguez, Inglewood, and Playa del Rey became production centers.

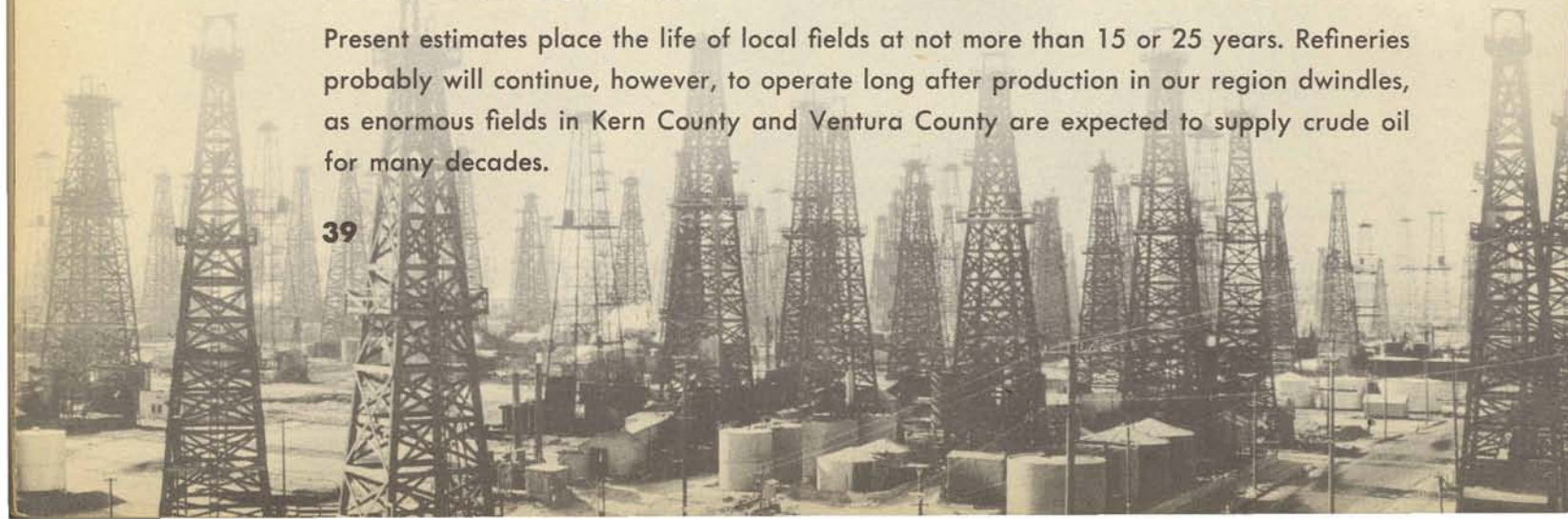
Of all our natural resources oil is unique. Usually the raw materials of a region are sent elsewhere to be converted into finished products, but here oil production has been accompanied by the development of a significant oil refining industry. Today there are 47 refineries in the county, representing three-fifths of the total refining capacity of the State. This combination of production and manufacturing activities has meant employment for thousands of local people.

The number actually working in the fields and in the refineries does not seem great. Probably it does not exceed 20,000. But the number working in allied industries is large indeed. It includes all those employed in firms supplying equipment and machinery for the extraction of petroleum, as well as those employed in plants manufacturing sulphuric acid, barrels, drums, tin cans, tanks, tank truck bodies, and equipment for refineries.

In addition, there are thousands of workers driving trucks, tending pipe lines, and loading tankers at the harbor who owe their livelihood to the petroleum industry.

In fact, it is difficult to imagine what the development of our region would have been without oil. Many companies built plants here because they were attracted by the availability of oil and natural gas as fuels. Shipments of quantities of oil from Los Angeles harbor have helped to make it a great port. And cheap, plentiful gasoline from local refineries spurred wide use of the automobile in our region, leading to establishment of tire factories and auto assembly plants here.

Present estimates place the life of local fields at not more than 15 or 25 years. Refineries probably will continue, however, to operate long after production in our region dwindles, as enormous fields in Kern County and Ventura County are expected to supply crude oil for many decades.



# later came motion pictures

Climate and scenery were once the indispensable stock in trade of the motion picture industry. One seldom took a drive anywhere in Los Angeles County without coming upon actors and directors in the process of shooting a scene.

Nowadays the wizards of the industry manufacture deserts, Venetian canals, tropical villages, and mountain tops inside huge sound stages. Fewer and fewer scenes are filmed on location. But the studio "lot," with its geography book assortment of mediaeval castles, Parisian street scenes, oriental mosques, and New England fishing villages, is evidence that the industry still considers the comparatively rainless climate one of its major assets.

Ever since Mary Pickford signed a \$1,000,000-a-year contract in 1916, the industry has been big business. Today, there are 88 establishments in Los Angeles County, of which the largest are Warner Brothers, Metro-Goldwyn-Mayer, Paramount, United Artists, Columbia, RKO, Twentieth Century-Fox, Selznick International, and Samuel Goldwyn. The industry was hard hit when the outbreak of World War II robbed it of foreign markets, enjoyed prosperity later when war workers began spending money.

Some 500 feature pictures a year require the talents of 150 contract stars, 400 contract feature players, 50 feature players freelancing, several thousand extras, 250 directors, 400 assistant directors, 650 cameramen, 700 scenario writers, 210 musical directors and composers, 40 dance directors, and innumerable special performers, artists, decorators, and technicians. Employment in the industry under average conditions is about 25,000.

The value of the industry to the community is, however, greatly increased by the number of subsidiary enterprises directly or indirectly affiliated with it. These include motion picture equipment and supply houses, cosmetics factories, publicity organizations, laboratories, dramatic and voice schools, furniture and garment factories, to name but a few. Largely because of the motion picture industry, Los Angeles has become a leading style center, employing more than 18,000 garment workers.

As an attraction for tourists the studios and the homes and haunts of the stars long ago thrust missions and orange groves into the shade. The motion picture industry is the chief publicist of our region.

Still, Hollywood has its troubles. It worries over television, possible depressions, and new vogues in recreation. When television achieves major importance, Hollywood may find that television can no more do without it than the radio could. Meantime, the film industry is beginning to explore the possibility of making pictures at lower costs for various age groups and various types of audiences.



# and the aircraft industry

Bright skies destined our region to become the capital of more than one industry. As long ago as 1910 airplanes were soaring into the heavens above Los Angeles County to establish new world records. Today the air hums every hour of the day with the sound of their motors as pilots make test flights.

Within a 20-mile radius of Los Angeles sprawl 19 of the 24 important aircraft factories in California, to say nothing of 250 plants engaged in subcontracting and the manufacture of parts. In the course of a single decade we have witnessed the development of a closely knit industry which in 1942 employed more workers than all other manufacturing plants in our region combined.

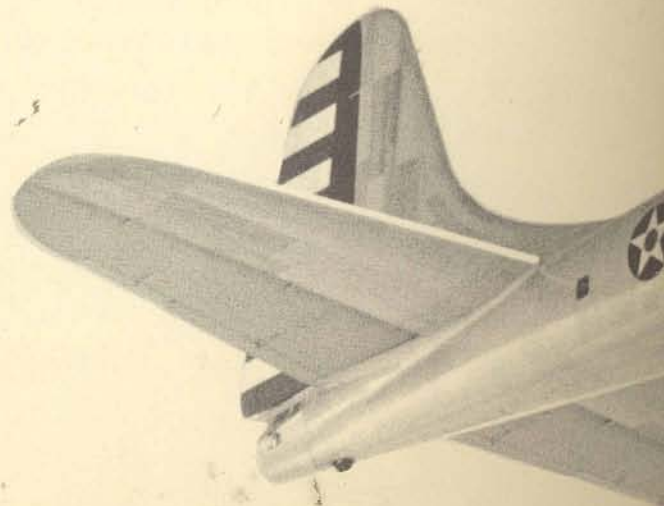
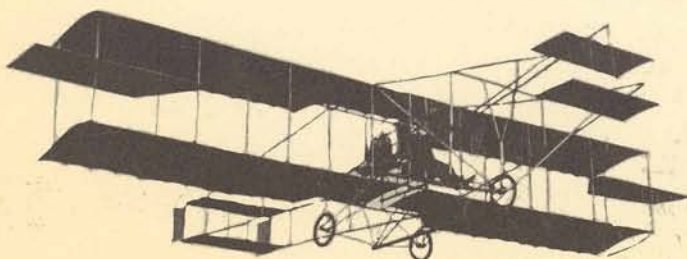
The demand for commercial planes began to increase about 1934. Then as World War II approached, production of military planes swung upward. By April, 1940, when Hitler invaded The Netherlands, Belgium, and France, 33,000 men were employed in local aircraft factories. The backlog of major firms at that time was only \$239,845,867, approximately the amount Congress had been appropriating annually for CCC camps.

A year and a half later the number of employes had jumped to 120,000, and the backlog of major plants had soared to 8 times what it had been early in 1940. Furthermore, employment and the backlog continued to skyrocket for some time.

There are 5 major companies in this area, the Douglas Aircraft Company, with plants at Santa Monica, El Segundo, and Long Beach; Lockheed-Vega, North American, Northrup, and Vultee.

The overwhelming majority of workers employed by these and other firms are under 30 years of age. In 1941 the average age in one plant employing 25,000 workers was 23 years. These young men came from all parts of the United States when the war effort began. Thanks to them, the character of the population in our region has changed considerably. No longer is the percentage of middle aged and elderly persons unusually high.

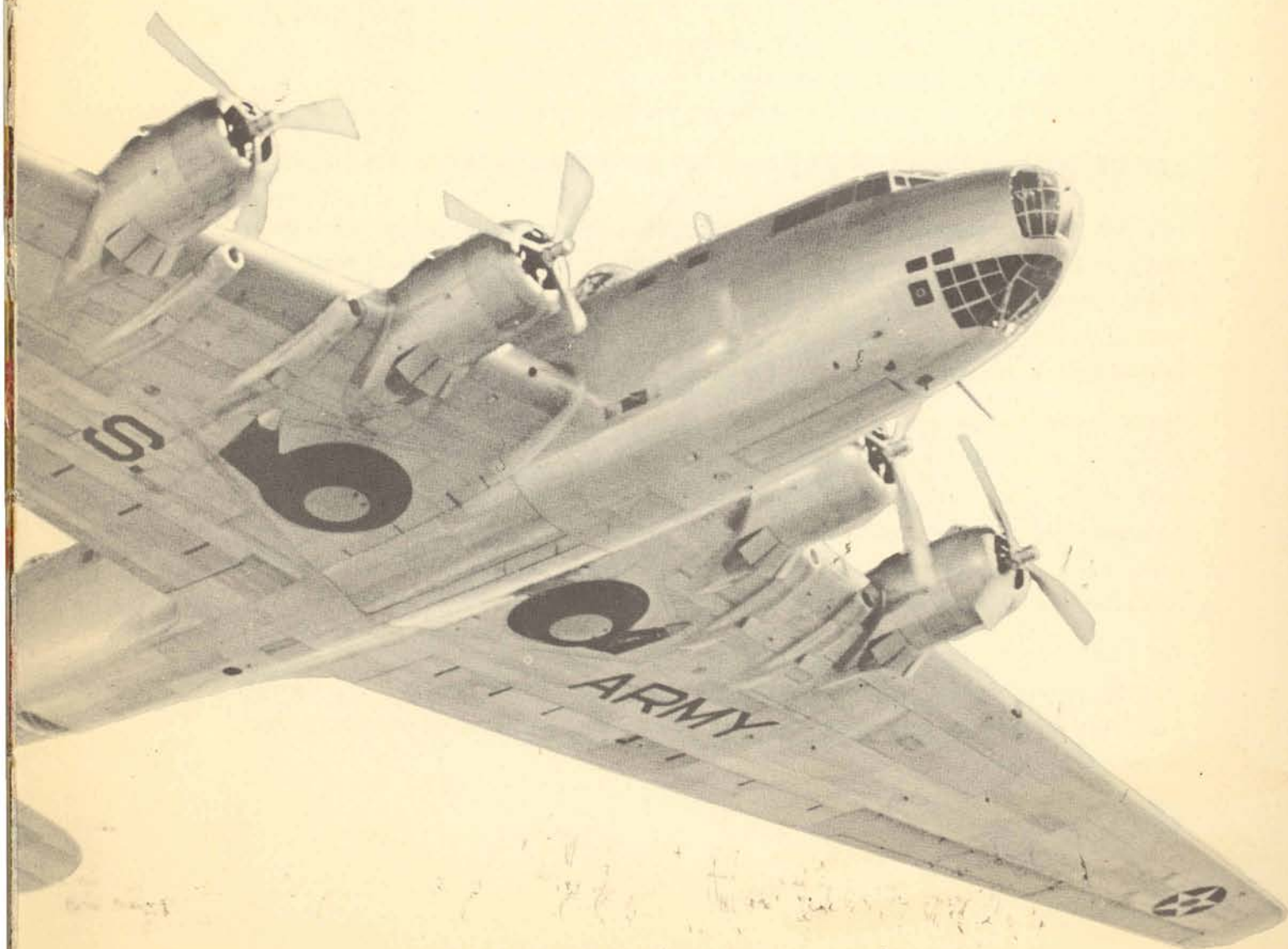
As community leaders watch the aircraft industry expand under the impetus of war orders,

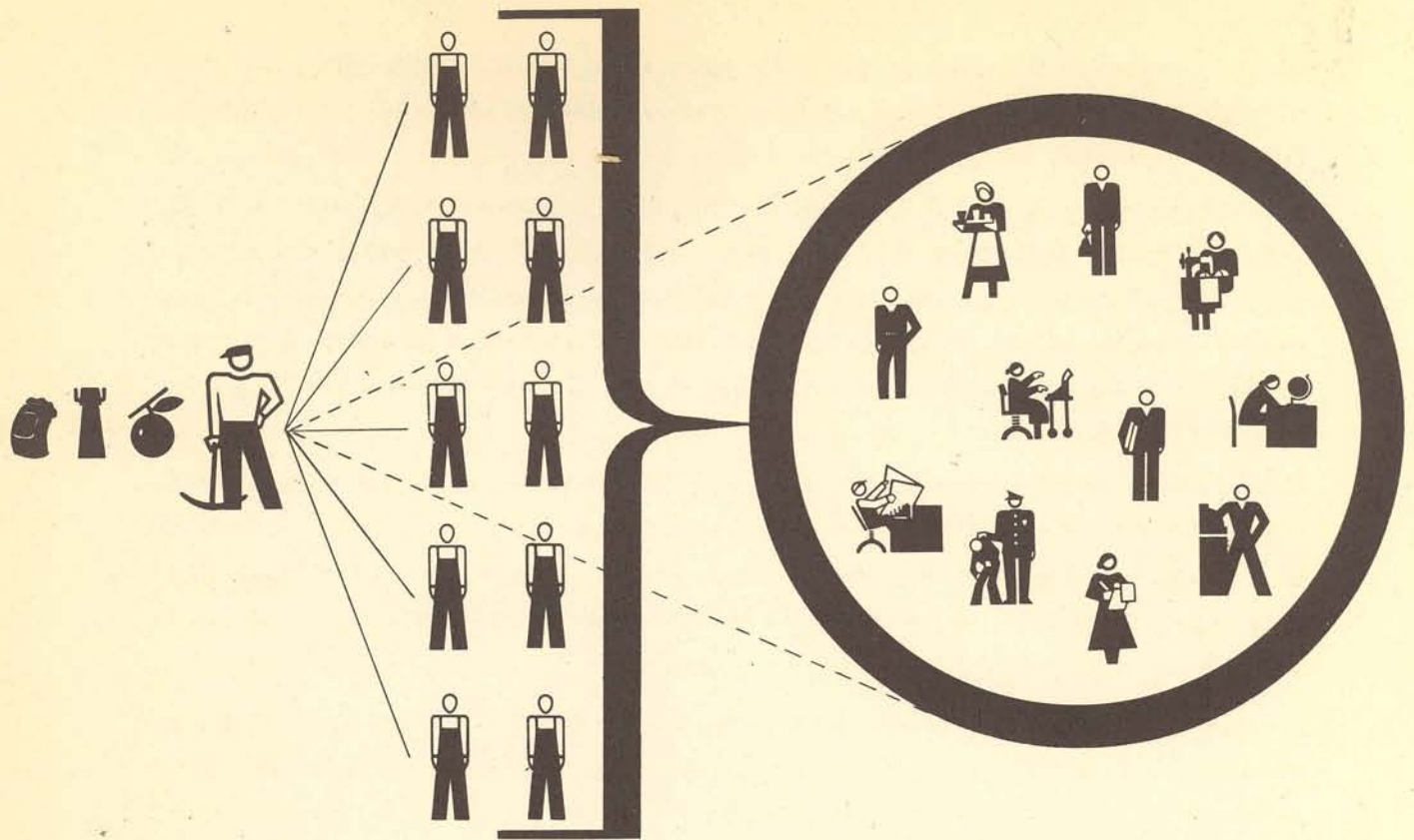


they are profoundly disturbed. Never before has a single industry in this region employed more than 10 per cent of all the gainfully employed population. What will happen to this gigantic industry after the war?

Some economists predict that the number of employes will shrink to 50 per cent of the wartime peak; others believe that the industry will find itself about where it was when Hitler invaded the Low Countries. The fact that before the war all major commercial airlines in the United States had only 340 commercial transports in service is regarded by many as an indication that no spectacular increase in commercial aviation activities can be expected after the war.

On the other hand, experiments by three companies with plastic and wood planes having a speed of approximately 150 miles an hour encourage many to think that production of inexpensive planes for private use will mark the next phase of aviation activities. Production of large planes for transportation of freight seems a certainty.





### TRADE AND SERVICES EXPANDED AS POPULATION INCREASED

In a war 10 men are required in armament and supply production behind the lines for every man at the front. A heavily populated region with valuable natural resources is somewhat like a nation at war. For every worker directly engaged in exploitation of the natural resources, such as land, oil, and climate, probably 10 or more workers find employment in establishments serving his various needs.

The oil driller, farmer, motion picture actor, and aircraft worker must have food, clothing, shelter, furniture, and transportation. Houses must be built by construction workers; and food, clothing, and furniture must be supplied by retail establishments, which in turn must be supplied by wholesale establishments. Many of these will handle goods made by local manufacturers. Transportation probably will be provided by a privately-owned automobile purchased from a local dealer, or by public carriers.

The workers in the basic resources enterprises also require all kinds of services. So there must be doctors, dentists, attorneys, architects, realtors, gardeners, barbers, dry cleaners, mechanics, repair men, government employes, entertainers, and personal servants to supply an infinity of needs.

In short, as soon as a few people begin to develop natural resources, employment automatically is created for many others. Before long the size of the population itself is attracting new enterprises, which calculate the number of potential customers as carefully as a mining engineer calculates the amount of ore in a newly discovered vein. Thus the population becomes a kind of resource in the eyes of those engaged in trade and services.

In our region in 1939 there were as many people employed in retail stores as lived in Alhambra, Pasadena, and Pomona combined—about 145,000. They worked in more than 45,000 establishments selling everything from toothpicks to trucks, and they earned a total of \$167,020,000—7 times the cost of the Los Angeles Aqueduct. The cash registers they punched rang up sales totaling one and a third billion dollars, impressive even in these days of astronomical finance.

It took more than 6,000 wholesale establishments to supply the retail organizations, and more than 54,000 employes to staff the wholesale concerns. Of course, not all sales of the wholesale organizations were made to local stores, but at least a majority were.

In recent years the number of wholesale houses has increased noticeably because of the increase in manufacturing establishments. Still, our region is not yet so highly industrialized as some others, a fact which partly accounts for the unusually high percentage of persons engaged in trade. But there is also another explanation for the large amount of trading activity in proportion to the size of the population. Many retired people live here, and at all seasons of the year thousands of tourists are present in the community. These elements create sales opportunities and employment opportunities not found in the average region.

The All-Year Club of Southern California estimates that as many tourists visit the Los Angeles area every year as there are residents in the city of Los Angeles. In 1940 these travelers spent more money here than all the retail store employes earned.

Not all of this money was expended for goods, of course. Much of it was paid to hotels, restaurants, transportation companies, and amusement centers. In fact, tourists buy more services than goods. They create employment for entertainers, chauffeurs, bus drivers and trainmen, cleaners, porters, guides, and hotel and apartment house employes.

Because of the annual tourist influx and the presence of many wealthy retired persons, who as a rule spend more for recreation and personal services than those who are employed, our region likewise is noted for having far more than the usual percentage of workers engaged in service activities.

In times of prosperity this fact may be overlooked by the average person, but it becomes apparent to everyone in times of depression, when the tourist trade dwindles. Factories shut down at the same time, so that two large groups of workers, those engaged in manufacturing and those engaged in services, become insecure. Viewed in the light of this, the tourist trade is, therefore, both a blessing and a cause for anxiety.

One service group not connected with the tourist trade is larger than that found in most areas, thanks to the rapid growth of our region. This group is the construction workers, mostly skilled men. An average of approximately 25,000 of them is employed building houses, stores, factories, and other structures. In 1940 they erected enough dwellings to house all the people in both Glendale and Santa Monica, to say nothing of the numerous commercial structures they built.

The need for new homes and buildings also has provided employment for a great many workers in brickyards, stone cutting works, sand and gravel companies, lumber yards, tile factories, metal companies, and similar building products concerns.

As long as our region gains population, these workers will find employment, interrupted occasionally by hard times, when ordinary building operations inevitably decline. But at such periods our region perhaps can provide employment for this group by launching needed public works projects planned and budgeted in times of prosperity.

Another form of activity that has provided work for more persons here than in most communities has been the buying and selling of real estate. This business owes its prominence, naturally, to the fact that for more than 50 years this area has been expanding. As population in the nation becomes stabilized, however, real estate activity based on immigration will decline.

