SEVEN DECADES OF PLANNING AND DEVELOPMENT IN THE LOS ANGELES REGION: MILTON BREIVOGEL

Interviewed by Edward A. Holden

Completed under the auspices
of the
Oral History Program
University of California
Los Angeles

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BIOGRAPHICAL SUMMARY

PERSONAL HISTORY:

Born: July 3, 1900, Two Rivers, Wisconsin.

Education: Parochial and public schools, Two Rivers, Wisconsin; B.S., civil engineering professional degree, University of Wisconsin-Madison.

Spouse: Frances A. Smongeski, married October, 1934.

CAREER HISTORY:

Civil engineer, Board of Public Land Commissioners, Milwaukee, Wisconsin, 1924-25, 1926-1935.

Engineer, Webster Engineering, Perry and Sarasota, Florida, 1925-26.

Director of planning, Department of Planning, Racine, Wisconsin, 1935-38, 1939-41.

Resident planner, Ladislas Segoe and Associates, Madison, Wisconsin, 1938-39.

Principal city planner, Los Angeles, 1941-53.

Director of planning, Regional Planning Commission, Los Angeles County, 1953-67.

Lecturer, School of Public Administration, University of Southern California, 1945-75.

PROFESSIONAL ASSOCIATIONS:

California County Planning Directors Association.

Los Angeles Area Chamber of Commerce, research committee; metropolitan traffic and transportation committee.

Los Angeles Welfare Planning Council.

National County Planning Directors Association.

Town Hall of California, regional planning and development section.

AFFILIATIONS:

American Institute of Architects, Los Angeles Chapter, honorary member.

American Institute of Planners, board of directors.

American Society of Planning Officials (now American Planning Association and American Institute of Certified Planners), board of directors.

International Federation for Housing and Planning.

Lambda Alpha, Honorary Land Economics Society, board of directors.

Southern California Planning Congress.

INTERVIEW HISTORY

INTERVIEWER:

Edward A. Holden. M.S., Public Administration and City Planning, University of Southern California; Consultant in City and Regional Planning; Director of Planning, Southern California Association of Governments (Retired); Principal Regional Planner, Los Angeles County (Retired); Chairman, Board of Directors, Los Angeles Regional Planning History Group.

TIME AND SETTING OF INTERVIEW:

Place: Breivogel's home, Los Angeles.

Dates, length of sessions: March 5, 1986 (176 minutes); March 7, 1986 (179); December 12, 1986 (68).

Total number of recorded hours: 7.0

Persons present during interview: Breivogel and Holden.

CONDUCT OF INTERVIEW:

This interview is one in a series entitled Seven Decades of Planning and Development in the Los Angeles Region, initiated by the Los Angeles Regional Planning History Group and completed in cooperation with the UCLA Oral History Program. The goal of the series is to ensure the preservation of recollections of key urban planners in both public and private sectors and of documents critical to the understanding of the events and concepts that have influenced the emergence of Los Angeles as a pacesetting example of urban development. The interviews in this series, along with printed, manuscript, and pictorial sources, will be used by the Los Angeles Regional Planning History Group and others to disseminate the history and impact of planning and development in the Los Angeles region, and should be of value as a resource in training future urban planners.

The interviewer had known Milton Breivogel since 1947 and had worked under Breivogel's direction during the years Breivogel was director of planning for the Los Angeles Regional Planning Commission. The interviewer also used a résumé provided by Breivogel and was assisted in his research by the City of Los Angeles Library and Planning Departments, respectively.

The interview is arranged chronologically. Topics include Breivogel's education, his early career in Wisconsin, his move to Los Angeles in 1941, and development plans which he produced for Los Angeles. The final session, requested by Breivogel after a lapse of several months, allowed him to add information and make more extensive personal assessments about several areas discussed in previous sessions.

EDITING:

Bryce Little, editor, edited the interview. He checked the verbatim transcript of the interview against the original tape recordings, edited for punctuation, paragraphing, and spelling, and verified proper names. Words and phrases inserted by the editor have been bracketed.

Breivogel died in May 1987, before editing of the transcript had been completed. The edited transcript was sent to Edward Holden, the interviewer, in February 1988 for review. Holden made some corrections and additions, verified proper names, and returned the transcript in March 1988. Due to Breivogel's death, the spellings of several names could not be verified.

Paul Winters, editorial assistant, prepared the table of contents, biographical summary, and interview history. Richard Iosty, editorial assistant, prepared the index.

SUPPORTING DOCUMENTS:

The original tape recordings of the interview are in the university archives and are available under the regulations governing the use of permanent noncurrent records of the university. Records relating to the interview are located in the office of the UCLA Oral History Program.

TAPE NUMBER: I, SIDE ONE

MARCH 5, 1986

HOLDEN: All right, Milt, let's start from the beginning. I know that you were born on July 3, 1900, in Two Rivers, Wisconsin. Give us a little bit about your background. Where did your family come from?

BREIVOGEL: My mother was born in Two Rivers in 1880; my father was born in New York in 1875. My grandfather and grandmother and I think three children at the time, came from Germany--from the Schleswsig-Holstein area of Germany. As a matter of fact, from the name I concluded that my grandmother--my mother's mother--actually came from Denmark. She had a Danish name and she had Danish relatives in the United States at the time she came.

HOLDEN: Milt, you said that your wife's family-- Were you talking about your wife--?

BREIVOGEL: My wife [Frances Smongeski Breivogel] was born in Two Rivers, but she had a sister and a brother who were born in Germany.

HOLDEN: I see.

BREIVOGEL: She came from a very large family, and I was born into a large family. I'm the first of a family of seven. I had three brothers and three sisters. There were three of us--three boys--born before the first sister arrived. So she was the pampered one of the family for

some time. I had a very nice childhood, and I'm glad I was born in a small town. There were only about thirty-five hundred people at the time, because we lived at the very edge of town. Just to give you some idea of how prices were at that time, my father bought a home with three bedrooms and a large living room and kitchen--a huge kitchen--for $750 in 1900.

HOLDEN: Seven hundred and fifty dollars for the house?

BREIVOGEL: For the house and the lot. It was a 60-by-150-foot lot. Of course it had no running water and for a long time had an outhouse for a toilet, but my mother had one advantage. They had a large summer kitchen built out separately from the house. She cooked all her meals in that summer kitchen, and we converted it into a bathroom when we took baths. And [we had] a great big woodshed. We had, of course, no imported fuel. So my parents burned wood in the kitchen stove. It was quite primitive. I suspect it was much like the farmhouses all around--I suspect that this was built as a farmhouse. It was built in 1875. When my father sold it, he sold it for $2,000 in 1920.

At the time I lived there in the early years of my life, the road was a dirt road and a plank sidewalk and no curb and gutter. But it had soil that absorbed a great deal of water--sandy soil. But during the early years of my life they paved the street, built sidewalks, a curb and

gutter, and installed sewers and water. Then we got electricity. Up until that time, everything was kerosene lamps. So I think I was born into a period when things were still quite primitive. Of course, I knew no better, so I could make no comparisons. Even in school, the elementary school that I attended was very primitive in many respects.

HOLDEN: One room?

BREIVOGEL: No, it was a four-room school. After the fourth year of elementary school in that area, I attended a parochial school and that was a three-room school. I attended that for three years before I entered the public school again. The public school in that case was the only public school--elementary school--in the city. There was a large Catholic school and a large Polish Catholic school and then this Lutheran school that I attended. Of course, those parochial schools educated most of the kids at that time. There was quite a lot of rivalry, particularly between the parochial school that I attended, which was downtown, and the largest Catholic parochial school, which was almost across the street from the Lutheran school. And in between was a public [school] that had-- It was partly elementary and partly high school. That was the high school that I attended. So I went, just moving, from one building to another building in the same block. It had a

very small playground, but the attendance of the school wasn't very large. The elementary school had its recess period at one time, and the high school came out after the elementary school youngsters were back in class. So there were no conflicts between the [younger and] older people. But the class that I attended in 1918--the high school class--had only about twenty-five students.

HOLDEN: That was your graduating class?

BREIVOGEL: That was my graduating class. There weren't very many dropouts. Youngsters that went to high school went there because their parents insisted that they go. There were no dropouts. As a matter of fact, there was very little conflict between parents and children. As I remember it, we were all quite disciplined, and I think we had a high respect for our parents and we obeyed them. If they said we were to do a thing, well, we did it. I think it's very different from the way youngsters are growing up now. My mother was a housewife. She spent all her time-- Her first charge was preparing for the family. She didn't have any time for anything else, because the youngsters that followed me came every two years, or something like that. So she was raising youngsters for fifteen, twenty years--from infants to where they are on their own.

Another advantage that I had, I think-- Well, as a result of this kind of education, where I was-- Education

became very personal between the teacher and the students. If the teacher found that a student was lagging in any way, he was immediately called in and talked to. His problems were discussed, and if possible he was helped. I remember some of the older class people in high school at the time I was there acted as tutors to some of the youngsters that either didn't have time to study or didn't do too well. I remember a youngster in high school who must have [gotten] up every morning at four o'clock to come from the country. He had many chores to do before he came to school. Then he came about five or six miles.

That period, I felt, was one of the nicest periods in my life. I could do a great deal of things that no youngster in a large city can do. We lived right at the edge of town, and after the folks built a house, we came closer to the edge of town. And my grandfather had a little farm--a forty-acre farm--and in the summertime I spent most of the summers on his farm, until I was old enough to pick beans and [laughter] go out and earn a couple of dollars, and things like that. In addition to attending high school, as soon as I was fourteen years old I got a part-time job working in one of the factories. And I would go there after school, work till six o'clock, and then go home and do what I had to do at night. I did that all through high school.