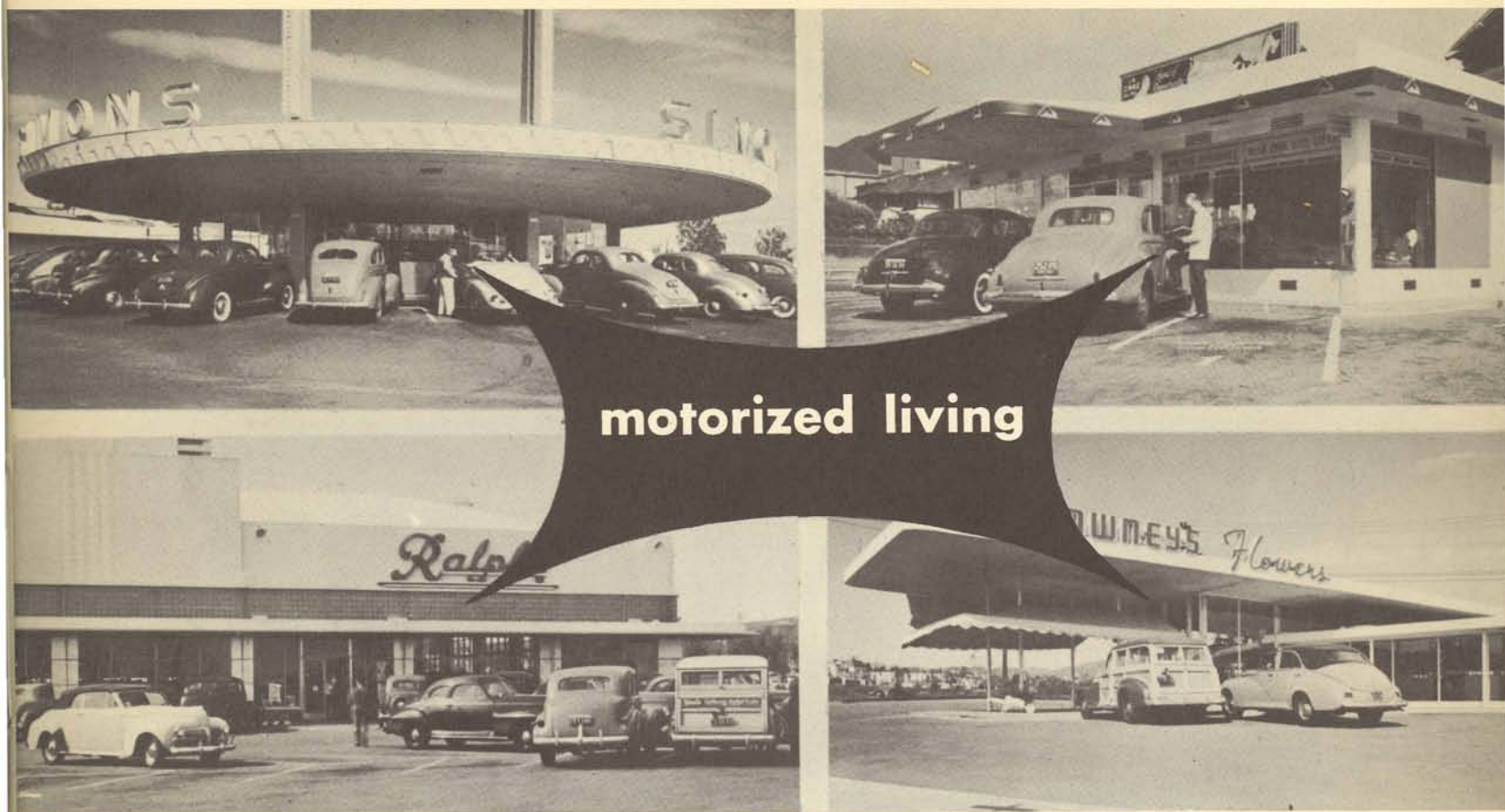
Finance and insurance companies handling real estate and building operations also have given employment to many thousands.

All in all, our region is one which, because of its favorable climate and its swift development, offers more opportunities for employment in trade and services than most metropolitan areas. This fact makes us realize, however, that a future built on an assumption of continued growth at the same fast pace may be unsound. Our problem is to create a greater amount of stable employment.

## **MANUFACTURING PROVIDED JOBS FOR THOUSANDS**

The development of the natural resources of our region not only attracted a large population who found employment in trade and services, but brought hither hundreds of manufacturing establishments to produce goods for local consumption. Industrialization proceeded so rapidly and with such thoroughness that it was not long before many plants were manufacturing goods for national and world trade.

Today the Los Angeles metropolitan area is fast becoming a producing center in which major industries are directly or indirectly linked to one another and to scores of smaller industries. Because of the ease with which these related industries can supply one another with parts and materials, production is increasing in efficiency.



## motorized living

We have already seen how numerous allied enterprises have grouped around the citrus, motion picture, aircraft, and petroleum industries. In other industries as well the development of satellite factories has taken place.

Great use of the automobile in our region, and in California as a whole, stimulated the development in our midst of an automobile and tire city of 50,000 persons.

The establishment of branch plants of The Goodyear, Firestone, Goodrich, and United States Rubber Companies in this region during the period of greatest growth marked the beginning of the motor and tire group. These companies sought to capitalize on the West Coast demand for replacements, later found that local automobile plants would equip all new cars with Los Angeles-made tires and tubes.

Before World War II cut off shipments of crude rubber from the Malay States and the Dutch East Indies, these plants annually imported 50,000 tons of rubber, which they transformed into enough tires and tubes to equip 4,000,000 cars. This tremendous yearly production was surpassed only by that of Akron, Ohio.

Besides the 6,000 workers in the tire factories, hundreds more were employed in establishments making sponges, mats and runners, pistons, washers, casters, flooring, balls, telephone bases, industrial rubber for airplanes and automobiles, and battery parts. Thus the rubber manufacturing companies are linked to many other local industries.

Next to the rubber companies, the automobile companies provided the greatest number of jobs in the motor and tire group. There were 5 companies employing a total of 5,000 workers. The annual production of all these plants was exceeded only by Detroit.

When the United States entered the war, several of these plants shifted operations to the production of war materials.

Indirectly related to the automotive group is a smaller manufacturing group composed of plants making machinery, iron and steel products, castings, tools and dies, gears, and transportation equipment other than aircraft, automotive accessory parts and rubber tires. Among other things, this group supplies local factories with machinery and equipment. Approximately 7,500 workers are employed in the machinery plants and machine shops alone.

Lesser industrial groups center about meat packing, printing, and publishing, food manufactures, furniture and office fixture manufacturing, and planing mill products.

In the rise of our manufacturing groups, the Los Angeles-Long Beach harbor has played such an important part that it might be considered a resource in itself. Before World War II ships of some 60 lines docked at our wharves. Three-fourths of the cargoes they discharged were raw or semi-raw materials for local factories—copra and vegetable oils, crude rubber, tin, iron and steel, hardwoods, paper, drugs, creosote, jute, hemp, silk, sulphur, sugar, and molasses. In due time these bulk commodities were converted into soap and toilet goods, rubber manufactures, machinery, vehicles, automobile parts, furniture, electrical goods, radios, medicines, roofing materials, refrigerators, batteries, books, and newspapers. Most of these goods were consumed in southern California; a comparatively small proportion was exported.

Around the harbor itself 2 important industries have developed, most spectacular of which is shipbuilding. Four large companies operate shipyards, the Bethlehem Shipbuilding Corporation, the California Shipbuilding Corporation, the Consolidated Steel Corporation, and the Los Angeles Shipbuilding and Drydock Corporation. At the height of World War II these companies were employing 30,000 men in the production of tankers and freighters.

The other important harbor industry is fishing and canning. Although it is not generally realized, Los Angeles harbor is one of the great fishing ports of the world, receiving nearly half a billion pounds of fish each year. Thirty-five hundred employees work in the 10 can-





neries that prepare the catch for the trade, while 2,300 fishermen man the boats of the fishing fleet.

No one can contemplate the system of interdependent industries which has grown up in our region without being impressed by the fact that it constitutes a great man-made resource. And since one industry attracts another, we may expect that our region will continue to expand as a manufacturing center, becoming more and more independent of distant centers of production.

### **CAN WE CREATE MORE JOBS BY PLANNING?**

Examination of the diversified activities of our region shows us that on the basis of valuable natural resources and the existence of a large population, hundreds of thousands of opportunities for employment have been developed. The railroads, the Los Angeles Chamber of Commerce, the California Fruit Growers Exchange, real estate associations, and many other organizations which realized the need for varied industries all took part in expanding trade and manufacturing enterprises in Los Angeles County. Local government cooperated in numerous ways in this program to create a balanced industrial community.

Today we are fortunate in having many groups of related industries, the newest of which is the aircraft industry, already a remarkable organization of major and auxiliary plants. But when we study the location of the plants in any manufacturing group, we find that they are distributed over considerable territory. This indicates that while there was community realization that certain enterprises were very much needed in our region, there was little community understanding of the advantages of grouping allied industries. Often there was little appreciation of this fact on the part of industries themselves.

Consequently, we find that most manufacturing establishments have higher transportation costs than they might have had if, say, a farsighted civic body composed of both planning officials and representatives of private enterprise had guided the development of our industry and had considered the efficiency of placing interdependent plants in the same general area. Too often the desire of this or that real estate company to sell what it considered a good industrial site was the determining factor in locating a plant.

Only one community in our region was planned originally as a well-rounded manufacturing and home city. It is Torrance. Located about 9 miles from Los Angeles harbor, it was designed in 1912 as an industrial center where workers could live within convenient distances of the factories in which they were employed.

In few other places in our region does one find that any thought was given to the relation between the factory and the area in which the workers would live. Yet from every standpoint it is desirable that workers should have good houses not too far from their work. The plans now being made in some cities for future development show industrial and commer-

cial districts surrounded by open areas, just beyond which are located the homes of workers. Under this arrangement the factory or the commercial section will be separated from the home area but will be within easy walking distance of it.

The efficient operation of stores and factories should be the concern of everyone in a community, because these enterprises furnish the jobs upon which the people depend for a living. If traffic jams tie up the trucks of local factories, if water supply is inadequate, if transportation facilities and terminals are poorly located and congested, if local government is inefficient and taxes are high, industry and business suffer. Their operating costs are higher. They find it more difficult to meet the competition of other regions. Inevitably the community feels the effects of the handicaps under which industry labors. There are fewer job opportunities than there might be.

Industry as a whole, we might say, has a responsibility to the community to provide as many jobs as possible, good management considered. The public, represented by its government, has a responsibility to see that industry is able to provide as many jobs as possible. We know that some of our natural resources are decreasing. Oil some day will be exhausted. Agricultural acreage is destined to shrink as population increases. New inventions may affect now thriving factories. What new possibilities, as yet undiscovered, are there for industrial growth here? Could local government cooperate with industry to investigate new fields of activity?

We have a large population with manifold skills and talents. This population is a rich resource. Within it may be found groups of persons with similar experience whose abilities might suggest the organization of new enterprises. For labor, particularly, we must find new uses.

We have a climate in which plants from all parts of the earth thrive. We also have unused mountain and lowland areas. Surely we have not exhausted the possibilities of establishing new horticultural and agricultural enterprises here.

We enjoy unusual opportunities for recreation. But we could do infinitely more to make this a cultural and recreational center.

Our region, moreover, need not look only within itself for new resources. There are valuable resources in interior areas which this wealthy community might cooperate in developing. There are raw materials in foreign countries that have never been used in manufacturing in this region. Would it be practical to import them? Should we find out?

If we use all the resources of local government and of private enterprise, in combination, to plan an even finer industrial development than we now have, we may be able to reduce unemployment to a minimum and to raise the standard of living in the region generally. Our local government then would be able to curtail relief expenditures and to devote more tax dollars to improvement of streets and highways, recreation facilities, and residential areas.



# VIII

## A C C E N T O N L I V I N G

When we pick up the morning newspaper and find that an earthquake, a hurricane, or a war has made men homeless, we immediately understand what has happened. We say to ourselves, "The same thing could happen to us." So we give money, send food and clothing, and prepare in other ways to relieve the suffering of the victims. No one has to make elaborate appeals to our sympathies, because, like all human beings in all ages, we regard the loss of home as one of the greatest misfortunes that can befall anyone.

Why is this? Why has home, subject to destruction like most things in the world, always been a place that has given men a sense of security and stability, a comfortable feeling of belonging somewhere and having roots in the ground?

Perhaps the answer is that men like familiar things, the things they see around them every day. They become attached to these things, so attached that they look upon them as being almost a part of themselves. And they are, in a way. When a man has exercised his taste and his preferences in regard to his home and the neighborhood in which he lives, they become an expression of his individuality. If you criticize them, you probably will find that he has taken the criticism personally.

No wonder, then, that the average person is more interested in his own home and his neighborhood than in any other part of the community. What happens in the city as a whole, or in the state or the nation, may not seem to affect him directly. He may be indifferent until election time rolls around. But if a quiet street half a block away gradually becomes a regular thoroughfare, with traffic roaring along it day and night, he will be perturbed. "The neighborhood isn't what it used to be," he will say. The noise of the traffic will get on his nerves at times. He will worry about whether his children, who must cross

the heavily traveled street on their way to school, will get there safely.

Upsetting as all this may be to our average man, it proves that his home is not something apart from the neighborhood. The whole neighborhood, not just the house in which he lives, is his home. If the neighborhood no longer seems a desirable place in which to live, his house, too, will seem undesirable to him, even though it may be as well kept as ever.

But what is his neighborhood? How large is it? Could he walk two or three blocks with a friend to B Street or C Street and say positively, "This is where the neighborhood ends. Across the street another neighborhood begins." In all likelihood, our home owner has never troubled himself at all about the exact area of his neighborhood and would be unable to see why anyone should want to determine it.

His wife may think of the neighborhood as the blocks between her home and the grocery store, or the blocks between her home and the school the children attend. The children may think of the neighborhood entirely in terms of the distances to the homes of their playmates and the walk to school. To our head of the family the neighborhood may be the blocks between his home and the nearest street car or bus line.

We have no exact rules for fixing the boundaries of a neighborhood. Even experts disagree about what constitutes a neighborhood. More and more people, however, are beginning to think of the neighborhood as a community centered around a grammar school, since the school is the one element in the ordinary community in which the majority of families have a common interest.

Our Mr. Average Householder knows that he pays taxes for the support of the school. In fact, it is the one governmental institution with which he has daily contact. He seldom goes to the City Hall, the Hall of Records, the Hall of Justice, but he hears daily about what happened at school. And he appreciates the fact that under our democratic form of government, the school is the institution that is most concerned with keeping alive the ideals of that form of government.

Suppose we look at a map of a city showing the locations of schools. We discover that schools are distributed throughout the entire city so that no child has to go more than a certain distance from his home to the nearest school. We might think of the school districts as separate and distinct neighborhoods.

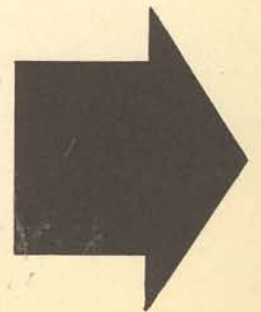
What should we hope to find in each of these neighborhoods? In other words, what conditions in a community would be most conducive to happy and successful living? If we can agree on certain conditions under which we should like to live, we may be able to determine to our satisfaction, and for the benefit of Mr. Householder, what a neighborhood should be.



### **WHAT MAKES A GOOD NEIGHBORHOOD?**

A home satisfies our requirements for living when it is pleasing in appearance, conveniently arranged, sunny, spacious, restful, quiet and safe. If we think of the neighborhood, like the home, as a place designed for living, we shall want it to be as orderly, attractive, and restful as a well-planned home.

The factors that make a neighborhood a good place in which to live will be easier for us to appreciate, however, if we contrast them with factors that are undesirable.





Photograph by Julius Schulman

### PRIVACY

Every family has an intimate life of its own that it does not care about sharing with the neighbors, good friends though they may be. The home has always been a symbol of this unique and necessary exclusiveness. Garden walls, thick hedges, and ample side yards separating one house from another are means of guaranteeing to the family the desired freedom from unwelcome interference and distractions.



### CONVENIENCE

Why should not a neighborhood be as efficiently arranged as a modern kitchen? In a well-planned neighborhood there is a place for everything and everything is in its place—the school, the playground, the market and its parking space, the apartment house section, and the church. It is but a short walk to any one of these essential community features from every home in the neighborhood.



### SPACIOUSNESS

This is what we mean when we talk of "breathing space" in the neighborhood. The front yard and the back yard ordinarily do not give us the sense of freedom and the outdoors that we all crave at times. Large open spaces—playing fields surrounded by trees—can give us a taste of nature in the heart of the city, as well as opportunity for fun, relaxation, and exercise.

### LACK OF PRIVACY

A semi-public life is the lot of those who live too close to one another. Not only do the neighbors overhear private conversations; morning, noon, or night their radios or pianos are apt to be an annoyance. There are two equally irksome solutions to the problem: one can move away, or one can draw the blinds and carry on all conversations in a whisper.



### INCONVENIENCE

Seven blocks to the nearest store! Steep streets to climb after a hard day's work! The school nearly a mile away! No bus or street car line within a half a mile! Any one of these conditions would make a neighborhood a difficult place in which to live. All of them combined would make it practically intolerable—yet we have such neighborhoods in our region.



### CROWDING

When we find long, narrow lots in rectangular blocks, we find houses close together. If there are small houses on the rear of the lots, the result is crowding—little yard space and an uncomfortable nearness of neighbors. In such surroundings we long for enjoyable open space. Occasional vacant lots are no substitute for planned spaciousness.



Photographs by L. A. County Museum





Photograph by L. A. County Museum



Photograph by Auto Club of So. Calif.

### **FRESH AIR AND SUNLIGHT**

Everyone is entitled to his share of these life-giving elements, especially in California, generously endowed with climate to which we can open doors and windows throughout the year. Present-day California architects take full advantage of this fact by designing houses, schools, and offices that bring the outdoors and the indoors together. Health studies show that people who live in well-ventilated, well-lighted buildings have fewer aches and pains, work better, and get more out of life. In a well-planned neighborhood every building is surrounded by ample space, providing interiors with good light and air.

### **GOOD DESIGN**

Architectural unity will not alone create an attractive neighborhood. If individual houses are ugly, the total effect will be distressing. Each home owner has a responsibility to his neighbors to build a home that has pleasing proportions and color. In general, a simple, unpretentious house is preferable to one that strives to be impressive or "different." The same holds true of neighborhood stores, the school, the church, and other structures.

### **NEIGHBORHOOD APPEARANCE**

The appearance of a neighborhood has a definite effect upon those who live in it. If it has attractive street trees, well-kept lawns and parkings, and no obtrusive telephone poles and wires, it arouses pride and self-respect among those who live in it. More than that, it enriches their lives. Delightful vistas and charming landscape effects are part of the daily food of the soul, like music, good books, paintings, sculpture and other forms of expression that stimulate us.

### GLOOM AND POLLUTED AIR

In the neighborhood that "just grew," like Topsy, we find structures that shut out the light of nearby buildings—stores jamming against homes, billboards casting a shadow over small houses, large apartments crowding between bungalows, one house elbowing the next. In some sections we also find smoky and odoriferous factories a stone's throw from dwellings. These conditions, the sins of an age in which too few people cared whether the neighborhood was planned for living, have a depressing effect upon those who must endure them.



Photograph by Michael Chacon

### POOR DESIGN

Art is not just something to be looked at in museums. A house costing \$5,000 can be a work of art, or it can be an eyesore. Price has nothing to do with the matter. We find ugly houses in good neighborhoods because some people have poor taste—but often because they labor under the delusion that a well-designed house is a costly house. A little effort on the part of home builders to learn which architects and designers have become known for planning outstanding low-cost houses would improve the quality of neighborhoods. There is no excuse for ugliness in architecture.



### UNSIGHTLINESS

Telephone poles along the street, signs, vacant lots littered with debris, houses in need of paint and repairs, dirty alleys—these offend the eye and leave a dull mark on the spirit. Who can say with a ring in his voice "I live here!" when only sordidness and disorder meet the gaze. An unattractive neighborhood usually discourages the residents from putting forth effort to improve even their own homes.



Photograph by Julius Schulman



Photograph by Farm Security Administration

## **SAFETY**

Since a neighborhood is a home area, a large percentage of the inhabitants are children. Provision for their safety is of the utmost importance. Only streets serving the residents and the essential social and commercial features of the neighborhood should be included in the area. Main traffic arteries should pass along the periphery, where children would not have to cross them to get to school. To solve the problem of playing in the streets, well-planned neighborhoods provide at least one good-sized playing field for older children and several small play areas for younger children, distributed throughout the neighborhood so that no child need go far from his home to play.



Photograph by L. A. County Museum

## **QUIET**

The lot salesman makes a point of telling the prospective buyer that "this is a quiet neighborhood." The question is: How long will it remain that way? Are the streets planned to discourage through traffic? Are the lots wide enough to permit plenty of space between houses? Quiet must be planned, just as if it were something physical like sidewalks and lamp posts.