HOLDEN: This was a small town, but it was really a town and not country. Evidently a factory provided most of the jobs?

BREIVOGEL: It was a city. It had all the facilities of a city. It was a city, an incorporated city.

Well, anyway, I started out to talk about the advantages that I had at the edge of town. Practically everything was wooded that wasn't farmed, and we'd spend a great deal of time out in the woods in the summertime, as soon as it was dry enough to go out there. It was a lot of fun because we'd go as groups, and we learned a great deal about what was happening in the woods. During some of the time, we'd go to my grandfather's and we'd make wood. We'd cut wood and saw it up and then haul it home later. So growing up in Two Rivers was a lot of fun, and we learned a great deal in the process.

HOLDEN: Two Rivers was on Lake Michigan.

BREIVOGEL: On Lake Michigan, yes. There are two rivers running through the town. They branch off right after they enter the city--branch off. One goes east and one goes west. And of course the lakeshore was a marvelous place in the summertime. It had a good long beach and shallow edge water and excellent sand, fine sand. And we went a great deal on the beach, too, in the wintertime. Of course, the water would freeze. There would be an area

between the ice bank and the shore, and the big storms would throw water over the ice and would form an excellent skating area and a safe one, contrary to what the rivers were. I did that until I was twenty years old.

I decided to go to university in 1918 when I graduated, but I didn't have any money and the folks didn't have any money to finance the thing. So I worked for two years, and during that time I took one correspondence course and then took one course with a high school teacher. I had not had any geometry, and I found that if I was going to take engineering, I had to have geometry. That is contrary to what we have now. I understand that senior high school kids can take not only geometry but trigonometry and calculus. In high school I wouldn't have known what calculus was, except that one of the teachers explained to us that if we thought algebra was difficult, we should wait until we take calculus. Well, anyway, I entered university in 1920.

HOLDEN: Before we go to that, two other questions. The first one, this was through the World War I period, was it not? How did the First World War affect you, or did it affect you at all?

BREIVOGEL: Well, of course I registered for the draft, because I was going to be eighteen years old in July of that year.

HOLDEN: Of 1918, yeah.

BREIVOGEL: And the war was still on. But I had the opportunity of going to the university to take what was then known as the student army training corps, and graduate with a second lieutenant's commission. I was a greenhorn. I had never been beyond Milwaukee, and I'd never been to Madison. But I had a very close friend who had entered university the year before, in 1917. So he herded me around a bit. But they wouldn't pass me because they found I had a heart murmur.

HOLDEN: Oh, dear.

BREIVOGEL: That's strange, because in 1943 I had all the examinations possible and was offered a captain's commission in the Second World War. I'll talk about that later, because that's where Mayor [Fletcher] Bowron became involved. Well, that's the extent to which the [First] World War affected me, except that I was then working for an aluminium company, one of the branches of the Mirro Aluminum Company.

HOLDEN: Which aluminum company?

BREIVOGEL: Mirro. It had four plants, either in Manitowoc [Wisconsin] or Two Rivers. Two of them were in Two Rivers and two in Manitowoc. And I was given the opportunity to take on work that there would not have been had the war not been on, because two of the people in the office where I

worked were drafted. So the work was shared between those of us who remained and some of the women. I worked there until I went to university. As a matter of fact, I worked there from 1914 on, in the summertime and before and after school and Saturdays.

HOLDEN: Until 1920.

BREIVOGEL: Until 1920, yes. And that's when I entered the University of Wisconsin[-Madison].

HOLDEN: Now, before you entered the university, you mentioned that apparently you were interested in engineering even then. How did that come about?

BREIVOGEL: Civil engineering?

HOLDEN: Yes.

BREIVOGEL: Well, I had this friend that took me under his wing that first year. We were taking civil engineering, and he used to talk to me about it. And that was when I became interested. That was when I took this extra work at high school to fill out the requirements. I'm glad I did. I'm glad I took that engineering class. And if it's worth anything, I think it taught me how to think--taught me how to really analyze problems and work out solutions. I tried to do everything--and this perhaps was the fault of high school teachers--by memorizing things. I found I could only memorize so much. By getting clues of what I was reading and what I was doing and problems, I learned

to--

I was told-- I remember one of the sharpest guys, [one of the] finest students, that I've ever known was a senior at the University of Wisconsin and lived in the same house I did. When I got stuck on a calculus problem, I'd go and talk to him. He showed me where I was trying to analyze the problem improperly, and I really learned more from him than I did from the teacher at the time. Because I began to look at these problems differently and not try to memorize what the professor had shown me the day before in trying to solve these problems. So I have a great deal to thank him for this kind of training, I think. I enjoyed him, too, and he and I became quite chummy. As you would expect at the university, four or five of us in the same house would go out to dinner and things like that.

Then a sidelight, Ed. I think the university training cost me five hundred dollars a year. There was room and board and all the fees and books and anything else that cost me money. Of course none of us had automobiles at the time, so we had to take the train. As a result, we couldn't go home--we didn't go home more than during vacation times. The train fare wasn't that great either. I think as a result of that, I was able to do much more work.