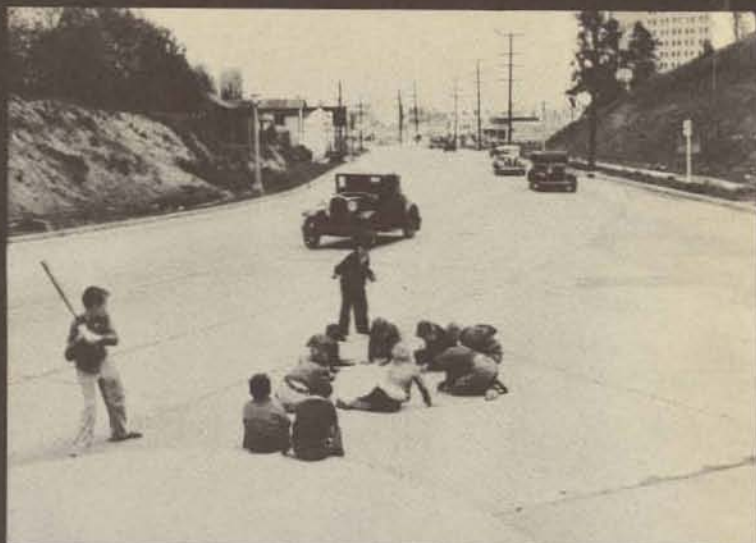


## **ARCHITECTURAL UNITY**

It is as important for the houses in a neighborhood to bear a definite architectural relationship to one another as it is for a man to wear a hat, suit, tie, shirt, and shoes that look well together. In fact, some subdividers require lot purchasers to build in a certain style of architecture, because the use of a single style gives a neighborhood an air of distinction and stability which attracts discriminating families. Proof of the cash value of a consistent architectural development is the high resale and loan value of homes that are carefully related architecturally.

## DANGER

Death-on-wheels lurks at the intersections in the average neighborhood. Today this crossroads, tomorrow that one may be the scene of a smash-up involving two vehicles, or of a serious accident to a pedestrian. The neighborhood designed for safety reduces the number of right-angle intersections (+) and streets that invite motorists to speed. Because streets in the average neighborhood run parallel clear through the neighborhood, there is always the possibility that any one of them may suddenly become a favorite route for traffic. When this happens, the danger to all residents is great, but especially to children and elderly persons.



Photograph by L. A. Playground and Recreation Dept.

## NOISE

Human beings can adjust to many unpleasant things, including noise, but the effort is hard on the nervous system. When the blare of radios, the clang of street cars, the scream of ambulance and fire engine sirens, the thunder of trucks, the screech of brakes and the sound of crashing steel and splintering glass reach crescendo in a residential neighborhood, watch out! The neighborhood soon will be, or perhaps already is, on the down grade. People who can afford to do so will move out, and property will lose value. Noise is the accompaniment of undesirable elements and the enemy of satisfactory living.



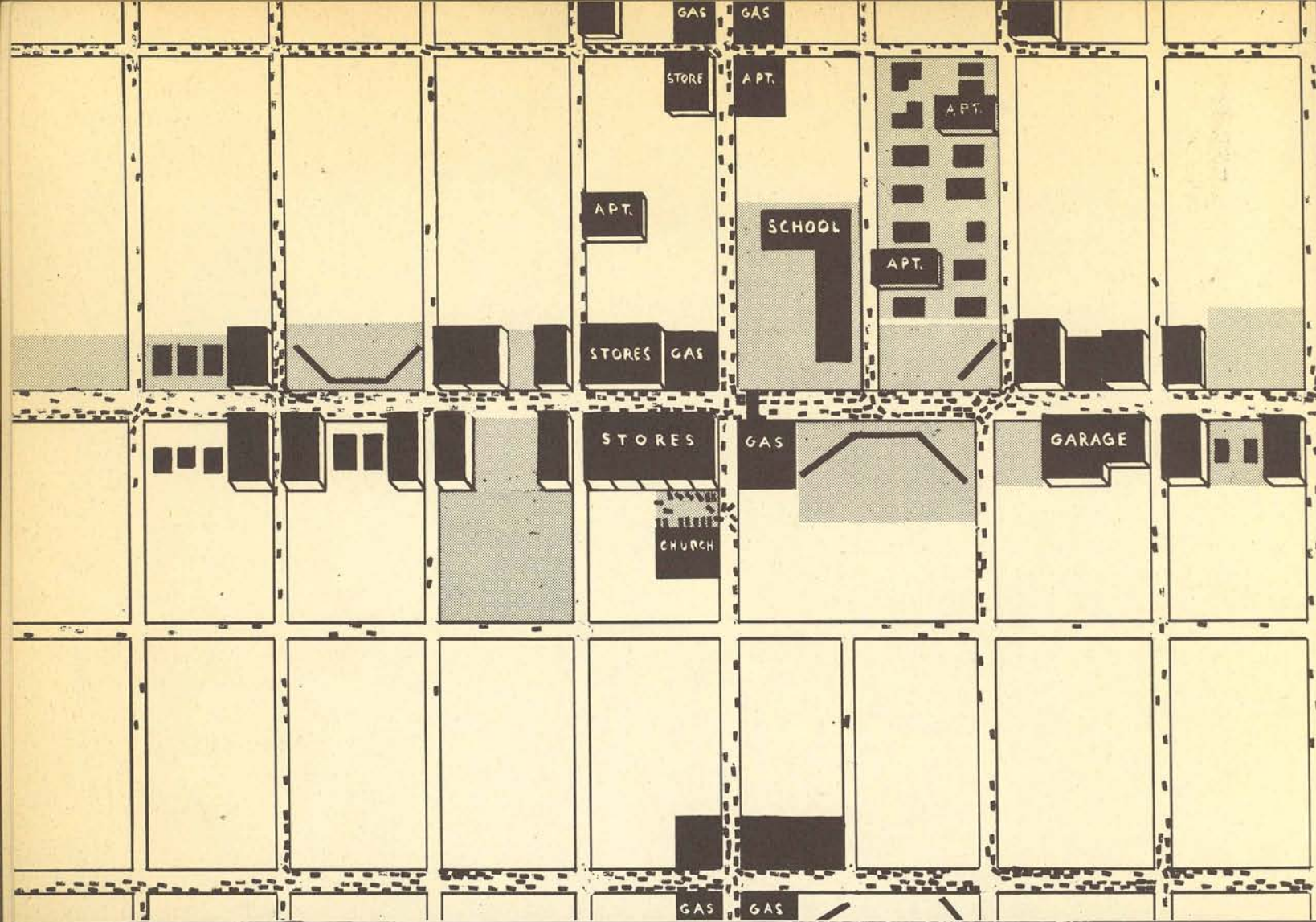
Photograph by L. A. County Museum

## ARCHITECTURAL HASH

A Spanish house or a colonial house may be beautiful in itself, but a Spanish house next to a colonial house next to an English house next to an ultra modern house —well, that is individualism run wild. Many a street in our region is simply a museum of architecture. The houses bear no more relation to one another than did the pavilions of the foreign governments at the world's fairs in New York and San Francisco before the war. Too much architectural variety can be almost as monotonous and wearisome as a row of houses all alike except for the numbers.



Photograph by Julius Schulman



### THIS NEIGHBORHOOD "JUST GREW"

Convenient street arrangement for giving directions—dangerous for automobiles and pedestrians. Every intersection can be the scene of a smash-up. Signals at intersections along main boulevard prevent accidents and traffic jams, but interrupt flow of traffic.

Once a quiet residential street—today a favorite traffic artery between northern and southern parts of the city. Every other through street in this neighborhood also may become a dangerous motorway.

To reach this school, many pupils must cross two heavily traveled streets. Noise of traffic on east-west and north-south traffic arteries interferes with classroom activities. No convenient, centralized shopping center. Stores interspersed with vacant lots along boulevard.

No playground in the neighborhood except the school grounds, which are not open throughout the year and cannot be reached without crossing dangerous streets. Stores next to homes. Value of homes destroyed.

Large apartment houses extended beyond the set-back line observed by residences, shutting out sunlight and blocking view. Privacy of residences destroyed. Small dwellings on rear of lots—little sunlight or privacy in many cases.



### **THIS NEIGHBORHOOD WAS PLANNED**

This is a neighborhood in which all of us would enjoy living. It has a large central playground only two or three minutes from most of the homes (E), a grammar school equipped to be used for neighborhood plays and dances (D), a shopping center close at hand (B), and a community church (C). In fact, this neighborhood is such a pleasant place that we should seldom be tempted to leave it.

Contrary to what we might think, it is not an expensive neighborhood. The homes are all moderate in cost, and the people who live in them earn no more than people who live in less inviting neighborhoods.

Because it contains nearly everything people require to satisfy their common needs, it is called a self-contained neighborhood. Unlike the gridiron district that we have just studied, it has a definite size and was carefully planned to simplify daily living for the people who call it "home." Approximately square, it measures one-half mile on a side and is, therefore, a quarter of a square mile in area. The distance from most of the houses to the school or to the stores is about a quarter of a mile—not too far either for small children or elderly persons to walk.

## CONVENIENCE

The striking thing about this neighborhood is that it has no heavily traveled streets running through it. Space that might have been wasted in a criss-cross of streets has been utilized for the large playing field in the center. Yet the neighborhood is more convenient than the average neighborhood which has a network of streets. Residents can get to the school, the playground, or the shopping center without crossing a single street, because there are direct walks leading through pedestrian underpasses beneath the four loop streets (L) at the corners of the neighborhood.

When small children wander from home in this community, parents don't have visions of hit-and-run accidents. They know that the children are safe—probably off on a tricycle excursion to the playground, where there is always something going on.

## SOCIABILITY

The playground, in fact, would be our chief reason for wanting to live in this planned community. It is a good deal more than just a playground. It is a social center, the place where people in the community become acquainted with one another. In the average neighborhood people nod politely to their neighbors but usually never get to know them. Here they meet them casually under circumstances that lead to the formation of friendships. They play baseball, tennis, soccer, handball, badminton, and other games together. Before long they are visiting in one another's homes and enjoying dinners, parties, and Sunday trips together.

From these friendships grows an interest in the welfare of the whole community. People who are interested in dramatics produce plays, sometimes to raise funds for the purchase of equipment for the playground or for the school. Those who like to sing or play musical instruments form choral clubs and orchestras. Others who enjoy studying current affairs use the school for evening meetings and forums, in which the discussion frequently turns from the state of the world to the state of the neighborhood; and everyone says what he thinks about the bus service, the tidiness or untidiness of the playground, or the way the community dances are conducted. In short, the people who live in this neighborhood have real community spirit, something that America has lacked since cities became big and the automobile made people restless.

## HEALTH

From a health standpoint, of course, this community ranks high. There are no pasty-faced office workers here. Nearly everyone who is indoors during the day finds time for some fun and relaxation on the playing field at the close of the day. Those who are too tired to indulge in strenuous exercise sit, like Ferdinand, beneath the trees and smell the flowers, thankful that they live in a community that has breathing space and pleasant surroundings.

One would have a difficult time, indeed, to develop even an upset mental state in this neighborhood. There is no traffic to worry about. Loneliness is impossible with friends and



neighbors on all sides. All kinds of clubs and organizations invite one to make use of unused talents. And the place itself is so beautiful, with its quiet, tree-shaded walks and well-designed houses, that just living in it makes one cheerful.

## COMMUNITY PRIVACY

A walk around this community will show us how skillfully it has been planned. All the streets have been designed for different uses. The loop street and cul-de-sacs (X) give access only to property abutting on them. Trucks have occasion to enter these streets only when making home deliveries. Double-lane avenues, which are somewhat wider, lead to the school and the shopping center, in front of which are ample parking spaces. Around the entire community runs a broad collector street, so called because it collects traffic from all the local streets and feeds into the highways that by-pass the community.

Between the collector street and the highways stands a thick planting of trees and shrubs, affording the entire community privacy. Motorists turn from the highways into the collector street only when they wish to visit someone in the community or to make business calls at the stores. The community is so planned that it will never become just another district through which drivers speed on their way to distant goals.

Buses serving the community use the collector street exclusively, making stops near the four corners, the school, the church, and the apartment house section (A).

## COMMUNITY STABILITY

The community has **just enough** shops to serve the residents. More would be superfluous, nor are more likely to be built, since they could not hope to pick up extra trade from non-residents passing through the community in large numbers.

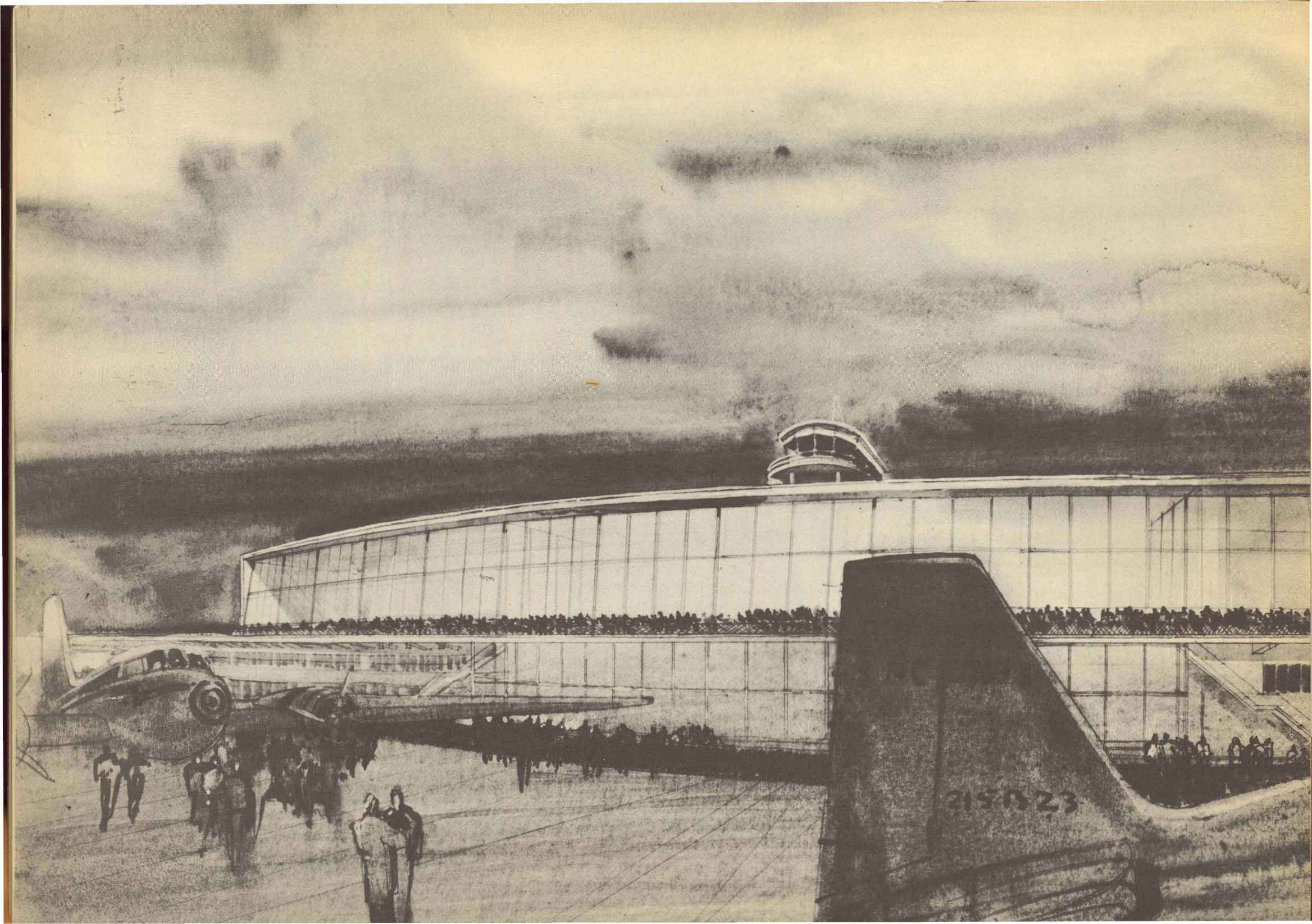
The neighborhood, consequently, is protected against decline in property values caused by the erection of stores and service stations next to homes. We can be pretty sure, too, that the residents, aware as they are of the special advantages of living in a planned community, would not willingly tolerate changes that would destroy the distinctive character of their neighborhood. They have more than property to protect. They have a way of living to safeguard.

But aren't we talking about a purely theoretical community, because the photograph shows a model rather than a community which actually exists? True, we see here only a model, but this model is based on several planned communities in which people have lived for many years. We find communities similar to this one at Radburn, New Jersey, and Greenbelt, Maryland; at Pittsburgh and Dallas, and at Welwyn and Manchester in England.

Throughout the United States new subdivisions and new towns that start from scratch are embodying features of these outstanding communities. The residents of these new communities find, as have people at Radburn and Greenbelt, that the word "living" takes on added meaning when the home environment is planned, above all, for convenience, health, and sociability.







# VIII

## ROADWAYS AND SKYWAYS

At the beginning of this book we turned time backward and looked down on Los Angeles County from an airplane in 1769. We are now going to play another trick with time and walk right into the skyroom of the Los Angeles Municipal Airport in 1960. This is a great circular room with glass walls and glass ceiling, through which we can look up at planes streaking across the sky. We have a sense of being far out in space, with silver-winged couriers from many worlds flashing all around us.

But a glance at the huge landing field below and at the landscape round about tells us that we are at the nerve center of the airplane capital of America. Giant passenger planes and midget taxi planes land and take off every minute or two. Buses and private automobiles arrive and depart in steady streams along super motorways connecting the airport with every important point in the county. Since the days of the Second World War, when our aircraft industry gained ascendancy over all other local industries, aviation has assumed a dominant position in the life of the entire community.

The passenger planes that we see rolling from the hangars or swooping in from all points of the compass are veritable leviathans of the air. They carry 100 passengers and make transcontinental hops in 8 hours without a single stop.

Smaller but no less interesting are special air mail planes, marked with red, white, and blue shields. Fleets of these, arriving and departing endlessly, transport all first class mail.

Beside the mammoth passenger planes and air mail carriers the little taxi planes look like toys. They shuttle between this major airport and numerous feeder airports in the county.

Four of them, brightly painted, have just flown in from the seaplane base at Los Angeles harbor, where the clipper from Australia landed only a short time ago. The passengers of

the clipper who are going on to Washington, New York, and Boston have passed the customs inspection and now, after a 5-minute ride from the seaplane base, are ready to continue their journey.

They are being joined by people from all parts of Los Angeles County. Seven or eight from Santa Monica have flown over by taxi plane. Others, from Los Angeles, Beverly Hills, and Palos Verdes, have come by bus and by private automobile. Those who came from hotels in downtown Los Angeles reached the airport in 10 minutes over an expressway on which cars travel at 60 miles an hour or more in perfect safety.

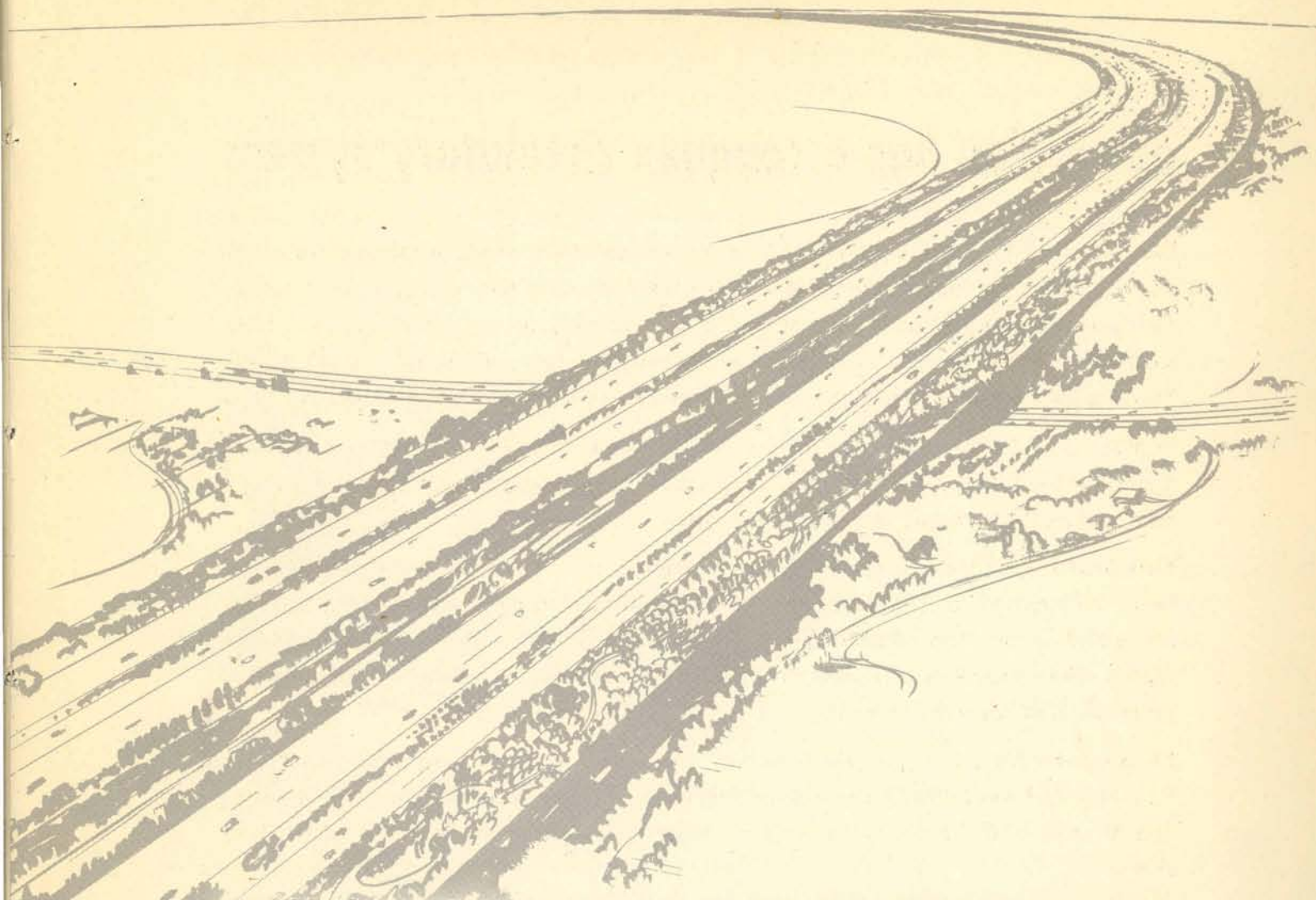
We can see this expressway at some distance from the airport. Feeder roads from it and from two other expressways connect with the air terminal, but the expressways themselves avoid airports, the business sections of towns, industrial districts, and other centers of activity.