HOLDEN: So that was a very good background. This is the

University of Wisconsin we're speaking of, in Madison?

BREIVOGEL: Yeah. The university in Madison.

HOLDEN: Did they have any planning courses, or how close did you get to the subject of planning?

BREIVOGEL: I want to get into that. I chose waterworks as my major in civil engineering. I began to study air-lift pumps, and there were great numbers of these. Much of the water in these small towns-- Not Two Rivers, of course, because they had Lake Michigan out there. But some of the small towns in the interior were all served by artesian wells. They were quite deep and they were getting deeper, because many of the cities were using them. Even the city of Madison was served by artesian wells. So they installed these air-lift pumps. All they did was force air down into the casing of the well and pump air down there under pressure, and it would push the water up. So I took as many waterworks courses as I could take.

I wrote a thesis on waterworks, on air-lift pumps, and it was based upon testing wells in about three cities, small cities, smaller than Madison. It was fun because they paid expenses while we were in those cities. We usually went there for a weekend and tested a well on Saturday and Sunday and analyzed the data during the week and put it in form for the city to make adjustments where needed and described the method of doing it. There were

two of us doing this testing, plus the professor. It used to be fun, but you would work there from six o'clock in the morning up until eleven at night. On the basis of that thesis, my degree was approved.

I wasn't a very good student during the first two years. I got passing grades--perhaps a B- average--but I did much better in the junior and senior years. Those were the years when I took more professional courses and had outstanding people. Perhaps one of the outstanding engineers in the country, Daniel [W.] Meade, was one of my professors. Then in the junior year, I was beginning to get some blank spaces in my schedule, and I could take some electives. So I looked over the list of possibilities, and there was a professor by the name of [Leonard] Smith. He gave a course in housing; he gave a course in planning; and he gave a course in roads and pavements--all of which I took. And I became interested particularly in the course in planning. He had a wealth of slides that he [had] either taken himself--or pictures which he had taken himself--or else bought. He had dozens of slides of Paris, London, Vienna, and other cities which he showed. They taught me a great deal, and they stimulated my interest in planning. The same thing is true with housing. He showed us pictures of housing projects in Europe and this country and various places.

If I could digress a bit about Smith, after he retired from the University of Wisconsin, he came out here [California]. He had a daughter living in Sacramento and joined her. During the time he was there--I don't know how he accomplished this--he became acquainted with Ole Hanson, who bought the land on which San Clemente is built. He hired Leonard Smith to lay out the plan. One time when Smith went through Los Angeles on his way down there, he stopped. Evidently, he learned that I was working for the city of Los Angeles, and he came to see me. He told me about what he was doing and how excited he was about it, and how he had done some work for Hanson up in-- I forgot now whether it was Oregon or Portland or Seattle, one or the others. Hanson was then mayor of that city [San Clemente], because I wouldn't know otherwise.

HOLDEN: Smith came to see you sometime in the forties.

BREIVOGEL: Yeah. Well, I finished the undergraduate course and got my degree in 1924, and the day after I got my degree, I went to work in the city of Milwaukee. I didn't even take a vacation. My folks came down for the graduation and one of my brothers, and we all went to Milwaukee together that afternoon of the graduation exercise. My father had a sister in Racine, so my mother and my father went on to Racine, and my brother went home by train.

HOLDEN: Okay.

BREIVOGEL: While working in the city of Milwaukee, I went to work for the Milwaukee Board of Public Land Commissioners. And at the time, Gardner Rogers was director of planning. He had come to Milwaukee from the University of Illinois, where he had graduated with honors in landscape architecture. He had evidently been director of planning for the city of Milwaukee for, oh, it must have been four or five years at the time I came there. He had employed a planner by the name of Gabriel Harmon, who also came from Illinois and who also graduated in the same course. The year I came to work for the city of Milwaukee, in fact the day before I started, Werner Ruchti had come to the public land commission. [He] had graduated in the same course as Rogers and Harmon. They were all-- Besides landscape architects, they were Harland Bartholomew men, because at the time, Harland Bartholomew of Saint Louis was perhaps forming one of the most active and largest planning agencies in the country [Harland Bartholomew and Associates]. He had produced these three men who came to work for the city of Milwaukee.

The fellow that I knew, Arthur Rabuck, had come through the University of Wisconsin in civil engineering, and I had known him. He graduated a year ahead of me. So evidently Rogers asked him to employ somebody from the city

that he might know. Evidently he had talked to Rogers about me, because he came to Madison a couple of months before graduation and asked me if I would come to work for the city of Milwaukee in planning.

At the time I was speculating about going to [Fort] Wayne, Indiana, to work for the Wayne [Pipe and Supply, Inc.], because they were the largest manufacturers of air-lift pumps. And the other possibility was to go to work in the city of Milwaukee for the Bell Telephone Company. I had been offered a job with them. I had been interviewed weeks before and was weighing between those two jobs. Finally Rabuck offered planning, and that appealed to me more. One thing was that it was closer to my hometown, and I wanted to get up there occasionally. Except of course, the telephone company--that would be the same thing. But this was more appealing, I thought. You get into this telephone company, you're going to get into a rut--a big organization and the possibilities are not as great. On the other hand, Milwaukee appealed to me a great deal more, and particularly the job, because I felt that this was more interesting. So that's how I got to work in the city of Milwaukee.

Getting back to meeting up with Richard Krug--Finally, after a while I'd go to him and ask him what did he [read] that was interesting that I might like. And he

hauled out Sir Patrick Geddes's [books]. So I began reading Sir Patrick Geddes.

HOLDEN: Now, Richard Krug was the librarian?

BREIVOGEL: Yeah. He later became head of the whole library system.

HOLDEN: For the city.

BREIVOGEL: For the city of Milwaukee. He was a very interesting fellow. He had wide interests. He graduated from the University of Wisconsin as a lawyer--a degree in law. He said he went to work in a large law office as a law clerk and he thought, "This is not for me." So when this job presented itself, why, he took it. And as I said, he had a terrific success, even in the Milwaukee system. He managed to get more branches, and he departmentalized more completely the whole library system in Milwaukee and hired some very excellent people to work in the library. He was the only one on his staff who had no library training. [laughter]

I found Patrick Geddes tremendously interesting, and at that time I thought, "Well, this is the only guy that I have read who I think is doing the kind of planning that I would want to do." Because I had read [John] Nolan as a reading requirement at the university and Harold [M.] Lewis, Sr., and [George] Goodrich and a few others. But planning was just a branch of Lewis's work and

Goodrich's. They were primarily engineers, and that's what they were doing. They did planning when they were required to. But Nolan, of course, did planning as a major, as his principal profession. And I began to find things that he had done all over. I found, Ed, that Nolan prepared the first plan of Torrance. You perhaps knew that. And he also had a plan of San Diego, which I have up there, and of Madison. He had been in Madison in 1908 and had done a plan. Not a comprehensive plan that we know of today, but he took State Street, which led from the capitol to the principal building of the university, and made that into a mall and tried to convince the people that this was a show street and it ought to be treated as a show street. But it didn't take, and I understand now it has, but that would be eighty years later. [laughter]

HOLDEN: Nolan was then interested in design, primarily in design and the engineering--

BREIVOGEL: He did a lot of cities and small towns. He did a town in Ohio, [one in] Maryland [named] Mariemont--I forget how many--but designed from the ground up, did a whole city. I think what he did in Torrance, if I can trace it, was pretty good.

HOLDEN: Now, this was during the early twenties, wasn't it?

BREIVOGEL: Yes.

HOLDEN: Now, there were some other interesting things about Milwaukee.

BREIVOGEL: Let me say one more thing about Geddes. He put together a city exhibit, which he had taken all over the world. He was returning in 1915 or '16 or '17--somewhere in there--during World War I, when the boat that was carrying this material back to Edinburgh was torpedoed, and the whole exhibit went to the bottom. That was the greatest tragedy that could have happened because he had plans on Khartoum and the whole Arabian coast of North Africa. It was coming from India, as a matter of fact, and he had done some plans of cities of India.

He attacked his planning effort in a very, very interesting way. Before he did a stitch of work, he tried to determine the character of the town and what the town was like, what the people were like. I guess we would think of it today as a demographic study, but he went, I think, much, much deeper than that. I suppose we make an economic base analysis to find out what's going on in the city and try to determine what is good about the city, and so forth. But he got into what the people were thinking and how they were reacting, the social aspects of the town and everything else, I think much more thoroughly than we do. Perhaps [Calvin] Hamilton comes closer to trying to attack that kind of thing, those questions, than any

planner that we've had around here.

I think Bill [William J.] Fox and myself and others who took engineering can't help but think of things as engineers. I think that has-- We don't quite catch the spirit of the city. In spite of doing everything we could here in Los Angeles, attending all of these pageants and things that they used to have, there was just one aspect of it that we were always seeing. (That was the early, early days of the pageant of the Mexicans and their padres coming through here--the early building of missions.) The whole thing was colored by that kind of a foreground. I think there are other things that ought to have entered into the thinking of the city and the area. I think you and I were about the only two guys at that time who were thinking in that way. Maybe Joe [Joseph K.] Kennedy was too. But certainly Earl [Esse] wasn't and--don't put this in there--but some of these other fellows we had on the staff.