These expressways have 300-foot rights-of-way and are beautifully landscaped along the sides with trees and shrubs. Trucks use separate lanes on either side. There are both slow and high-speed lanes for automobiles and buses, and traffic moving in opposite directions is divided by a wide central strip, in which, screened from the rushing cars by planting, are rail lines for streamlined electric trains that travel 80 miles an hour. Expressways are entirely free of intersections, as all opposing routes pass over or under the roadways. Connections between routes are made by curving turning-off lanes that are depressed or elevated so that there is no interference.

At the airport a great volume of traffic is handled without the slightest confusion. Passenger cars park in a huge parking area that is connected with the various gateways in the terminal building by a moving sidewalk. Travelers arriving and departing at the airport need not pass through a crowded waiting room, but go directly from plane to car or vice versa. Likewise, travelers using bus and rail service are carried by the moving sidewalk between loading platforms and the gateways to the landing field.

Bus and train schedules are coordinated with plane schedules, so that it is possible, for instance, to arrive from the East by plane, go without delay to the Union Passenger Terminal at the Civic Center in Los Angeles by rail, and continue one's journey immediately to Santa Barbara, Oxnard, or some other point by train if one does not care to go all the way by air. The bus and electric rail lines that serve the airport are part of a smoothly functioning mass transportation system linking all parts of the metropolitan area.

One of the busiest places in our region, the airport is also one of the most orderly and enjoyable. Crowds of people come to the skyroom to watch what is going on. The food served is excellent, and after one has eaten and has had enough of spectator flying, one can go strolling in the park that encircles the airport. This park, in which all tall trees are far removed from the flying field, not only provides surrounding open space over which planes can fly low in landing and taking off, but offers valuable recreation facilities to the



community at large, to workers in nearby aircraft factories, and to families in residential areas within a radius of two or three miles.

If we should visit other major airports in the county (at Long Beach and in the San Fernando and San Gabriel Valleys) we should find similar conditions—large parks, spacious terminals, expressways close by that connect with principal points in the region, and coordinated air, bus, and rail schedules.

What a contrast between this picture of the future and the scenes with which we are familiar! To reach present-day air terminals we must travel routes that are indirect, wasteful of our time, energy, and money, and hazardous to life and limb. If we are going to San Diego, we shall be in the air about an hour, but the time we spend getting to the airport here and from the airport in San Diego will total more than our flying time. At the terminals we find congested approaches, inadequate parking facilities, and hectic waiting rooms, and as for coordination of air, bus, and rail schedules, there is little or none.

But between now and 1960 all this can be changed—if we plan!

## our region has a complex circulatory system

Our region is like a living organism. It has a nervous system and a circulatory system. Its nervous system, consisting of telephone, telegraph, radio, and television facilities, functions satisfactorily, so far as most of us are aware. Its circulatory system, consisting of rail lines, streets and highways, harbors, and airports, suffers from many ills, as all of us know, but they are not incurable. In fact, we have discovered a number of effective remedies.

In order to understand how they can be used to cure the circulatory system, we must first learn how the system works and how it developed weaknesses and bottlenecks. It serves 3 classes of traffic: external, through, and internal.

**External traffic** includes the movement of ships, planes, trains, and motor vehicles between our metropolitan community and the outside world. Twenty-four hours a day travelers arrive and depart. And 24 hours a day shipments of raw and finished materials enter our region, while shipments of locally produced oil, citrus fruits, vegetables, films, furniture, garments, and cosmetics leave it.

**Through traffic** consists largely of railway and motor vehicle movement. Trains en route from New Orleans to San Francisco and shipments of cotton from the San Joaquin Valley and Arizona to the Orient and Europe via Los Angeles harbor are examples of this kind of traffic.

**Internal traffic**, most important traffic from the standpoint of our daily living, is that which moves entirely within the region. This includes not only our own cars, but the delivery trucks, milk wagons, ice trucks, laundry cars, and hucksters' carts that serve us, the electric cars and buses that provide mass transportation, and local freight trains that haul goods between points in the region.

Naturally, the facilities for handling each class of traffic should be adequate. For the external traffic there should be large, well-equipped, centralized terminals, with direct routes to the outside world. For the through traffic there should be safe, unobstructed routes through the region. And for the internal traffic there should be a smooth-flowing system of streets, rail lines, and airports, serving all parts of the region.

Not only should there be good connections between the various classes of traffic, such as direct and speedy routes between terminals and convenient transfer points, but there should be no conflict between the 3 kinds of movement.



## **TRANSPORTATION FEVER HAS ATTACKED THE CIRCULATORY SYSTEM**

When we look at the circulatory system critically, however, we find that it is afflicted with transportation fever. Trains entering and leaving the region cross streets and highways on which internal and through traffic is moving, frequently blocking cars for half a mile. Trucks hastening from the Imperial Valley to the harbor with crates of fruits and vegetables that are to be shipped by freighter get snarled in local traffic jams. Travelers rushing to airports to catch planes for New York or Seattle watch precious minutes tick away while taxis creep along packed thoroughfares.

The worst bottlenecks of all occur in the movement of internal traffic. Who has not been delayed while trucks maneuvered into position to unload at the curb? Who has not waited at grade crossings while local freight trains switched back and forth? Who has not been caught behind "stop" signals most of the way downtown? Who has not seen fatal accidents at intersections, or just missed being in some?

The ills from which the circulatory system suffers affect everyone who lives in our region. We lose from 25 to 50 per cent of traveling time in stops and delays. We lost \$75,000,000 a year in motor vehicle operating costs—extra gasoline consumed in stopping and starting, brake linings worn out slowing up, tires worn down the same way. And some of us lose life. More than 1,000 persons are killed annually in Los Angeles County, while 20,000 or more are injured.

### **HOW THE CIRCULATORY SYSTEM BECAME SICK**

How did this circulatory system of ours become sick? Was there something in the way that it developed that accounts for its unhealthy state?

The business districts of Los Angeles, Long Beach, Pasadena, and Santa Monica, where we now encounter some of the most serious congestion, were established before the automobile became a common sight. In those days pedestrians, horse-drawn vehicles, and electric cars managed to get about without difficulty. No one could foresee that the time would come when thousands of automobiles would tax the capacity of the streets.

The railroads and most of the interurban lines in the region also were constructed long before the automobile became a major factor in transportation. As highways usually followed the same routes taken by railroads, not infrequently pavements and tracks crossed: scenes of fatal collisions.

Each railroad established its own passenger and freight terminals. The hardship of making connections between stations in different parts of Los Angeles led the people of that city to work for a union passenger terminal, but there still is no union freight terminal. Movement of trucks between scattered freight depots contributes to the malady of the circulatory system.

For many years the growth of Los Angeles County communities followed the development of the rail lines, and each community presented a picture of a somewhat compactly built-up area surrounded by miles of open country. Until the close of the First World War, even Los Angeles extended in only a few sections beyond the terminations of street car lines.

Then, as we have seen, a new, motorized population poured into the region at the rate of 100,000 or more a year, and radical changes in the development of the region took place. Hundreds of new home areas that could be reached only by automobile came into existence, miles apart.

Railway companies realized that it would be unprofitable to extend their lines to these new suburbs. The construction of miles of track would be costly, and there was no assurance that patronage from the new sections would be sufficient to cover the cost of operations, since many of the home owners would use their own cars.

For years many sections lacked any form of mass transportation; then gradually bus lines were inaugurated to the more populous areas. But even today there are numerous communities that have no bus or rail service, and there are others in which service is infrequent, expensive, and slow. In general, mass transportation has not kept pace with the growth of the region.

On the other hand, thousands of miles of new streets and highways have been built since the great influx of the early 1920's. Many of these have formed part of the network of highways planned by the County Regional Planning Commission. But so rapid was the expansion of the region in the 1920-30 decade that hundreds of new streets were laid out without regard to any over-all plan.

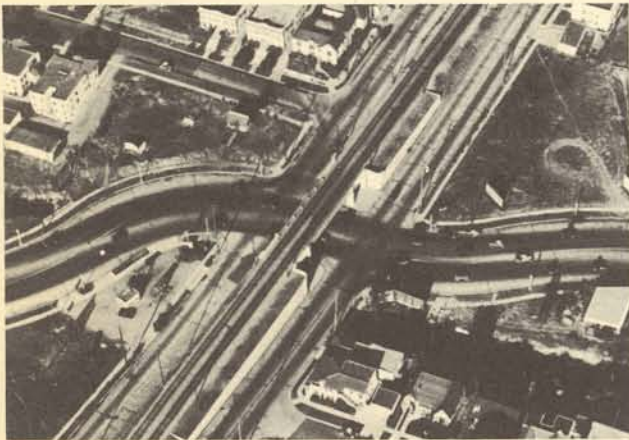
Moreover, most of the streets that were built were not adapted to the automobile, the little-understood mechanism that emancipated people from older forms of transportation. The new roadways often were wider, better surfaced, and more costly than those of horse and buggy days, but they introduced no startlingly new engineering principles. Few realized that a dynamic new invention, capable of going at great speed without mechanical risk, demanded an altogether different type of roadway.

This new supercharged mechanism, turned loose by the thousands in the gridiron street system of our region, has proved to be as great a problem as it has a convenience. To control its movement we have tried stop-and-go signals, boulevard stop signs, speed limits, white lines down the center of the street, traffic officers, fines and jail sentences, "no parking" signs, curbs painted red, one-way streets, and parking meters. Yet the number of accidents has not decreased, nor does traffic always move faster.

There is, however, hope. Where we have recognized that the chief value of the automobile is its ability to move swiftly and have planned our streets accordingly, we have eliminated traffic conflicts and have reduced accidents. Some of the successful remedies that we have tried on the circulatory system have been grade separations, divided highways, off-street parking, pedestrian underpasses, planting strips between highways and adjacent areas, and freeways.



# Some cures for the ills of the circulatory system



## **GRADE SEPARATIONS:**

Conflict eliminated by allowing one line of traffic to pass over the other. Time, property and lives saved.



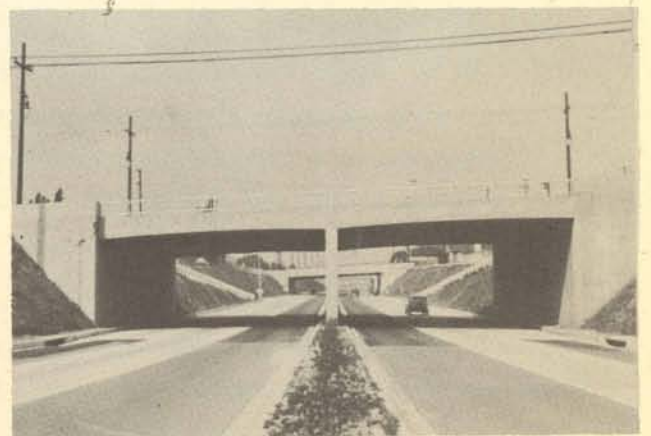
## **"Slot" type:**

More efficient than traffic signals where two highways intersect; nearly doubles capacity of highways carrying an equal volume of traffic. Permits right turns only; adequate for most intersections.



## **"Clover-leaf":**

Requires considerable land; can be used only in a few places in most cities. Confuses motorists, who must turn right in order to go left. Advanced highway engineers propose over or underpasses that permit the motorist to turn in direction that he wants to go.



## **DIVIDED ROADWAY:**

Prevents head-on collisions. Least effective method of separating opposing lines of traffic: painted white line. Most effective method: wide, thickly planted strip that eliminates heddlight glare. Dividing strip also eliminates cross traffic.



**OFF-STREET PARKING:**

Greatly increases efficiency of streets and highways by eliminating curb parking, double parking, turning in and out of main traffic lanes; convenient for motorists.



**THE BY-PASS:**

Routes through traffic around business section of town. No delay for through traffic; less congestion, less noise, fewer accidents and fewer unsightly developments along main street of town.



**LARGE, WELL-PLACED SIGNS:**

Reduce accidents by allowing motorists traveling at high speed ample time to make decisions about turning, stopping, or continuing journey.



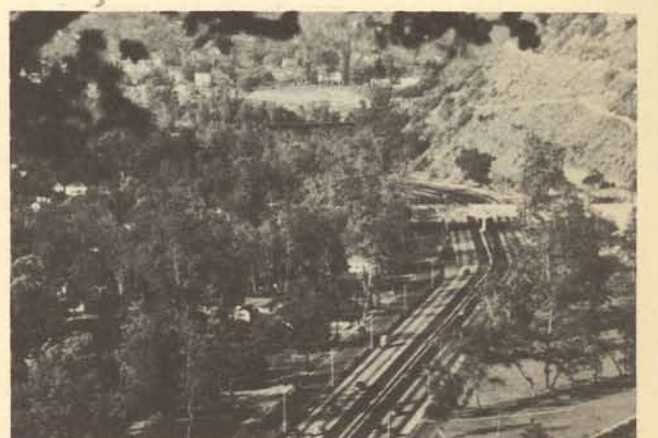
**SCREEN PLANTING:**

Beautifies highway and shuts off access to roadway from bordering property, thereby eliminating interference with flow of traffic. Decreases noise of traffic; increases value of property bordering the highway.



**FREEWAY:**

Combines all good features of modern highway planning: grade separations with free-flowing turning-off lanes, divided roadway, wide lanes, curves designed for high speed, limited number of exits and entrances, good lighting, adequate directional signs, and screen planting. Completely eliminates use of the highway by bordering property. Sole function is to get motorist to his destination as rapidly as possible and with safety.



**PARKWAY:**

Combines the features of a freeway with a park-like pleasure drive. Has a wide right-of-way, with land along the route beautifully landscaped and developed with groves, picnic grounds, bridle trails, pedestrian walks, and bicycle lanes. Often connects parks in different parts of a region.

If we continue to develop streets and highways that take into account the special nature of the automobile, particularly its capacity for acceleration, we shall be able to cure the circulatory system of its ills.

And if we profit by our failure to plan properly for the automobile and begin now to plan properly for the airplane, we shall avoid more complications in the circulatory system of the region in the future.

For one thing, transportation of freight by plane already has begun. Aircraft designers predict that within a few years we shall have planes capable of carrying 20 tons of cargo. While large tracts of land still are available near our factory districts, we should develop special industrial airports for freight planes. This farsighted action would avoid conflict of freight and passenger traffic at airports already in existence.

### **NEW MOTORWAYS ARE NOT A CURE-ALL**

Few regions need safe, comfortable, fast, efficient highways as badly as ours. Eighty per cent of all passenger miles of travel in this area are by automobile, and distances are great, as we realized fully when the United States entered the war against the Axis powers and tire rationing boards warned us that we had better use our automobiles sparingly.

In the days before the war we spread our cities out thinly over hundreds of square miles of territory. We said we were trying to get away from the congestion in the heart of the cities, but we took the congestion with us, far into the countryside. Highways built to provide quick, easy communication between cities developed into business strips, like Garvey Boulevard from East Los Angeles through the San Gabriel Valley. The State Highway Department estimates that the clutter of roadside business that has sprung up along this highway since it was built has reduced its capacity 50 per cent or more. Traffic signals, cars parking at the curb, jaywalkers, and vehicles cutting in at intersections impede the progress of the motorist.

When we complain of distances, probably what we really are complaining about is highway interference . . . all the things that slow us down or make us fear sudden death.

Now, however, we can apply to our sick boulevards and highways some of the cures that modern highway engineering has developed. We can protect streets that have been widened at great expense from being ruined as high speed arteries by straggling roadside business, if we will zone them to exclude business except at certain points. And we can build modern freeways between important centers, so that distances will seem only a third as great.

These highspeed motorways can coordinate various forms of transportation, providing connections between air, rail, ship, and motor vehicle terminals. As we saw at the beginning of the chapter, they can provide rights-of-way for a mass transportation system.



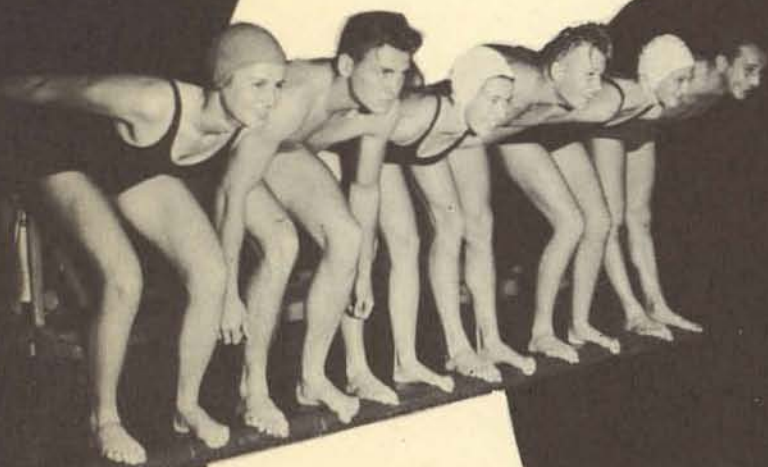
## PARKWAY PLAN

### AND DISTRIBUTION OF POPULATION FOR 1940

Metropolitan Area-County of Los Angeles.

● each dot represents one thousand persons.

The creation of these great motorways will bring new problems, however, if we are not foresighted. Freeways, like some of the boulevards that we have widened, may invite people to move still further into the country, leaving decaying and unsightly sections behind them. At the same time that we plan freeways, we must replan the older sections of our cities, creating neighborhoods filled with open spaces, attractive dwellings, and local streets as safe as the main arteries.



# IX



## LEISURE = OPPORTUNITY

Los Angeles County never has been the scene of a great world's fair. Suppose, then, that the leaders of the community began talking about the desirability of holding a magnificent exposition and that before long they came to the question of a theme for the exposition. And suppose that at this point one member of the group arose and addressed his fellow citizens as follows:

"Gentlemen, we have been discussing the usual kind of exposition, with displays of manufactured goods, pavilions of various foreign nations, a building for each of the states of the Union, a hall of fine arts, a Federal building, and, of course, the garden variety of midway. Frankly, I think the public is tired of that sort of thing. Every exposition in the United States since the Columbian Exposition in Chicago in 1893 has presented these same attractions dressed up in slightly different form. I propose that we hold an exposition that will be unique. I propose that we make the constructive use of leisure time the theme of our exposition and that we attempt to do some real public education through this exposition.

"For years our region has advertised itself as the playground of the nation. We have paid millions of dollars for magazine and newspaper publicity featuring our beaches, our mountains, our desert resorts, our moving picture premieres, our golf courses, our tennis tournaments and other sports events. Then, too, we have not neglected to mention our historic missions, the Hollywood Bowl, the Huntington Library, and other cultural institutions. We have gloried in the fact that within this one county we have every type of scenery in the world, from that of the Alps to the Sahara. We have capitalized to the tune of millions of dollars on the year-round charms of our climate. In fact, we have been so successful in exploiting this region as a place in which people really *live* that in the minds of millions of people it is synonymous with recreation and the good life.

"I am sure, therefore, that an exposition featuring recreation would emphasize the unique position of our region. It would call attention to the things that make this county attractive as a place in which to live, and it would inspire us to assume leadership in the development of the kind of recreation that meets the needs of the entire population.

"Everywhere today people are trying to solve the problem of leisure. Many of us can remember the time when men worked 12 or 14 or even 16 hours a day 6 days a week. At the present time the majority of people work 8 hours a day 5 days a week. A few work as little as 6 hours a day, and if we can believe what some of the experts tell us, we all may be working only 4 hours a day two or three decades from now. At any rate, the machine has given us a lot more spare time than we ever had before, and it is probably going to give us even more.

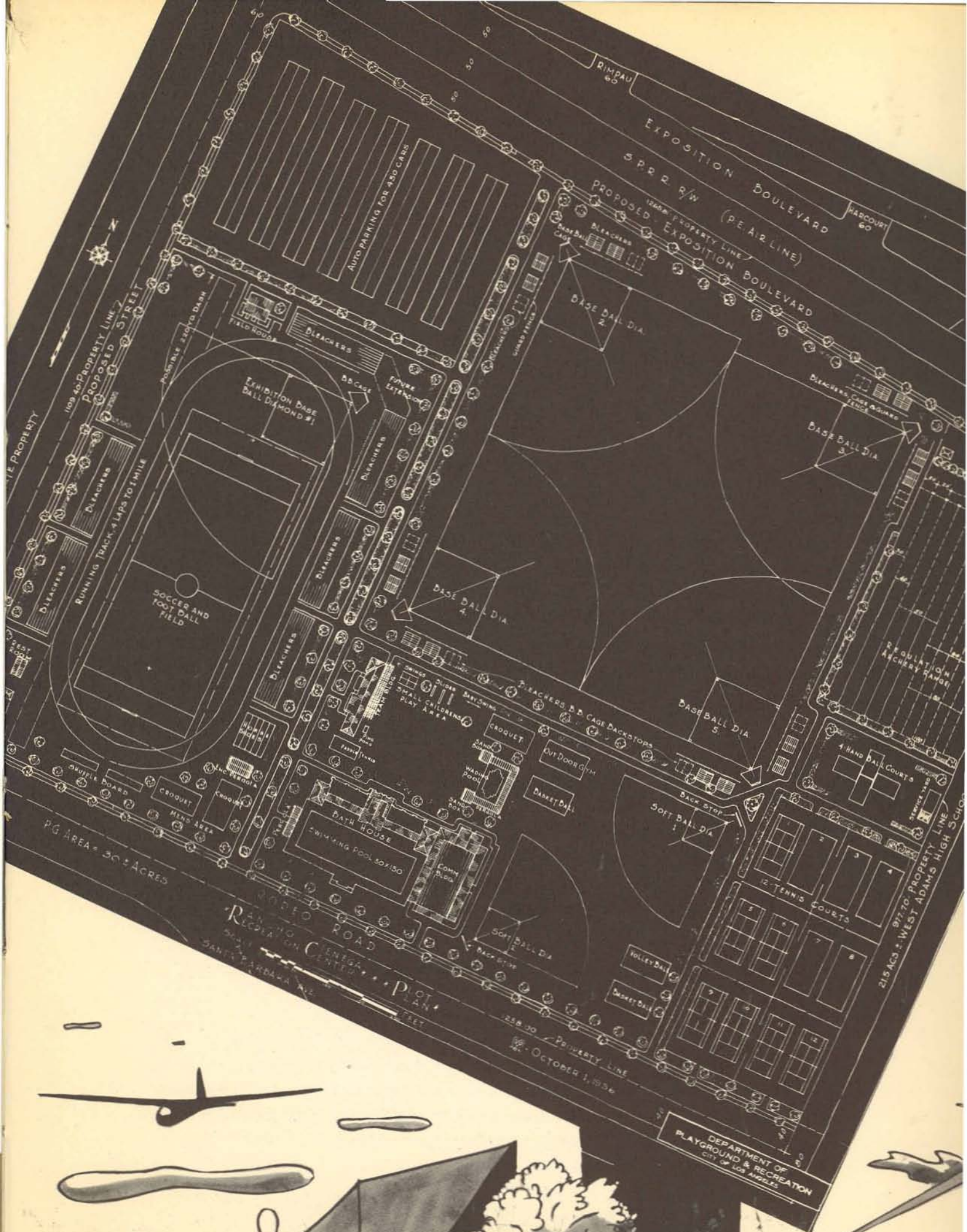
"Meantime, however, the machine is not an unmixed blessing. All of us are aware that the 8-hour day is filled with monotonous toil for millions of factory employes and white collar workers. We face the problem of balancing this dull, routine labor with some fun and inspiration.

"We also face the still more serious problem of making life worthwhile for millions whose leisure hangs heavily on their hands. I am thinking of the thousands of young people just out of high school and college who have not been able to find jobs, of millions who work only part of the year, of thousands who have been thrown out of work by the invention of new machines, and of all those affected by strikes, industrial disturbances, and forced retirement at middle age. They need opportunities to forget themselves and their troubles, opportunities to learn new talents and skills that they never knew they had. It might be that these people could develop new capacities for employment through a leisure-time program.

"In addition to the millions who do routine work and the millions who are wholly or partly unemployed, there are millions like you and me, who lead interesting lives and do work that appeals to us greatly but who get stale at times. We need recreation as much as anyone, in order to keep physically fit and mentally alert.

"In the kind of exposition that I propose, we have an opportunity to point the way to better and more widespread use of leisure, as well as to anticipate the time when recreation will be the most important thing in our lives. I hardly need remind you that the American people already spend from one-seventh to one-fifth of their national income for recreation and that recreation in all its forms is the biggest business in the country. But what we see today is only the beginning of recreational activities. In the years ahead we may spend twice as much of our national income on recreation, and the manufacture of recreation equipment of all kinds may become a major industry. Our county, gentlemen, may even take the lead as a center for the production of recreation equipment.

"I ask you to consider, therefore, an exposition in which we bring together in a beautiful setting all the worthwhile forms of recreation that anyone could desire. I urge you, also, to





plan the grounds and buildings as a permanent park that will serve as a model for every other community. And I suggest that we regard this park as only the beginning of our efforts to make Los Angeles County outstanding for its leisure-time activities. I suggest that we continue for years to develop playgrounds, parks, libraries and community centers until every section of this county offers plentiful opportunities for our people to pursue all forms of constructive play."

### **LEISURE HAS SPECIAL IMPORTANCE IN A DEMOCRACY**

Suppose the leaders of the community responded to this idea and placed it before us, the people of the county. Suppose we went to the polls and voted public funds for the exposition. What would be included in a park designed to appeal to every type of person?

We should be a long time naming everything that might be provided, for there are almost as many uses of leisure as there are people. But we can be sure that there would be any number of facilities not ordinarily associated with recreation. For instance, there would be a machine shop, because many people like to spend odd hours in mechanical pursuits. This might or might not appeal to machinists on their days off, but it would graphically illustrate the point that what is work for some is play for others. If machinists did find it inviting, it also would illustrate the point that when one does the kind of work one likes, work can be play. Our park would not identify leisure with any special group of activities, such as sports, music, or dancing, but would operate on the theory that recreation is primarily a change of activity, usually a change from workaday activity.

Originally the word "leisure" meant opportunity or freedom to do something. Later the idea of voluntary choice of activity was added. For us the original meaning is particularly significant because we live in a democracy. Every citizen, we believe, has some special contribution to make to the life of the nation. Collectively we have almost a moral obligation to provide opportunities for each member of our society to develop his special talents, capacities, and skills to the utmost of his ability, so that he can make his contribution. Since leisure can be the means by which each of us develops new arts and skills, it becomes the means by which we improve our nation.

Our park, therefore, would be more than just a place where people relaxed and had a good time. Everyone who entered it would gain a new concept of leisure as opportunity to better himself and to strengthen the democracy of which he is a part. The man who had always yearned to study zoology would find a laboratory in which to work. In time he might become a scientist. The boy with an interest in aviation would find an airplane workshop under the direction of a highly trained technician, who might inspire the boy to become an aircraft designer. The woman who longed to sing in a chorus would find a choral club directed by an outstanding musician. Eventually the woman might become a great singer.



Our park would offer opportunities for every experience associated with a well-balanced life. It would demonstrate the relationship between one form of leisure-time activity and another. It would show us that art and literature are as important a part of life as dancing and football, that the enjoyment of nature can be as intense as the enjoyment of a ballet, that participating in activities with others is as satisfying as performing well by oneself.

We have in our region today nearly everything that we could imagine as part of this park, but these rich and varied facilities are scattered over a wide area and are not readily available to everyone. Our problem is to provide not one superb park, but opportunities in every section of Los Angeles County for diversified leisure-time activities.

## OUR REGION HAS VARIED RECREATION AREAS

In variety of recreation areas our metropolitan community is one of the most favored in the United States. When we have a holiday, we enjoy the luxury of choosing between going to the mountains, the beach, or the desert.

Until comparatively recent years we took for granted our abundant opportunities for outdoor activities. Many areas that would have been desirable for public recreation purposes were put on the market and sold for homesites. But now that population in our region has increased tremendously and gives promise of doubling or even trebling in the next few decades, we have come to a new realization of the value of scenic areas as regional playgrounds. We are planning for the future recreational needs of millions.



### MOUNTAINS

Our most extensive regional playground long has been public domain. This is the Angeles National Forest, which includes more than 1,000 square miles of the San Gabriel Mountains and is at one place within 12 miles of the center of Los Angeles.

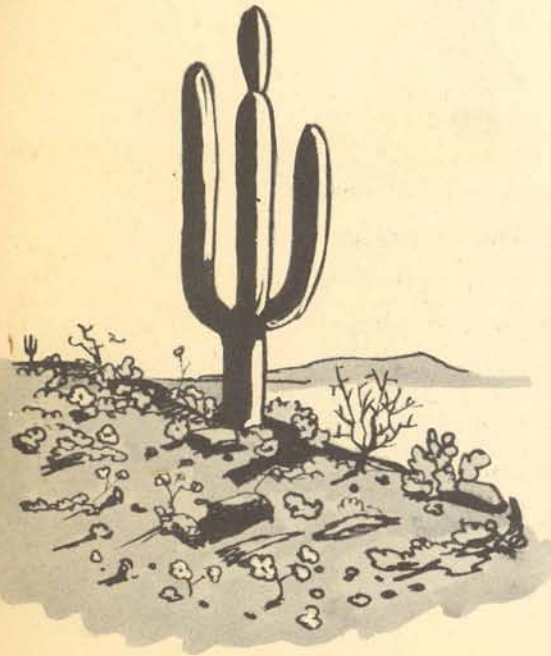
From the time that our region began to be thickly settled, hikers visited these mountains, but it was not until engineers cut wide, attractive highways along the rugged slopes that masses of people discovered the recreational advantages of the mountains. Now nearly 2,000,000 people annually travel through the Angeles National Forest.

The appeal of the mountains, moreover, has become year-round, now that winter sports have achieved popularity in our region. In an hour or more people living in the metropolitan community can reach ski lodges, toboggans, and snow-covered slopes.

The scenic Angeles Crest Highway, which crosses the San Gabriel range and connects the populous lowlands with the Antelope Valley, is the favorite route to once remote flats and canyons. Greater use of the mountain areas depends upon construction of additional highways as fine as this one and upon the development of more lookout points, camping areas, mountain lodges, trails, and picnic grounds with sanitary facilities and water supply.

### DESERT

Joshua trees and spring wild flowers are chiefly responsible for the lure of desert areas within Los Angeles County. There is little reason, however, why winter resorts as attractive as Palm Springs in Riverside County



should not appear in the Antelope Valley in years to come. The landscape in this section is the equal of other desert areas in southern California and is readily accessible to our metropolitan community. The recreation possibilities of the area have scarcely been realized.

## BEACHES

By far the most widely used of all our regional recreation areas are the beaches. In some respects they are comparable to national parks and national monuments because of their special appeal and because of the great use that is made of them not only by our own population but by citizens of other states. Indeed, it has been suggested that the Federal Government should incorporate some beaches and our unusually scenic shore areas in the National Park System.

Of the 71 miles of coast line in Los Angeles County, 18 miles are held by the State, the County, and coastal cities. Approximately 6 miles are developed as commercial harbor frontage, and 47 miles remain under private control. Only about 60 per cent of the publicly-owned beach is wide enough to be of practical use during times of high tide. The other 40 per cent is so narrow as to be comparatively useless for bathing and picnicking, although much of it could be widened by the construction of groins to arrest the southward movement of sands along the shoreline.

On a typical Sunday during the warm months approximately 320,000 persons flock to our public beaches. They do not distribute themselves evenly over the 18 miles of publicly-owned shoreline but tend to concentrate at certain places.

The County Regional Planning Commission has prepared a master plan of shoreline development which contemplates the possible acquisition of an additional 44.3 miles of beach. This additional public beach, together with present public holdings, would be sufficient to accommodate a population of 5,000,000 fairly comfortably. If population rose beyond that figure, a program of beach widening might be in order.

## HIGHWAYS TO REGIONAL RECREATION AREAS

Involved in the problem of making greater use of our regional recreation areas is the problem of constructing a system of expressways which will enable people in all parts of the metropolitan community to reach these areas quickly and with a minimum of strain. Frequently the refreshing effects of a day in the outdoors are offset by the tediousness of the return drive. Beautifully landscaped highways can form part of the regional recreation system.



## LARGE PARKS

Like mountain forests, beaches, and the desert, the large parks of our metropolitan community have a regional significance. They attract not only persons living within a mile or two but citizens from all parts of the county.

In these public areas we find recreation facilities which cannot be provided in small, neighborhood parks: golf courses, scenic drives, bridle trails, hiking trails, zoos, aviaries, botanic gardens, and similar attractions.

Some of these large parks have been developed in sections which are not particularly suited for economic use but which have scenic and recreational advantages. More accessible than the mountain areas, they bring the unspoiled, native country within close range of city dwellers.

Griffith Park in Los Angeles is our most notable example of a large park. Within the 3,761 acres of this park are golf courses, tennis courts, baseball diamonds, a zoo and aviary, miles of trails and automobile drives, picnic grounds, a planetarium, a Greek theatre, and a rustic fern dell. Plans for further development of the park contemplate the addition of many other recreational facilities.

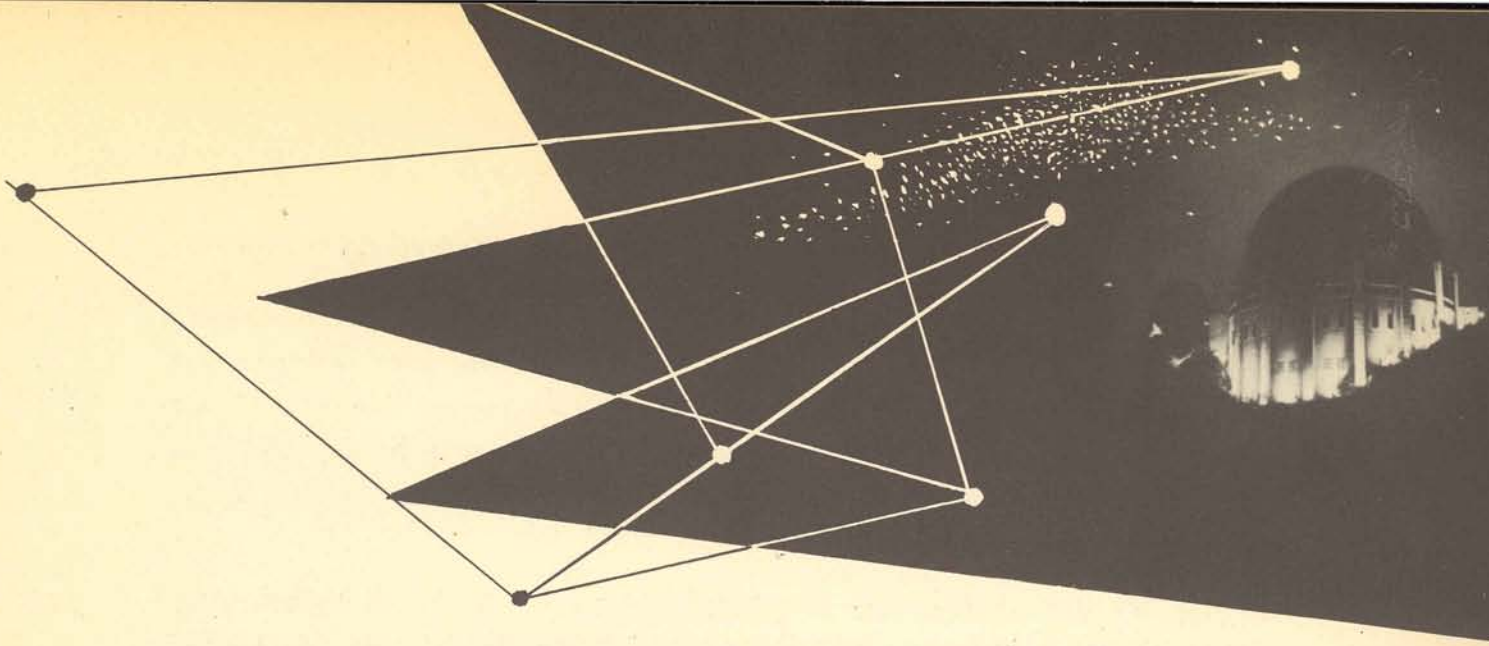
Other important parks are Brand Park, north of Glendale in the Verdugo Mountains; Arroyo Seco Park; Ganesha Park in Pomona; Santa Anita Park in Arcadia; Brookside Park in Pasadena; Elysian Park in Los Angeles; Long Beach Recreation Park. The last named includes a marine stadium, where crew races are held.

In general, our region is deficient in large parks. It has only 12 parks of more than 100 acres, whereas many planning authorities declare that it should have perhaps 30 parks of 200 acres or more, all connected by parkways.

At the present time numerous undeveloped hill areas serve somewhat the same function as large parks, since the public freely makes use of them for hiking, picnicking, and horseback riding. Many of these areas would make excellent additions to a regional park system. But unless ways are found to set them aside now as permanent public recreation spots, they probably will be subdivided like some other hilly sections.

## CULTURAL INSTITUTIONS

Our metropolitan community, in common with other large and populous areas, offers opportunities for intellectual and aesthetic experiences that are not to be found in small communities. In this respect bigness is a distinct advantage. The patronage of thousands of persons makes possible symphony concerts, operatic performances, art exhibits, and theatrical productions rarely enjoyed in towns and villages. In a large urban area, too, usually live wealthy persons who are able to endow universities and technical schools, and to found museums, libraries, and other institutions.



In our region the Huntington Library and Art Gallery, the Hollywood Bowl, the Griffith Planetarium, the Mt. Wilson Observatory, the Southwest Museum, and the County Museum in Exposition Park are the kind of cultural institutions ordinarily associated with metropolitan greatness. Each contributes in a special way to the recreational life of our community.

The collection of books and original manuscripts in the Huntington Library is one of the 3 greatest in the world. Only the libraries of the British Museum in London and of the Vatican in Rome exceed it in importance. The collection of English paintings in the mansion nearby is the finest of its kind in the world. Noteworthy, too, is the botanic garden in one section of the estate.

The Hollywood Bowl, owned by the County of Los Angeles, is the scene of a celebrated series of summer concerts, ballets, and operas.

The Griffith Planetarium, occupying a site from which one obtains a spectacular view of the Los Angeles metropolitan area, is one of the few institutions of its kind in the country.

Until the California Institute of Technology established its 200-inch telescope on Mt. Palomar in San Diego County, the observatory at Mt. Wilson was the largest in the world. Although the flood of city lights now brightening the skies above our region has made work with the 100-inch telescope at Mt. Wilson less satisfactory, the instrument remains one of the scientific wonders of our time.

In the County Museum at Exposition Park we have an institution destined to increase in importance. It contains the world-famous fossil remains dug from the La Brea Pits, a large collection of Oriental art, and excellent collections of European and American paintings. A policy of presenting special exhibits on subjects of current interest has notably increased public attendance.

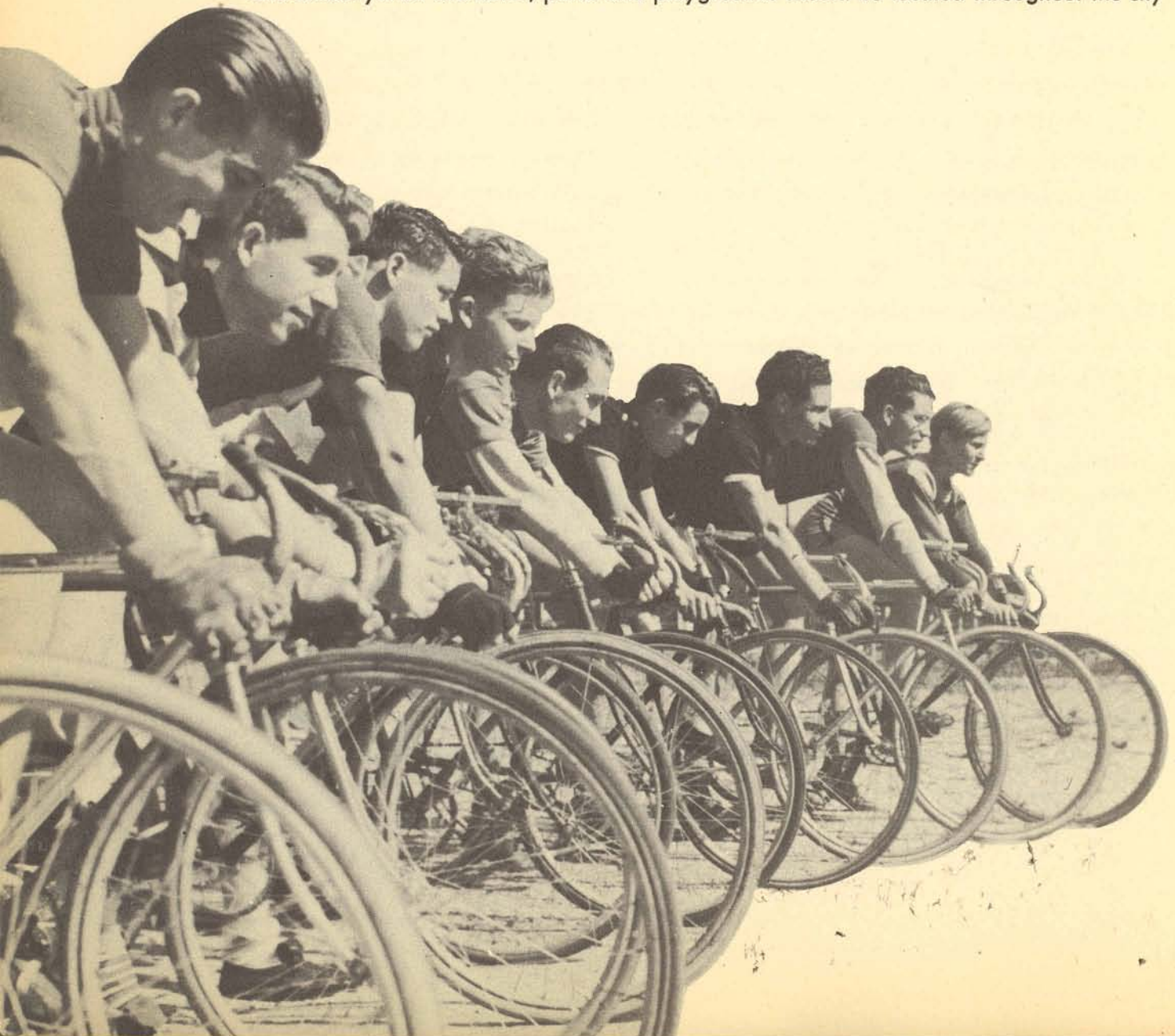
Not to be overlooked in any survey of institutions having regional recreational value are our many schools and colleges. Many of them offer evening classes in which thousands discover avenues to a richer and more enjoyable life. The entire community also has innumerable opportunities throughout the year to attend plays, concerts, lectures, exhibits, and special demonstrations given by students, faculty members, and visiting artists and professors.