Well, all my life I have retained this interest in Geddes. I tried to get as much literature as I could of his, material he had prepared and written, and I gave a half dozen books to USC [University of Southern California]. I'm sorry I did it, because later on I felt that other people who I knew would have enjoyed much--

TAPE NUMBER: I, SIDE TWO

MARCH 5, 1986

BREIVOGEL: He [Patrick Geddes] was much more than just a planner. He was sociologist: he wrote books on sociology. He wrote a book describing pageants, and what they should accomplish. One of the important things that he did that I thought-- [Andrew] Carnegie was born in a town near Edinburgh, north of Edinburgh. He gave to the city of Edinburgh a large piece of land for that city, about 250, 260 acres. He invited two people to design a plan for that park. One was Sir Patrick Geddes, and the other one was a landscape architect in Britain by the name of [Douglas] Mawson. And Mawson did a typical beaux-arts design, beautiful, you know, all of the right curves, but completely redone from its natural state. Geddes took it and he did everything that was natural in the park, and he did what I thought was a beautiful park and what I would love to have seen. We went through the town, but we didn't stop.

When we got to Edinburgh just about two years ago-- That was my third visit to Edinburgh. It was the most thorough visit that we made. We had a guide who was taking us around, and I said, "There's a place here called 'outlook tower' in which Sir Patrick Geddes exhibited a large amount of his work, and I'd like very much to see

it." She says, "Sir Patrick Geddes. Who is he?" And I explained to her who he was. She says, "Well, there's an outlook tower down here, but I'm sure there's nothing of Patrick Geddes's there." But I said, "I'm going to go anyway."

And so after the tour I went down there to look. Oh, yes, they knew. But people had lost interest, and they dismantled it. Now they were showing photographs and pictures of parts of Edinburgh, if I was interested in that. Of course I was, but I didn't come there for that. She didn't even know who he was or anything about him, so I gave up on that. But I finally saw the building and saw where he had exhibited. It is just at the foot of the hill on which the castle stands, at the beginning of the Royal Mile. An ideal spot, because you've got to pass it east and west and you've got to pass it north and south.

Well, I mentioned I came to work for the city of Milwaukee the day after I graduated from the university with a bachelor's degree. At the time, the city had a staff of about ten people, two of whom were draftsmen and a small surveying party of two people. But I want to mention that one of the people that I came to know quite well was Werner Ruchti, who later became director of planning of Long Beach. He had come to work the day before I did and had come from the University of Illinois. Werner was, I

think, the most terrific subdivision designer that I knew at any time. At the time, the city of Milwaukee was trying to design all of the vacant land within a mile of the perimeter of the city. Werner and "Hank" [Gabriel] Harmon were doing that work. I thought that Werner's plan was far superior to that of Harmon at the time. Yet Harmon, Ruchti, and also Gardner Rogers had received an award for their work in designing at the University of Illinois, and they all prized these accomplishments.

Werner at times was shifted to designing parks and playgrounds, because just about that time the city of Milwaukee and the county consolidated their park systems. They were all placed under the directorship of the county park department, which is quite a large department, and the playgrounds were all placed under the board of education. A very fine woman was in charge of the whole playground system. There were areas set aside in all of the parks for active playgrounds, and on the playgrounds of the board of education, there were active playgrounds under her direction. I don't remember her name, but she was there all the time that I was in the city of Milwaukee. She was in charge of these playgrounds. The playgrounds were all designed by the staff of the city planning department. Also, the building of them was supervised by the small staff in the planning department. In fact, the city

employed a special person to supervise them and develop specifications for the building of them, Gilbert Klegg. He came from Michigan and graduated from the University of Michigan.

As I said, I came to work in the city of Milwaukee, and I stayed only about a year and a half. Then Gardner Rogers resigned from his job and formed a small company to do some work in Florida. He had landed a job of designing a subdivision in a large area that must have been about 320 acres, just outside of a small town in northern Florida--Perry, Florida, which is about sixty or eighty miles from Tallahassee. He hired me and another fellow from the staff, Elmer Krieger, to come down there with him and join the staff of Webster Engineering, which was going to do the engineering. We were to, I suppose, work with that staff. Because Krieger was almost entirely with the field party, surveying, and I was in the office computing this subdivision of house of follies--a joke.

I stayed there for about three months, and then they shifted me down with the staff to Sarasota to subdivide an eighty-acre parcel. That was the darnedest thing, because about a quarter of it was pretty low land, and I know that at times we were forming lots in water almost six inches deep. But it was quite a strategic area. [It was] just outside the city of Sarasota and straddled the Tallahassee

Trail, the trail that passes along the west coast of Florida and then shifts in and crosses into Miami. Well, we finished that, and then Webster pulled out of the deal. He was losing money. Rogers was left there by himself. And we finished that job in Sarasota, and I went back to Perry. About a month later, the whole thing folded.

[Charles B.] Bennett, in the meantime, offered me a job as a civil engineer with the planning department. I went back and was there from then until 1935, at which time I went to work for [the Department of Planning in] the city of Racine. But I want to say a bit about the commission. It was a very good commission [in Milwaukee]. The secretary of the commission was Charles Whitnall, whose son was [G.] Gordon Whitnall. I had met him shortly after I came to work for the planning department there. I was asked by Rogers to attend one of the commission meetings just to become acquainted with it.