## EVERY NEIGHBORHOOD NEEDS A RECREATION CENTER

No matter how many cultural institutions, large parks, mountain forests, and beaches a region may have, unless it is able to provide diversified recreation within a few minutes' walk of every home, it falls short of meeting the everyday leisure-time needs of its citizens. Regional recreation areas usually are too remote to be used except on holidays and weekends, when people have plenty of time. Neighborhood parks and social centers, conveniently located, can be used every day in the week.

Our region has scores of small parks, playgrounds, tennis courts, branch libraries, and community centers, but it needs many more. It has been estimated that there are 700 neighborhoods in the Los Angeles metropolitan area. In 300 of these, playground, park, and school departments operate year-round playgrounds. In the other 400 neighborhoods, year-round recreational service is not available, although many schools have grounds that might be used. The cost of employing recreation directors to supervise play outside of school hours and in summer time is, however, an obstacle to wider use of school grounds.

Most recreation authorities agree that a city should have 10 acres of parks and playgrounds for each 1,000 persons, at least 3 acres of which should be in playing fields, playgrounds, and school yards. Moreover, parks and playgrounds should be located throughout the city



so as to serve all neighborhoods. When we examine the Los Angeles metropolitan area, we find that in some heavily populated sections there is less than one-third of an acre of recreation space per 1,000 persons, while in others only a little less densely settled there is only 1 acre.

Our problem is to create ample facilities in every neighborhood for a varied program of leisure-time activities. This we can do best through our public recreation agencies, since commercial agencies cannot be depended upon to consider the needs of the population as a whole. Bowling alleys, ice skating rinks, roller skating rinks, public ballrooms, pay golf courses, and other commercial enterprises operate in neighborhoods where they can make the most money. Several of them may be located in one part of a city, while other sections, inhabited by a poorer group of people, may lack recreational opportunities. It is the function of public agencies to provide recreation facilities wherever there is a need.

An adequate recreation center offers something interesting for everyone in the neighborhood to do. It has play space for small children, a playing field for older children and adults, game courts, an auditorium and craft rooms for the use of the entire neighborhood but especially for adults in the prime of life, and restful, shady areas for elderly persons. Depending upon the space available, such additional facilities as ping pong tables, a swimming pool, a library, and an art gallery may be added.

Some of the forward-looking architects of our time are planning park schools in which school libraries, school auditoriums, school playing fields, and some of the school classrooms are especially designed to be used outside of study hours for neighborhood recreational purposes. These plans are particularly interesting to us because many of the school grounds and school auditoriums in our metropolitan region have been used in this way for some years. The proposed park schools merely emphasize the fact that education and recreation are becoming more closely allied.

The whole problem of recreation in our community cannot be solved, however, simply by providing more physical facilities for use in leisure hours. For every new recreation center that we build, we must find men and women who can teach a whole neighborhood to enjoy sports, to sing, to act, to weave, to make pottery, to dance, and to speak in public.

Fortunately, the number of recreation leaders of this type is increasing. At least two leading universities now recognize that education for play is as essential in a democracy as education for work, and are creating a new profession whose members are coming to be known as group workers, since it is their function to show groups of people how to use leisure to greater advantage. Perhaps these workers might better be called social architects. Trained to discover the latent abilities of people, they have the capacity to develop a healthier, happier, more vital citizenry. In their hands the neighborhood center of the future can become the symbol of our desire for the fulfillment of the democratic ideal of equal opportunity.







## **E N E R G Y - W A T E R - W A S T E**

Government plays a quiet, efficient part in the lives of citizens in any community, protecting the purity of the water supply, disposing of wastes, guarding homes against destruction by fire and flood, and acting in a hundred other ways to make living possible. In our metropolitan community, government has had to play a much greater part than elsewhere because of special problems presented by the topography and location of our region. Only a combination of city, state, and Federal agencies could have harnessed the Colorado River and brought its waters to our coastal cities. Only the Federal government and our county government working together could have dealt with the flood control problem. These matters were beyond the power of individual citizens or individual cities to solve. Our metropolitan community in many respects is a monument to the collective ability of people to provide for their common needs. This chapter presents some of the outstanding achievements of the people, who are, in the final analysis, the government.

### **WATER FOR 10,000,000 PEOPLE**

One thing alone made possible the development of a metropolitan area in Los Angeles County—water from distant sources. Although our agriculture still makes use of underground water supplies, our urban areas for the most part obtain water from beyond the deserts surrounding southern California. The Los Angeles Aqueduct, including the Mono Basin addition which began operating in 1941, can provide the city of Los Angeles with enough water for a population of 2,500,000. The Metropolitan Water District Aqueduct, which began delivering water to cities in our region in 1941, can provide enough water for 7,500,000 persons.

Since our region now has only 3,000,000 inhabitants, a supply sufficient to serve 10,000,000 seems abundant indeed. But engineers, whose business it is to be farsighted, declare that when our region doubles or trebles its present population, this supply will be somewhat low either for irrigation or modest residential areas and quite insufficient for congested and industrial districts. It is, however, all the water that is in sight for our region.

Is there any other source of supply? Yes, the millions of gallons of water which daily flow through our sewers. As we shall see in a discussion of our sewerage works, sewage can be laundered and used for irrigation. If the time ever comes when our region is hard pressed for additional water, the quantity now emptied into the ocean via sewers can be reclaimed.

The per capita consumption of water in our region is approximately 120 gallons a day. In 1941 the city of Los Angeles alone used an average of 219 million gallons a day. This amount of water spread over a square mile of land would cover it slightly more than a foot deep. By comparison, the Metropolitan Water District Aqueduct can supply 5 times that much water daily.

Four-fifths of the water used by Los Angeles is consumed in homes. The other fifth is used to irrigate approximately 60 square miles of agricultural land in the San Fernando Valley. This irrigation water is obtained from the Los Angeles Aqueduct and the Los Angeles River. Since the underground water has been depleted by heavy overdrafts in past years and since aqueduct water is plentiful, some water is spilled each year into the Tujunga spreading grounds, where it percolates through sands and gravels to the sub-basins. In this way the underground water level is being maintained, despite continuous use.

Aqueduct water also is spilled into spreading grounds in the Owens River Valley, so that in case of a prolonged dry spell, more than 100 emergency wells could pump water from the underground storage basins into the aqueduct.

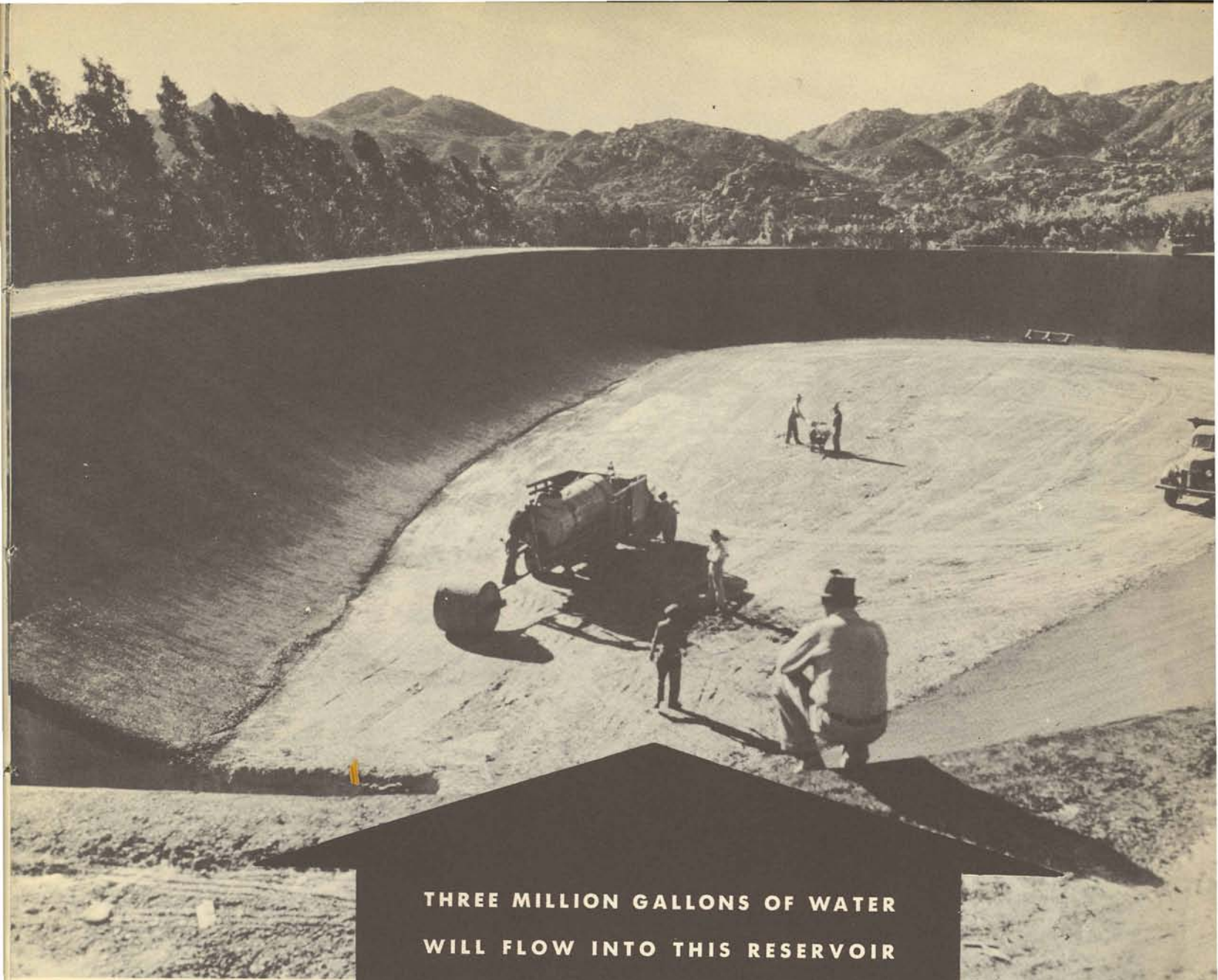
Both the city of Los Angeles and the Metropolitan Water District maintain vast reservoirs in which water for emergencies is stored. Even if aqueducts were shut off for nine months or more, our region would not lack water.

## **SMOKELESS ENERGY**

Many American metropolitan areas have a smoke problem. Ours does not. Local manufacturing plants use chiefly electric power and natural gas, which are clean forms of energy. A few still use crude oil, a comparatively smokeless fuel.

Thanks to a mild climate, electricity and natural gas also are adequate for heating our homes.

Approximately nine-tenths of the electric energy used in Los Angeles is supplied by Boulder Dam, via three 266-mile transmission circuits. The balance is provided by 4 hydroelectric plants along the Los Angeles Aqueduct and by 2 steam generating plants.



**THREE MILLION GALLONS OF WATER  
WILL FLOW INTO THIS RESERVOIR  
AND IN ONE DAY OUR CITY WILL USE  
70 TIMES THIS AMOUNT!**

Photograph by Dept. of Water and Power

Burbank, Glendale, and Pasadena also use Boulder Dam power. Other cities depend upon steam generating plants.

The march of steel transmission towers across deserts, mountains, and valleys has a poetic rhythm. But there is nothing to stir the imagination in the file of telephone poles along our city streets. They remain there because the cost of placing wires and cables underground throughout a metropolitan community as extensive as ours would be "prohibitive." Over a period of years, however, it might be possible to improve the appearance of our cities by removing poles at least from main-traveled streets and boulevards. Though the cost has been high, this has been done in the principal business sections of our cities.



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Photographs by Dept. of County Forester and Fire Warden



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Photograph by Dept. of County Forester and Fire Warden



Photograph by Julius S



Photograph by U. S. Soil Conservation Service



Photograph by Dept. of County Forester and Fire W

**FIRE** is the greatest enemy of the highly flammable chaparral that covers our mountain slopes. In the past 30 years more than 50 per cent of the watersheds of the Los Angeles Basin have been swept by fire. For 6 or 8 months each year high temperatures and low humidity create conditions under which fires spread swiftly and are difficult to control. Recent arrival of tens of thousands of eastern people who are unfamiliar with the danger of forest fires has seriously increased the fire hazard in this area. Greater use of the mountains for recreation demands greater caution.

**PREVENTION** and suppression of mountain fires is the responsibility of the United States Forest Service and the Department of County Forester and Fire Warden. "Eyes" of these agencies are the 27 lookout towers situated on high peaks throughout the county, 15 of which are manned by the Forest Service, 11 by the county agency, and 1 by the Fire Department of the City of Los Angeles. In addition to these lookout towers, the County maintains 4 headquarter stations and 18 patrol stations, the United States Forest Service 5 Ranger Districts with 40 permanent and temporary guard stations, and the Los Angeles City Fire Department 2 patrol stations. All these stations are so located as to insure the placing of men and equipment at the scene of any fire within the shortest possible time. A system of mountain motorways and firebreaks facilitates prompt action.

**FLOODS**, too, are the aftermath of mountain fires. Unusually heavy rainfall in the Santa Monica Mountains and in the Montrose area after fires had consumed the watershed cover caused floods that resulted in great property damage and heavy loss of life. Had the vegetative cover not been burnt off, from 5 to 40 times as much rainfall would have been retained in the soil. Man invites disaster when he locates homes and farms too close to natural flood channels. A county ordinance passed in 1940 designates certain areas known to be subject to inundation as "unfit for human habitation!"

**FLOOD CONTROL** involves holding back the run-off from the mountain areas until the rain that falls in the lowlands has had an opportunity to reach the ocean. Both conservation programs and engineering projects are necessary to solve the problem. The United States Army Corps of Engineers and the Los Angeles County Flood Control District are constructing dams, debris storage reservoirs, and channels of sufficient capacity to care for maximum run-off, which occurs once in 50 years. The engineering program includes large spreading grounds designed to increase percolation into subterranean reservoirs. Cost of the present program is estimated at \$154,000,000.

**EROSION** inevitably follows fires in the mountain areas. When the cover of leaves, twigs, grasses, shrubs, and trees is destroyed, there is nothing to protect slopes from the immediate impact of rain. Soon rivulets wear away top soil that it has taken Nature from 4 to 10 centuries to form. In a single storm enough top soil to cover an average city block to a depth of 10 feet was washed from each square mile of one burnt-over section in our watersheds. Unwise cultivation, excessive grazing, and cutting "fill" slopes in road building operations also start the erosion process.

**CONSERVATION** of the watershed cover is essential in a semi-arid region such as ours. Not only does the chaparral retard run-off; it assists percolation of rainfall into the porous slopes. The water which seeps into underground storage basins in our region makes possible large-scale agriculture. Both the United States Forest Service and the Department of County Forester and Fire Warden maintain nurseries and carry on planting programs in eroded and burnt-over areas. The latter agency in 1941 planted more than 15,000 trees raised in its forestation nursery at Henniger Flats above Altadena.

## HEALTH PROTECTION

Seldom if ever do we hear of a community erecting a monument to an engineer for designing an efficient sewerage system. All honor to builders of bridges, roads, and aqueducts! These things, not sewers, stir the imagination. Yet all our complex civilization would be wiped out in short order if we lacked means of disposing of dangerous wastes in a sanitary manner.

History is full of stories of cities and nations ravaged by epidemics because there was no provision for safe disposal of body wastes. Men thought they were being punished for their sins, but they were merely paying a price for their ignorance. . .

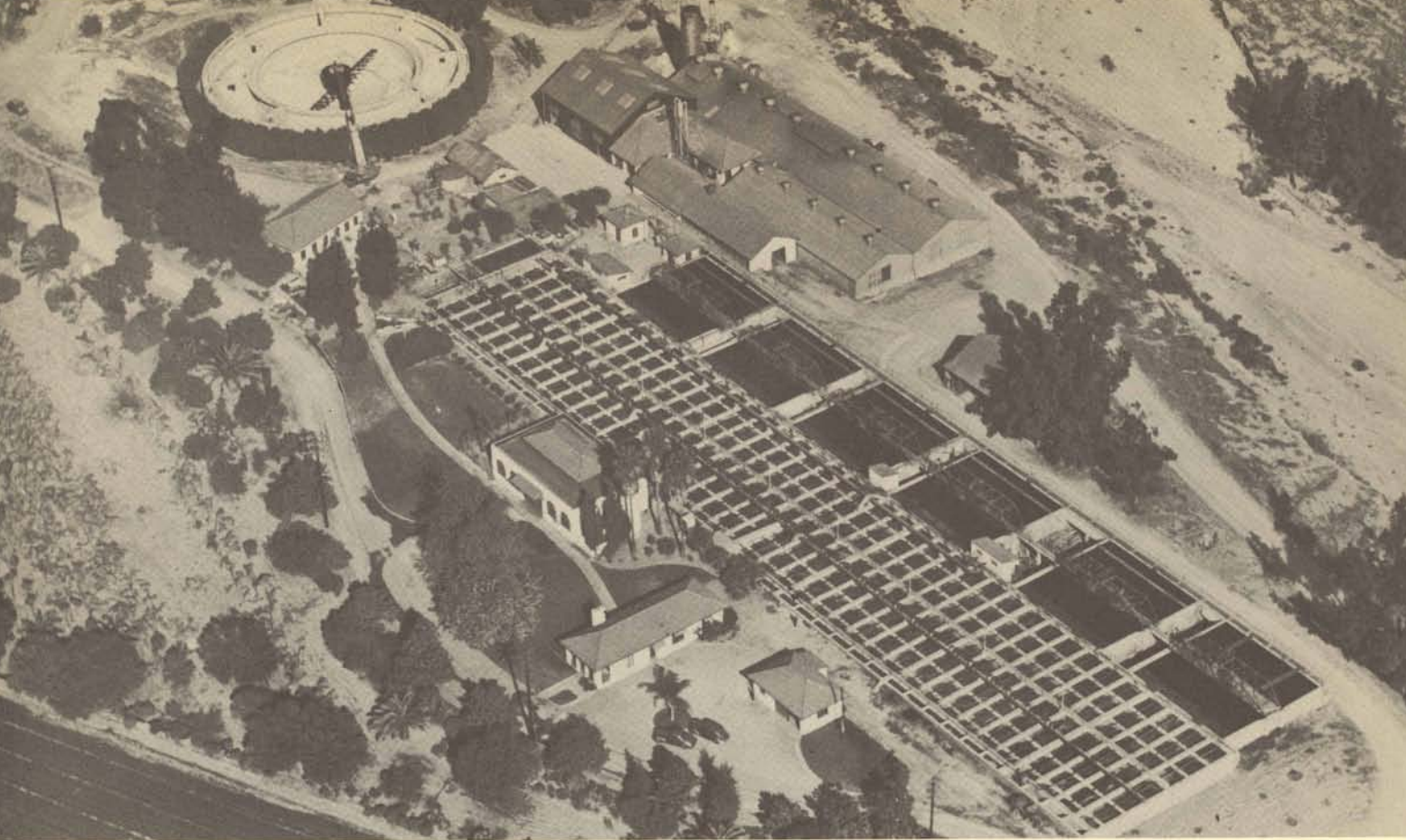
Our region has invested \$60,000,000—6 times the cost of the Los Angeles City Hall—in sewerage works. Though the expenditure seems large, it is little enough to pay for health insurance, for that is what our thousands of miles of sewers and our numerous treatment plants might be called. They are our protection against typhoid, para-typhoid, cholera, enteritis, and diarrhea, which are caused by body discharges improperly disposed of. Sewage as it flows through pipes and conduits is 99 per cent water and less than 1 per cent liquid or solid body wastes. It can be "laundered" in different ways in treatment plants, depending upon the final disposition that is to be made of it. If it is to be discharged into a large diluting body of water, the extent to which it is cleaned need not be so great as when it is discharged into a stream. If the laundered flow, known as effluent, is to be used for irrigation, for instance, it can be clarified and disinfected until it is as clear as drinking water. Indeed, the effluent produced by many treatment plants in the United States and Europe is purer than ordinary drinking water.

The solid matter removed by treatment is known as sludge. It is produced by two different processes. In the sedimentation process raw sewage passes into a sedimentation tank, from which the solids are drawn into a digester as the effluent is discharged into a river, ocean, or cesspool. In the digester, bacteriological action takes place under controlled temperature, producing a sludge containing from 8 to 10 per cent solids. This sludge then is spread out in drying beds or dried artificially in a rotary or flash drier.

In the activation process air is pumped into raw sewage for a period of 6 hours or more before it passes into a clarifier, in order to facilitate bacteriological action while it is in the clarifier. A sludge containing approximately 2 per cent solids and a stabilized effluent are produced by the clarifier. The sludge can be partially dried by vacuum filters so that it will contain 25 per cent solids, and finally dried artificially until it contains as much as 92 per cent solids. Or it can be put through a digester and then dried.

Dried sludge is as unoffensive as leaf mould and is valuable as a fertilizer. Sold by the sack, it sometimes sells for as much as \$20 to \$30 a ton.

The combustible gas produced in closed tanks also can be utilized. It can be burned as a



Tri-City Sewage Treatment Plant (Pasadena—Alhambra—South Pasadena)

fuel to heat the buildings of the treatment plant and the digestion tanks; and by the use of internal combustion engines it can be employed to produce power to drive air compressors and pumps.

The 12 independent sewer systems in this area treat sewage in different ways, some by screening out a certain percentage of the solids, some by sedimentation, some by the outdoor drying or activated sludge process, and others by various filtering processes.

The largest of these systems is that of the city of Los Angeles, which serves 19 other communities as well, including Burbank, Glendale, Culver City, Beverly Hills, Vernon, Santa Monica, Redondo Beach, Manhattan Beach, Hermosa Beach, and Baldwin Hills. The sewers in this system would stretch farther than from Los Angeles to New York. Their total discharge empties into Santa Monica Bay through a mile-long submarine outfall at Hyperion.

In 1940 the State Board of Health suspended the permit of the city of Los Angeles for disposal of sewage in this bay, declaring that "beaches and surf waters much used by the public have been . . . grossly fouled by the sewage." Investigation showed that the screening plant at Hyperion removed only 3 per cent of the solids and that the submarine outfall leaked 20 per cent of its capacity through faulty joints. In addition, it was found that portions of the system had been so impaired by corrosive sewer gases that severe pressure inside the conduits in time of storms might blow out whole sections and send sewage water careering over the nearby lowlands.