HOLDEN: And then we're talking about Charles--

BREIVOGEL: Charles Whitnall, yes. He was also, at the time-- Well, let me tell you a few more words about it. The only other two commissioners that I remember-- William H. Schuchardt, who at the time was the most prominent architect in the city of Milwaukee and had some very fine examples of his work in the city. But about the time I

moved to Racine, he had left the commission and gone to lecture at Cornell University, and he was there for I don't know how long before he moved to Los Angeles. He came to Los Angeles because of his wife's arthritic condition. Of course, he became a member of the City Planning Commission in Los Angeles. I became acquainted with-- Well, I should say I was employed by Glenn Rick, who was then director of planning of the city of Los Angeles.

HOLDEN: When you came to Los Angeles, that is.

BREIVOGEL: Yeah, that's when I came to Los Angeles.

I left until this late date to describe my marriage to-- Anyway, I met Frances at her brother's home, who was a classmate at my university, and also a classmate of mine in high school. He too had remained out of entering the university for two years to earn some money to go to school, and so we kept pace with one another. He was an engineer also, and at the time was working for [inaudible]. Frances was, at that time, living with them while she was seeking a job in Milwaukee--at their place. She used to drive up to Two Rivers with me weekends when I was going up. We were married in October of 1934, about six months before I took this job at Racine.

The director of planning at the city of Milwaukee at the time was Charles Bennett. I think the works that I had done-- He gave me a good recommendation, for one thing.

What they [the Racine Department of Planning] wanted was someone who had an engineering background, besides being in planning. At the time, Milwaukee had a so-called socialist mayor [Daniel W. Hoan], and with a certain element of the people, [he] was very unpopular. When I came to work [in Racine] they had had no planning. Quite a sizable part of the population, particularly the wealthy people, felt, "Why do we need a planner? The city isn't growing. This is in the middle of the Depression. We don't need a planner. What's the idea? Just because we don't have one, we should have one? And taxes are high now."

But then it developed that the WPA [Works Progress Administration] would approve no money for a city that didn't have a planning department. A planner [was not available to] certify that the money which they wanted to build something-- [Perhaps] that matter didn't fit into anything at all. Nobody certified that this was part of a master plan or part of any plan. So, on that basis, since they wanted several hundred thousand dollars and since there were about four thousand people unemployed, they hired me. With WPA money I began to put together a staff--not a single planner, but a couple of architects. We had no maps with which to work, and they had never made a survey of land use or anything like that. So I got a bunch of people to find out what the heck we had here.

I got that all finished, and the election came along. This mayor was kicked out, and a former president of the Western Publishing Company [Herbert Spencer] was elected mayor. He was a heck of a nice guy and a very good executive. He took a look at what evidently was going on, and he said, "We've got to get these people to work. We can't afford to pay the expenses." So he looked around the staff to see who was available, and he fingered me. He told me to take charge of this thing, get a program going, get worthwhile work going. He says, "Do it as fast as you can."

So we worked night and day. Actually night and day. I worked every night--at least three or four nights a week--putting this thing together. I got a very skilled former CPA [certified public accountant] to act as office manager. I got two good superintendents. Both of them had been working for big contractors. One was a sewer contractor and the other one was paving and curb and gutter.

HOLDEN: And you were required to put together a public works program. Is that what you were doing?

BREIVOGEL: Yeah, not the PWA [Public Works Administration] which was a contract job, but I could institute the survey. So after about three months with excellent cooperation with the city engineer, we had developed a

program. All of the city streets were old streets, many of them brick pavement, and the intersecting curbs came almost at right angles to one another. So with the automobile, we started rounding off these corners. That meant moving catch basins and all this other stuff that was associated with it. We also put together a program paving all the alleys in town, and redoing-- Well, they had several park areas that had no park plans, so I got a landscape architect out of Wisconsin to design some of the parks and playgrounds. So with four thousand men, that was our first two-year program, and we accomplished all that. We even resurfaced some streets, and we built skating rinks in these parks--oh, the whole gamut. When I left Racine to go to Madison, we were building a swimming pool and a recreation building associated with it. It was right next to the high school in a large park that had been designed by Jens Jensen, who was perhaps the most prominent landscape architect in Two Rivers at the time and did several of Racine's parks--Lake Park and Washington Park. I don't know, perhaps three or four parks, big parks.

In that respect, Racine was well blessed. [S. C. Johnson and Son, Inc.], as you may know, is located in Racine. The family had given a large park at the edge of the city, where they had a golf course and a huge picnic area. One of the things we did that year-- A nursery was

going out of business, and they wanted to sell their stock, so we bought the whole stock for a thousand dollars and transplanted all the trees in that stock in this park. There was an entrance into the park that was barren. We put these trees-- We were so lucky. We had a rainy season, and the holes that people had dug under the direction of this landscape architect that I had were all filled with water. So we just dumped the trees in there. [laughter] The last time I saw them, which was about five years ago, there was just a beautiful forest. Because they had a wide variety of hardwoods and softwoods, and I would say that about 75 percent of them grew. Well, that's the sort of thing we did.