To make the Los Angeles sewer system adequate, the City Engineer has proposed a 12-year building and repair program involving expenditure of \$17,580,000. In addition to a thoroughly modern treatment plant at Hyperion, the program calls for treatment plants in the San Fernando Valley and in the vicinity of Vernon.

The San Fernando Valley plant would produce a high quality effluent that could be discharged into the Los Angeles River, where it would percolate through the porous stream bed and replenish the underground water supply. Effluent from the Vernon plant also would be discharged into the river but at a point where the stream bed flows over a hard clay "blanket" which prevents seepage into the sub-basins. This effluent would not have to be of such high type as that produced at the San Fernando Valley plant.

Refusal of the voters in 1941 to approve a special tax for repair and modernization of the Los Angeles sewer system aggravated contamination of the beaches.

The second largest sewerage system in the county serves Montebello, Bell, South Gate, Huntington Park, Compton, Lynwood, San Gabriel, North Long Beach, Monterey Park, Walnut Park, Hawthorne, Inglewood, and Torrance. A sedimentation plant adequately treats sewage from this system for disposal at Whites Point.

Pasadena, Covina, and Pomona operate especially satisfactory treatment plants. Sewage is so rectified, clarified and filtered at the Covina plant that it is as clear as drinking water and is disposed of by irrigation on an orange grove, or into cesspools when not needed for irrigation. The Pomona plant also produces effluent that is used in summer time for irrigation, while the Pasadena plant discharges 8,000,000 gallons a day into the Rio Hondo, the waters of which are used for irrigation.\* If this discharge of the Pasadena plant were of sufficiently high quality to be used for drinking, it would be enough for all purposes for a city of 60,000.

In our metropolitan area many sections still lack sewers. These include parts of the city of Los Angeles, several unincorporated county areas, and the 3 small cities of Arcadia, San Gabriel, and Sierra Madre. Because of this situation, some sanitation experts declare that our metropolitan community should have a single sanitation commission with powers to raise funds and provide adequate sanitary services wherever they are lacking. Certainly, some districts that have no sewers constitute a potential menace to the health of the entire metropolitan community, since disease and epidemics are no respecters of city or district boundary lines.

\*Because of the availability of large amounts of water in the Los Angeles area at low prices, wide use of "laundered" sewage for agricultural purposes is not necessary now. Toward the close of the century, when population may rise to three times the present figure, effluent may be a welcome source of supply for agriculture.

## **RUBBISH**

The disposal of street sweepings, house refuse, and dead animals presents a problem which

no two cities in our region handle in the same manner. Pasadena, Beverly Hills, and Los Angeles operate municipal incinerators for the disposal of combustible rubbish, but most cities burn this kind of refuse in open dumps in outlying areas. Some dispose of non-combustible rubbish, such as tin cans and bottles, in the same dumps used for combustible rubbish. Los Angeles, however, delivers the greater portion of its non-combustible rubbish to a private company which carries on salvage operations. Tin cans, for instance, are shredded and sold by the company to copper mining companies for use in the leaching process of extracting copper.

As population increases and space must be conserved, the use of smoky, unsightly dumps probably will be abandoned in favor of less objectionable methods of rubbish disposal. It may be possible for groups of cities to join together in providing incinerators.

The 230 or more dead animals removed every day in the metropolitan area are taken to rendering plants which produce low-grade tallows and tankage that is sold as fertilizer.

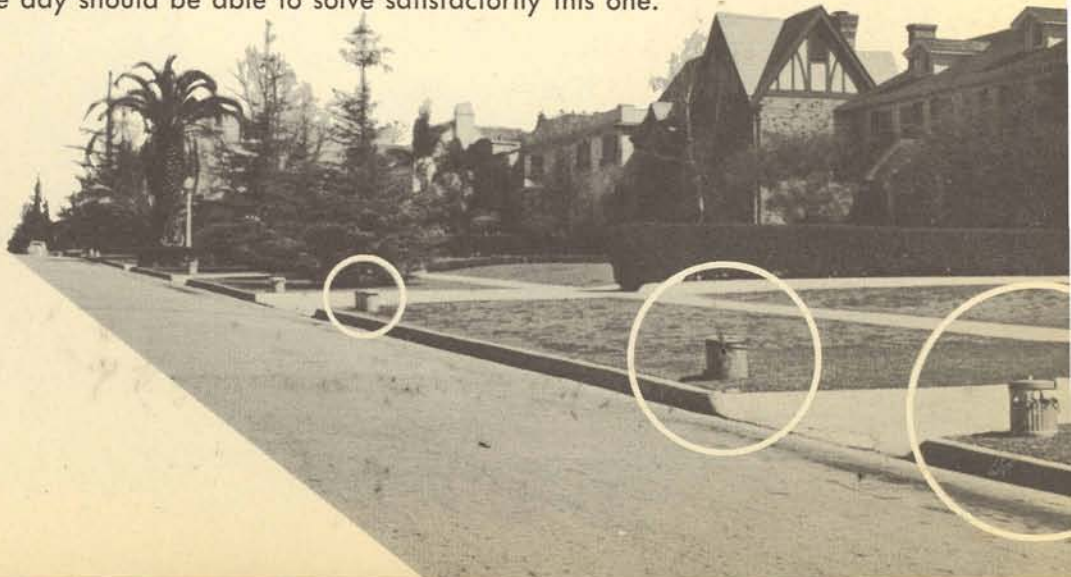
## **GARBAGE**

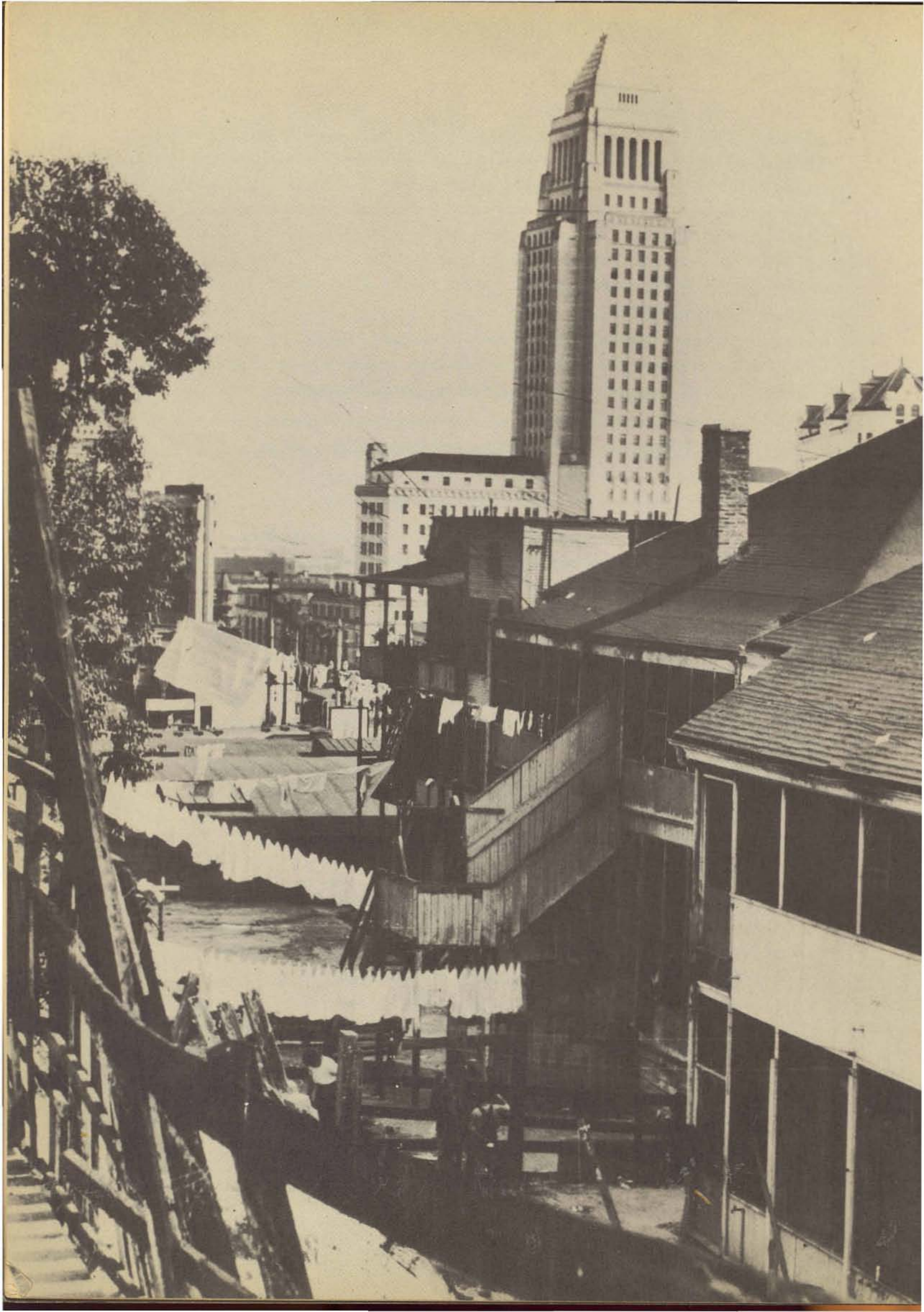
Most cities in the Los Angeles metropolitan area collect garbage from pails placed at the curb and haul it to privately-owned hog ranches where it is fed to hogs. Beverly Hills alone burns its garbage in a municipal incinerator.

Sale of garbage to the Fontana Farms Company brings the city of Los Angeles a revenue which helps to defray the cost of collection. Most cities, however, obtain no revenue from garbage but pay private contractors to collect it.

Curb collection of garbage is, of course, anything but pleasing to the senses. As pails usually are set out the night before the garbage truck makes its rounds, dogs and cats sometimes remove lids and spill contents. No one, however, has discovered a more practical method for householders to dispose of table wastes in our community. Kitchen equipment has been put on the market which grinds garbage into small particles so that it can be flushed down drains, but such equipment is illegal in the city of Los Angeles. If it were used in every home, sewers shortly would be clogged, and the consumption of water for domestic purposes would increase tremendously.

Growing awareness of the crudity of the methods by which modern cities handle the garbage problem may lead eventually to the perfection of simple, inexpensive means of removing table wastes from homes. At least, a nation which has been able to solve far more complex problems some day should be able to solve satisfactorily this one.





# XI

## T H E C H A L L E N G E

In our dreams the Los Angeles metropolitan community of the future has safe, well-planned streets on which traffic flows smoothly, convenient, self-contained neighborhoods, numerous regional parks connected by beautiful parkways, miles of publicly-owned beaches, and prosperous industries that make full use of the rich resources of our region. All the mistakes of our present-day community have been corrected through good planning. All that was outstanding and worth preserving has been retained, while all that was unsightly and discreditable to the community has been removed.

Enchanted by this bright vision, we sometimes forget that if it is to become more than just a vision, we actually must replace much of the community that exists today. We must create many things still in the imagination. Block after block of buildings must be cleared to make way for freeways. Outworn, dilapidated neighborhoods must be razed, hundreds of new dwellings constructed. Disfiguring roadside stands and signs must come down, so that motorists may enjoy the beauty of the countryside and drive undisturbed by the commercial activities at the side of road. Convenient airports for freight planes must be built near factories. In a word, the community must be transformed.

This is a gigantic task, and a difficult one. It will require years. It will require great sums of money. It will require all the skill, diplomacy, and creative talent that we can marshal. Who is capable of undertaking so great a task?

Obviously no group of citizens, no single agency of government can build the community of tomorrow. This is a work for all of us. It can be done only by the organizations that represent all of us—by numerous governmental agencies willingly cooperating in a great

endeavor, by governmental agencies supported in every possible way by alert, well-informed citizens.

The community of tomorrow is to be the outward and visible manifestation of our democracy. It is to express in brick and stone, in order and space the equality of opportunity that we cherish, the full life possible for all in our abundant land. It is to be a symbol of the way of living that we call American.

The process by which this most democratic of communities will take shape is completely democratic. It is called planning. It consists not alone in the preparation of blueprints and specifications. It involves reconciling the conflicting views of factions, groups, selfish interests, all manner of individual citizens. Ultimately it involves execution and completion of the projects on which all have agreed by the governmental agencies to which all have delegated power and for the support of which all pay taxes.

### **PLANNING INVOLVES ALL BRANCHES OF GOVERNMENT**

What are the governmental agencies in our region that will plan and build for us? How many of them are there? They are more numerous than we should have believed. There are at least 450 in the county alone, to say nothing of State and Federal agencies operating in our region. To be sure, they are not all planning agencies in the precise sense of the word, but in any long-range planning effort all of them must be considered. All of them can contribute in some way to the metropolitan community that is to emerge.

In the beginning, our local government was simple. A handful of men made all decisions for a population that numbered only a few thousands. As population increased and as cities multiplied, as the region grew complex and problems became burdensome, governmental agencies doubled and trebled. In addition to the county government and the governments of the 45 incorporated cities in the county, we now have sanitation districts, fire districts, garbage disposal districts, water districts, townships, sewer maintenance districts, library districts, cemetery districts, and elementary, high school, and junior college districts. Each levies taxes for its operations, each has specific legal authority, each has prerogatives and powers.

Studying a map of the county, we find that some areas are served by six or seven governmental agencies. Some cities are entirely surrounded by another city. Long Beach, for instance, completely encompasses Signal Hill. Culver City, Beverly Hills, and San Fernando are embedded, as it were, in Los Angeles. Some sections of unincorporated county territory are within the borders of Pasadena, Glendale, and Los Angeles. Some school districts serve many cities.

With so many overlapping jurisdictions, so many illogical divisions of territory, so many governmental agencies that cannot possibly keep abreast of one another's operations, what progress can we make in planning and in carrying out plans? Do not problems of

transportation, health, government, recreation, law enforcement, and water supply concern the entire metropolitan community? How can scores of separate agencies deal with these broad problems? Admittedly, our governmental organization might be simpler.

But the picture is not discouraging. Fortunately, our metropolitan community lies almost wholly within a single county, whereas some large and populous communities with complex problems embrace parts of several counties, or even parts of several states. The New York metropolitan community includes, for example, not only the city of New York, but adjoining sections of Connecticut and cities and towns in New Jersey. No effective planning can be done in that region without obtaining the cooperation of agencies that operate under different state laws, while the governmental agencies in our metropolitan community stem from the Constitution and the statutes of the State of California.

### **COOPERATION IS ESSENTIAL IN PLANNING**

Still more fortunate for us is the growing spirit of cooperation among the various governmental agencies in our region, induced without doubt by the recognition that only through cooperation can certain problems be dealt with. Police officers in our cities cooperate extensively with one another and with the County Sheriff's Department. Fire protection districts freely exchange men and equipment in case of necessity. The county government, seven municipalities, and several unincorporated areas have joined together to form plans for dealing with major disasters, such as floods, fires, earthquakes, pestilence, and other "acts of God." The County Regional Planning Commission consults informally with planning commissions of the various cities on planning problems of both local and regional significance.

This cooperation among agencies is of a voluntary nature. Highly important from a planning standpoint are the written agreements and contracts that have been signed between cities and districts, and between the county government and other agencies, for these contracts point the way to a streamlining of government in our region. All cities, save Long Beach, Pasadena, Arcadia, Azusa, and Whittier, assess property and collect taxes through the county government. All relief to indigents is administered by the County Department of Charities. Twenty-three cities in the county pay the county government for service of the County Library Department. Thirty-nine cities receive basic health services from the County Health Department. We could name many more examples of consolidation of functions. Opportunities for further simplification of government are provided by the county charter, the charters of the 11 chartered cities in the county, and by state laws. As time passes we may expect to see an increase both of formal cooperation and of voluntary cooperation, leading gradually to greater coordination in our local government structure. As the one agency in our region having jurisdiction over the whole area, the county government can play a large part in bringing about unity of purpose and in consolidating the functions that particularly lend themselves to centralized administration.

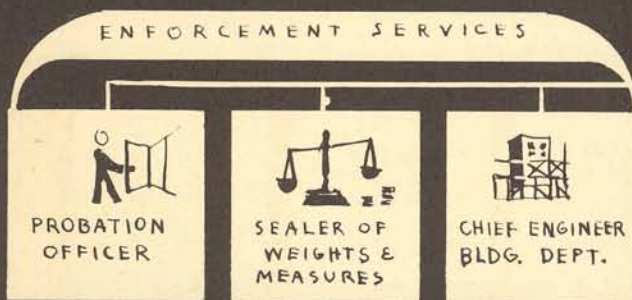
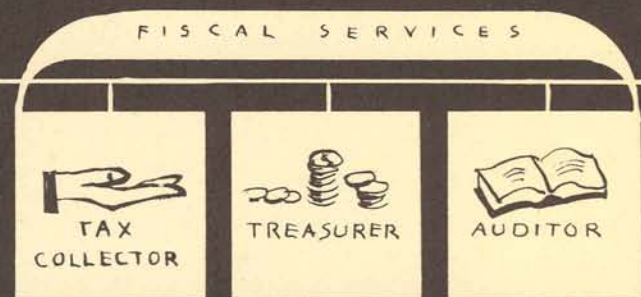
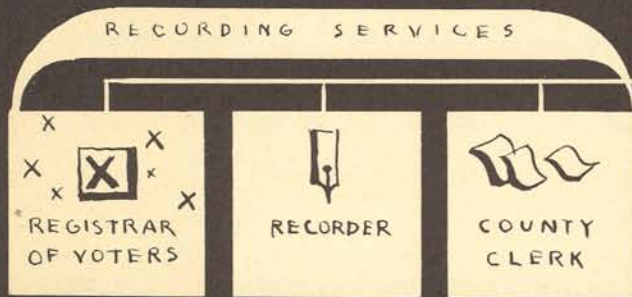
X  ELECTORATE

  
SHERIFF

  
DISTRICT ATTORNEY

  
ASSESSOR

CHIEF ADMINISTRATIVE OFFICER



# COUNTY CHART



ELECTORATE



BOARD OF SUPERVISORS



MUNICIPAL COURTS



JUSTICE COURTS

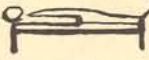
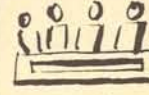


SUPERIOR COURTS








STAFF SERVICES

 COUNTY COUNSEL	 CIVIL SERVICE COMM'N	 PURCHASING AGENT
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INQUISTIONAL

 CORONER	 GRAND JURY
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RECREATIONAL AND EDUCATIONAL SERVICES

 DIRECTOR OF PARKS	 SUPT. OF RECREATION	 COUNTY LIBRARIAN	 SUPT. OF PATRIOTIC HALLS	 SUPT. OF SCHOOLS	 BOARD OF EDUCATION	 BD. OF GOVERNORS HISTORY, SCIENCE & ART
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OPERATING SERVICES

 SUPT. OF JANITOR & ELEVATOR SER	 SUPT. OF TELEPHONE DEPT.
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AGRICULTURAL SERVICES

 AGRICULTURAL COMM'R	 LIVE STOCK INSPECTOR	 FORESTER & FISH & GAME
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FARM ADVISOR



SOCIAL SERVICES

 HEALTH OFFICER	 PROBATION COMMITTEE	 POUND MASTER
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But many thoughtful citizens would consider it undesirable, even if possible, to unite all governmental functions in our region under a single agency. Each community has certain problems, traditions, and policies that concern it alone. Local initiative and local responsibility will be greater if these matters are left to the various communities. Certainly, democracy demands that every community, no matter how small or how large, decide those things which most intimately affect the lives of its citizens.

## **PLANNING IS LONG-RANGE, COORDINATED ACTION**

But democracy also requires that every community remember that it is part of the whole. In each of the 450 or more branches of government in Los Angeles County we need men and women who are capable of taking an over-all view of the problems of our metropolitan community. In other words, we need elected officials and departmental employes who believe in planning—in long-range, coordinated action. It will be impossible to develop a finer metropolitan community if each of the smaller communities does not contribute to the general scheme.

Every citizen in our region has not one but many opportunities to help in creating the region of tomorrow. The opportunity which presents itself to all alike is that of voting for public officials—mayors, city councilmen, county supervisors—who understand what can be achieved through broad-scale planning. Such officials can help us create a community that truly serves our needs.

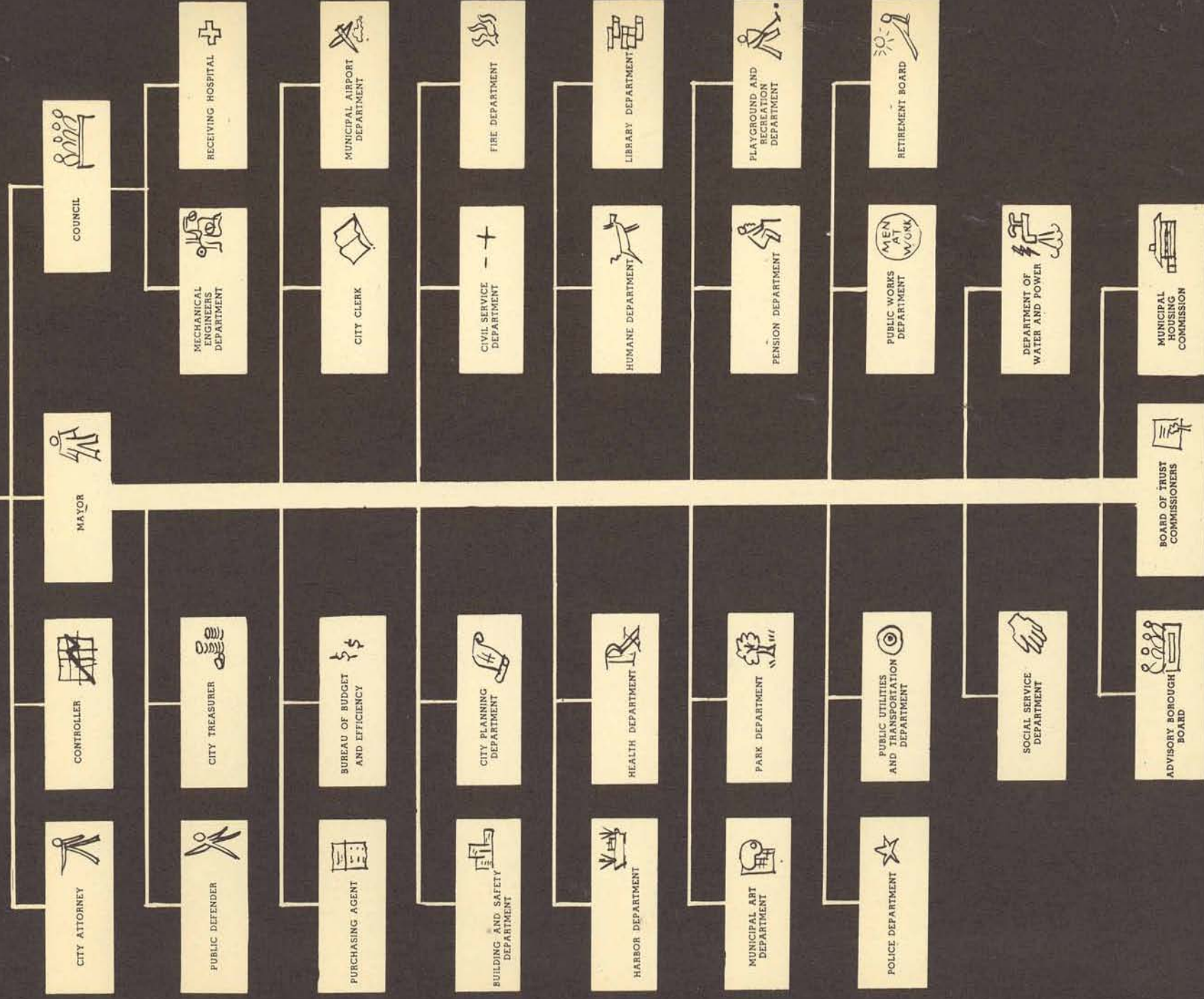
Whether or not a public servant believes in planning is fundamental. We expect officials to be both honest and wise. But no official these days is wise who does not appreciate the value of planning. He will approve the construction of streets when new sewers are more urgently needed. He will spend our tax money on an airport that is right where an extension of a major boulevard should go. He will favor a subdivision street arrangement that is sure to result in accidents. In municipalities and in the county government our test of the capability of an official might well be the degree to which he supports planning, particularly the preparation and use of a master plan.

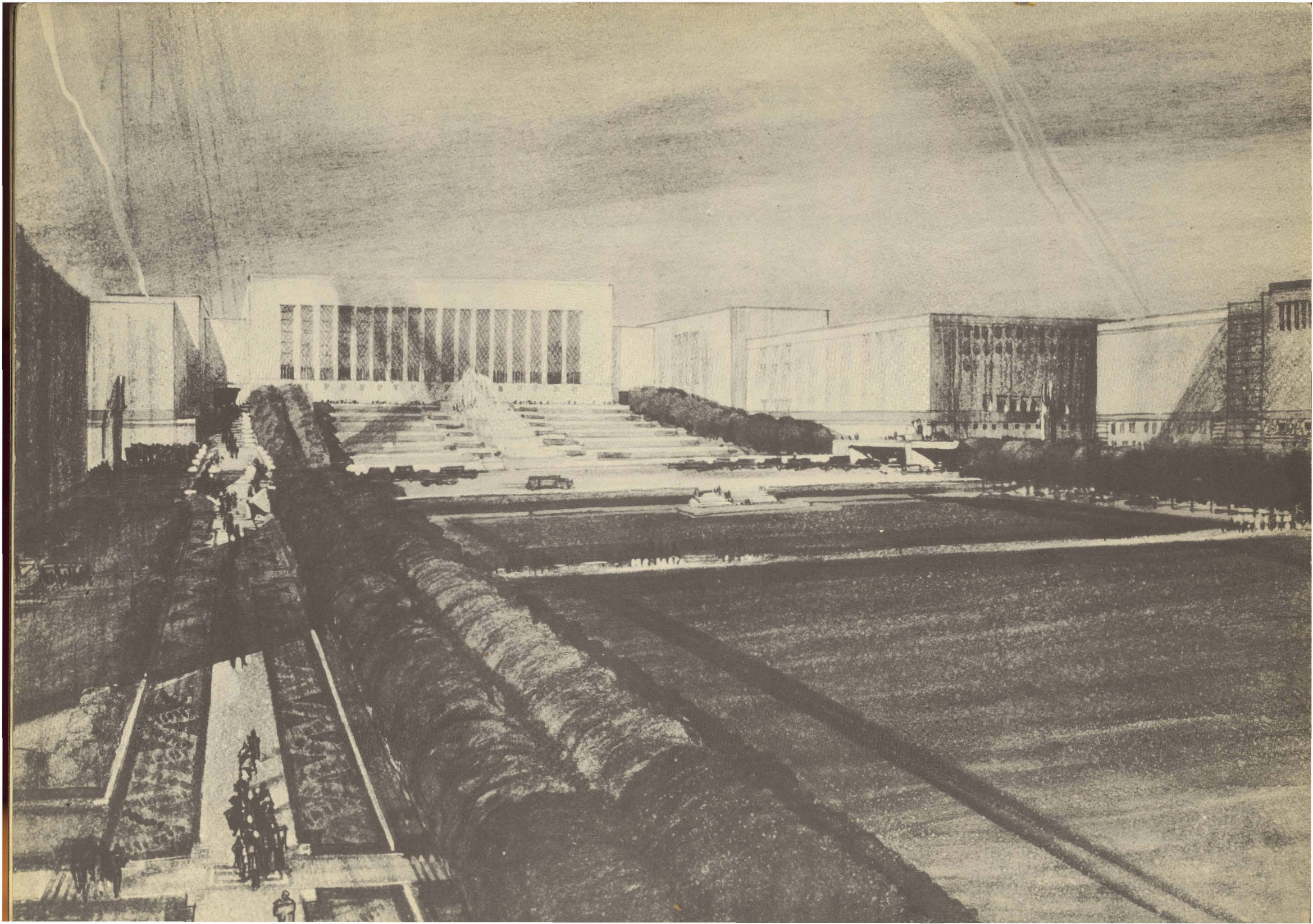
The master plan, therefore, is a whole series of plans, all carefully related to one another. It is based on estimates of population growth and on calculations of the probable future needs of a community. It indicates (1) the land areas required for both public and private purposes, and (2) the improvement and efficient use of these areas.

Every function, activity or service in our community finds expression in some physical structure or facility or system of land areas. Every public building must have a site. Every park or playground requires land. Every bus or street car line must be routed along public streets. The master plan serves as a guide to public officials in the acquisition of lands for public purposes. It shows where various types of public facilities should be located with respect to one another so as to serve the public most efficiently. It also shows the approximate size and character of the site that will be needed for any particular purpose.

# CITY

# CHART





The master plan is not a hard and fast scheme that admits of no changes. Because it is extremely broad in character, it can be revised from time to time as occasion demands. Based on predictions and trends, it cannot foreshadow all requirements of the future. But to the limits of human ability to look ahead, it is a reliable chart for progressive action. The more flexible it is kept, the better it will serve the community.

### **DETAILS ARE NOT SHOWN ON A MASTER PLAN**

Details of the improvements to be made on sites indicated in the master plan do not appear on the plan. When the time comes to utilize any site shown on the master plan, the city planning commission prepares detailed drawings of the proposed improvements, often in collaboration with other departments. These are known as "precise" plans. When "precise" plans have been adopted, they are known as "official" plans.

As the preparation of a complete master plan is a work of many years, planning commissions usually adopt the plan part by part. The County Regional Planning Commission, for example, has adopted parts dealing with highways, airports, community design, the civic center, shoreline development, and land use. Plans for recreation, housing, public services, and many other things remain to be done.

Frequently a planning commission prefers not to adopt a master plan, but to hold it indefinitely as a confidential document. The advantage of this procedure is that persons who might speculate in property indicated on the plan as being desirable for public use are denied the opportunity. When a planning commission chooses to operate in this manner, there is nothing to prevent it from preparing and submitting numerous detailed plans to city officials for action.

Some parts of the master plan, however, may well be formally adopted, both by the planning commission and by the city governing body. In this case the commission first must hold a public hearing on the portion of the plan in question. After the commission has adopted the plan, it becomes a public document and may be published. The plan then goes to the City Council. If the Council adopts it, the plan becomes legally operative and the Council, upon recommendation of the planning commission, must determine upon means of putting the plan into effect. Furthermore, no public improvements can be made in the area shown on the plan until they have been referred to the planning commission for a report. This is a safeguard against action which might interfere with carrying out the plan.

The plan for the Civic Center in Los Angeles has become an official part of the master plan of both the city of Los Angeles and the county of Los Angeles. The planning commissions and legislative bodies of both governmental organizations have formally adopted it after public hearings. Changes or additions in the plan may be made by the Los Angeles City Council and the County Board of Supervisors jointly, but the proposed changes first must be referred to the city and county planning commissions for reports. The commissions would be

given a stated time within which to hold public hearings and return recommendations to the governing bodies.

Formal adoption of the Civic Center Plan was hailed as a great step forward in our metropolitan community. For many years conflicting proposals for creation of the administrative area had been discussed, but efforts to gain general acceptance of a scheme of development had been unsuccessful. The action of the city and county of Los Angeles now assures us that the center some day will come into being approximately as shown in the official plan.

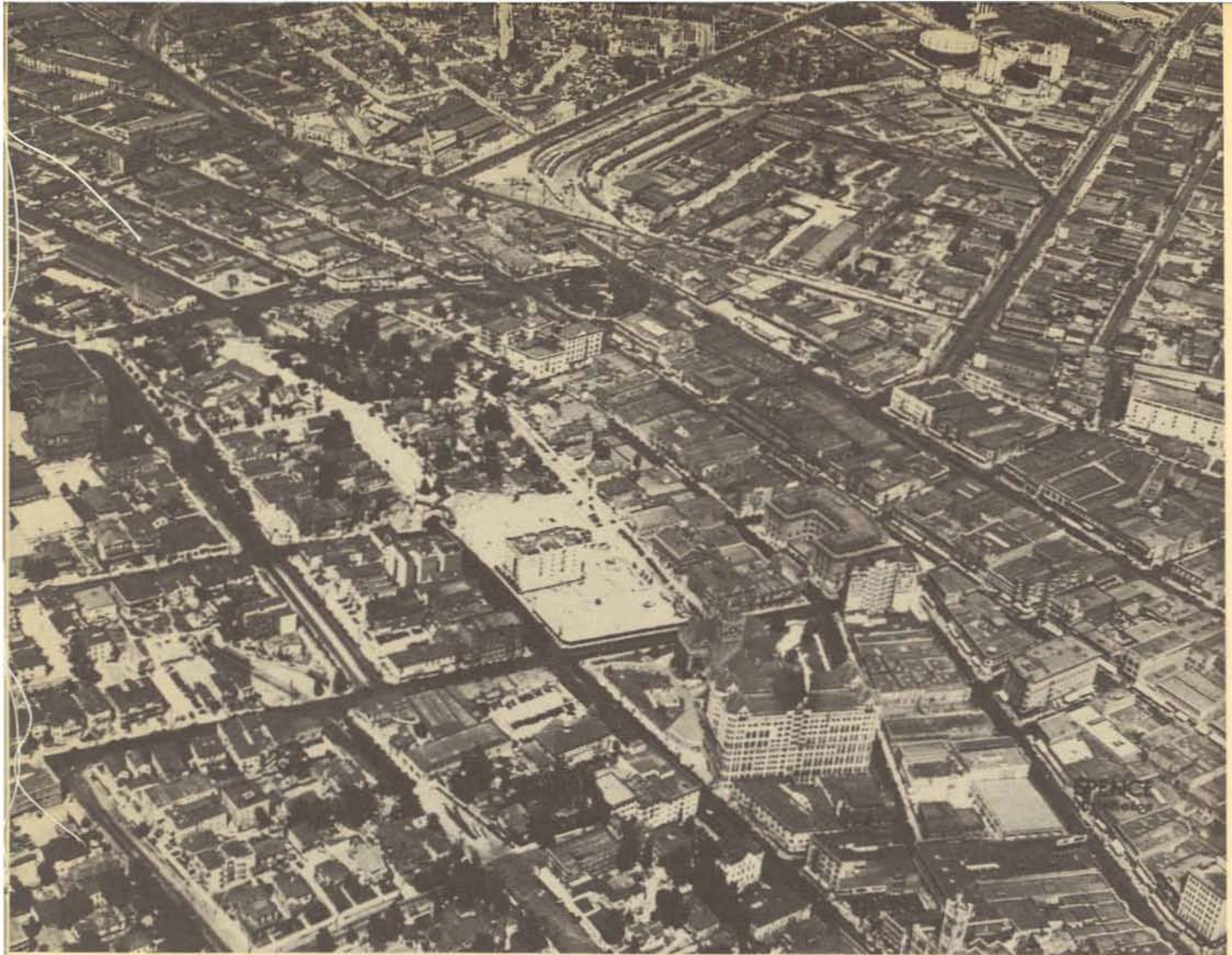
### **PLANNING IS EFFICIENCY IN GOVERNMENT**

Commitment to plans is significant because the governing body of a community must then decide upon a schedule for carrying out the plans. It must look over the public finances and decide how the projected improvements are going to be paid for. Perhaps the governing body can appropriate certain amounts from the public treasury annually over a period of years, or perhaps a bond issue must be approved by the voters before construction can begin. At any rate, when a government undertakes to carry out plans according to a definite program, it must set its house in order and manage its affairs well. Inefficient government and planning simply do not go together.

As we observed earlier in the chapter, whether or not a community makes progress in planning depends first of all upon the voters and secondly upon the officials they elect. Planning commissions must have competent staff members to prepare master plans and detailed plans. Innumerable surveys, studies, and compilations of data must precede each part of the master plan. The commission requires an adequate budget for its operations. This it certainly will not receive if the mayor and city councilmen fail to understand the importance of planning. Many a planning department is starved for funds—and the poor development of the community reveals the fact.

In some cities in our metropolitan community the mayor appoints members of the planning commission; in others the city council makes the appointments. In the city of Los Angeles appointments made by the Mayor must be confirmed by the City Council. Much depends upon the quality of the men selected to serve on the commission, and here again we see the importance of electing officials who are capable of making satisfactory appointments.

By itself the planning commission cannot perform miracles. It must have the active cooperation of every city department. If the mayor and the city councilmen appreciate the importance of the work the commission is doing, it will be possible for them to encourage close collaboration between the commission and other departments. Frequent conferences attended by the director of the planning commission, the heads of other departments, the mayor, and the chairman of the council's planning committee can lead to the formulation of farsighted plans that will be a credit to the city.



1923 view of proposed center area north from C and Court Streets.



Same area in 1940 seen from First and Hill Streets.

## PLANNING REQUIRES CITIZEN SUPPORT

The planning commission needs, however, not only the cooperation and understanding of city officials but of the general public. Individuals and private organizations who take an interest in planning can aid materially in winning approval for the plans it prepares, especially when public hearings on these plans are held. Preparation of the plans is the least difficult of the commission's tasks if it has a well-trained staff. Getting the plans adopted is another thing. Often shortsighted opposition develops from many quarters, and not infrequently worthy plans are shelved because various groups believe the proposed projects will cost too much, or will unjustly deprive property holders of their land, or simply are not needed at all.

It is desirable that any plan be aired in the newspapers, on the radio, and in public forums. Planning must be democratic. It must be done with the consent of the majority of citizens. But those citizens who understand it and most ardently desire it have an obligation to see that the public receives an accurate and complete account of each proposal. When the public is in possession of all the facts, its decisions nine times out of ten are wise.

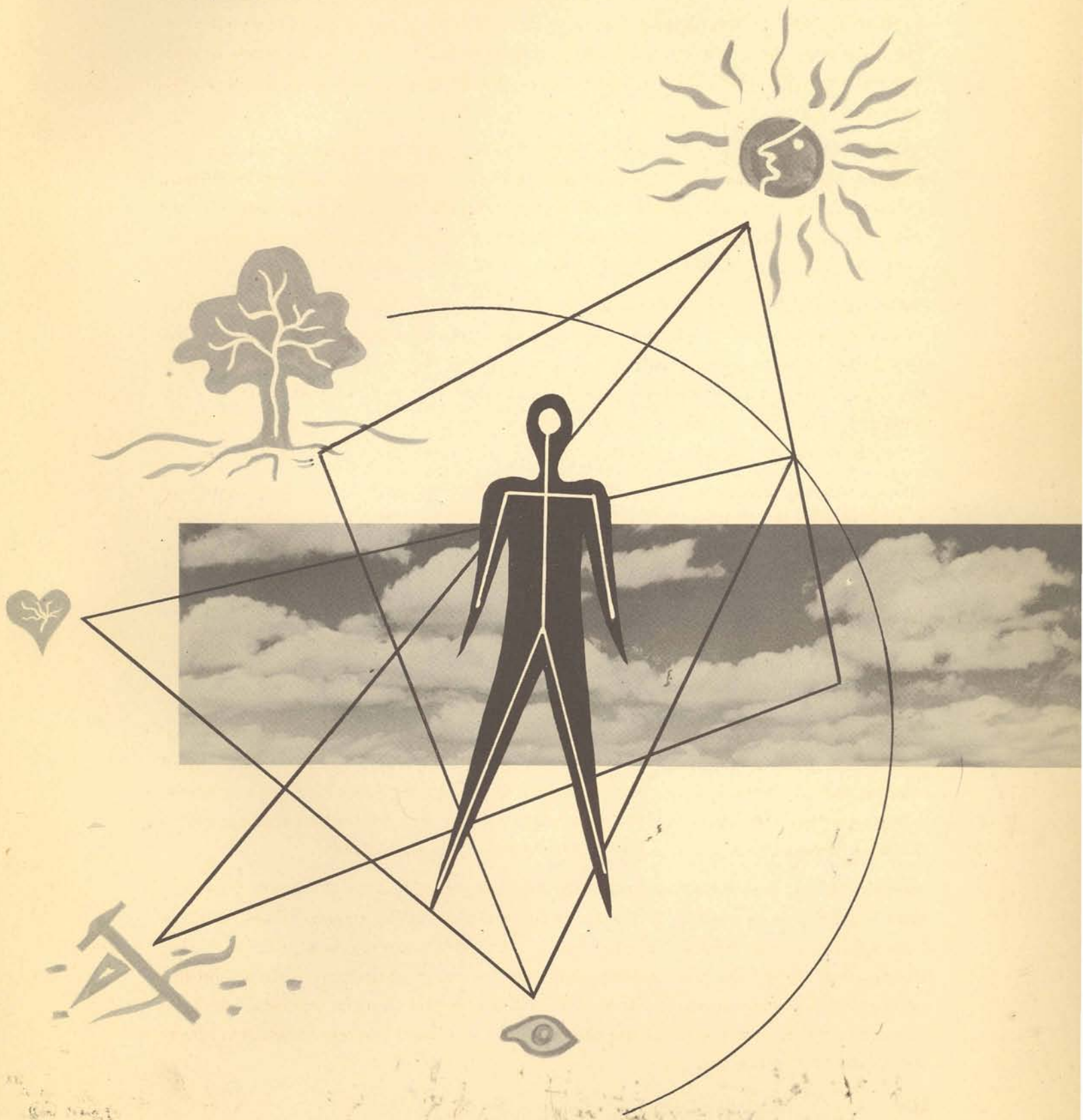
Needed above all in our metropolitan community are leaders who have a keen appreciation of its unique character. In no other major population center in the United States does the exploitation of vast natural resources, such as agricultural land and oil, continue amid never ceasing urban expansion. In no other metropolitan community are distances so great, automobiles so numerous, the attractions of the outdoors so varied and so irresistible. The special nature of the region suggests, nay demands, novel and distinctive development.

Plans of scope and magnitude should begin with the farming lands around our cities. These are needed not only for the production of food, but as green areas in the over-all pattern. Most metropolitan communities have lost contact with the country. Ours can preserve the country as part of its design. Regional parks utilizing hills and mountain areas can be linked with fertile fields, so that continuous bands of open space surround our cities and thread through them. When we speed from city to city, we can travel on parkways that traverse sun-drenched areas rather than solidly built-up blocks. The outdoors, the breadth and beauty of this region can be always with us.

Into the heart of the cities, too, we can bring the country. Old sections near the central business districts are decaying. In time they must be redeveloped. No mean or cramped schemes will do. There must be space and more space: playing fields for everyone, parks, groves, gardens. The freedom of life associated with our region must be expressed in the generous dimensions of our streets, houses, gardens, and playgrounds.

Needless to say, those who are capable of visualizing the region of the future belong in spirit to the region as a whole. To them each city is a place of infinite possibilities. Rivalries between cities do not dismay them. They see in such rivalries the means of creating a finer metropolitan community. They foresee that one city can become famous for its library, another for its parks, another for its festivals, still another for its sports contests. They look forward to the day when all cities are planned cities, fashioned first and foremost to satisfy the needs of human beings.

But leaders do not dream alone. Their dreams sooner or later are shared, become the common thought of millions. For this we can be thankful, because there can be no magnificent regional community unless all join together to create it. The richest and the poorest, the oldest and the youngest, the laborer and the executive, the plodder and the poet—all these must contribute to the new community. All these must be able to view it as their masterpiece.





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