I think that another thing that we did that fit into the HUD [Department of Housing and Urban Development] program or the housing program-- Did you know Jake [Jacob L.] Crane [Jr.]?

HOLDEN: No.

BREIVOGEL: Well, he was then representing-- He's a planner, a consultant. He wrote and asked us if we would prepare a series of maps, which would categorize the various areas of the city, for one thing, and then treat them as rental areas--where the high rental areas were, where the low rental areas were. So we had a half dozen maps which we sent into Washington. He says, "You know,

I've asked about a hundred people to do this, and only about ten have done it." This was the sort of thing that we were doing. In addition to that, we revised the zoning ordinance and we did a land-use plan and a zoning plan. We tried to get identified a couple of neighborhoods that had not been served by neighborhood parks. But it all worked out very, very well. Now, where have I missed something?

HOLDEN: I have a couple of questions, then. The first one would be, your planning was quite comprehensive. Did you have the concept of a master plan at the time? And if so, how did it differ from what you might do for a master plan today?

BREIVOGEL: Well, I think that the kind of work that you did, you and your division, in the Antelope Valley and Malibu and other areas that you studied was different in that it was more general, the general plan. That concept, I think, occurred after I came here to Los Angeles. I don't believe that we were thinking of master plans in the sense that we were doing what we call elements of the master plan now, or of the general plan. We were doing those perhaps a little differently, and cheating. We didn't call them that. We called them a comprehensive plan. Until I went to work for [Ladislas] Segoe, everything I did in Milwaukee and in Racine followed the outline of Harland Bartholomew. He departmentalized

everything. He did a highway plan, and he did this more or less independently. Well, intuitively I tried to pull the things together, and I tried to avoid some of the pitfalls that even in our 1940 plans in the city we were not able to avoid.

[One of the pitfalls] was stripping commercial along some of the heavily traveled streets. I tried to point out that it's impossible, that we were going to get junky development if we tried to have every street that was important from a traffic standpoint commercial or industrial. I was always reminiscent of a president of one of the Milwaukee colleges. The president of that school said (I'm paraphrasing), "What you planners have got to learn is how are you going to treat property along these business streets. You don't like commercial. You shouldn't have commercial." He didn't think that you should mix what you're getting in some of these commercial streets, business on the first floor and residence on the second floor. He said, "This is no environment for kids to grow in. Many of our urban problems are due to this kind of mix of uses." He said, "If you're going to have residents, find some attractive way of making these residences [fit in] along these business streets." And that's where we began to use backups in the county and city. But they didn't want that in the city, because the

[Los Angeles City] engineer's office said, "We can't require an eighty- or a hundred-foot street if you back up a building from it for residents."

HOLDEN: Are you talking about Racine or about Los Angeles, later?

BREIVOGEL: Here in Los Angeles. I was just making comparisons.

But this man-- This is in Milwaukee, a college professor, and he already got support for that from Whitnall and also Schuchardt. We tried to do this in Racine, but there was no building all that time in Racine. We couldn't test it even. But some of the-- As you leave Racine along the lake, there are two streets, one right immediately along the lake--there's nothing between it and the shore. On the other side you get beautiful big houses and beautiful gardens. Herbert Spencer, the mayor of Racine who put me to work on this WPA job, had a huge home. Later on, when I came to Racine for one reason or another--they hired me as a consultant sometimes--I'd stay at his home, a beautiful big home. The whole Western Printing Group lived along in that area. Then also on the street that we lived on--Main Street, beyond the city--were all beautiful big homes, large lots, set way back.

HOLDEN: Let's go on to May 1938 to September '39, with Ladislas Segoe for a few minutes.

BREIVOGEL: Well, that was a terrifically interesting experience, as you can imagine. Here I was working for perhaps one of the masters in the country at the time. I still consider him perhaps one of the finest consultants and most able planners. I can remember distinctly seeing him the first time we went to a meeting in Buffalo--anyway, in that area--to an AIP [American Institute of Planners, now American Institute of Certified Planners] meeting. There was a guy who I thought was a clown of some sort. Every time I saw him around the place I thought he was showing off. [laughter] Later on at a meeting, he was on the program. And there was that guy again, at some other conference. Then I learned he was Segoe, that was his name, Segoe, and that he was working for George Goodrich. He had just come over from Hungary, and he was also a civil engineer and had gone through World War I as an officer on the Hungarian army.

Then I lost sight of him until he popped up in Cincinnati. That's where he was when he hired me [to work in Madison, Wisconsin, for Ladislas Segoe and Associates]. I was to be the resident engineer, and he would come to Madison once a month. He usually came midday on Mondays and left either Friday night or Saturday night, depending upon where we were in this work. Frances used to get really teed off, "Staying on Saturday, now." She

perhaps had something planned. Anyway, he gave me a comprehensive outline of what we were going to do.

He was employed by a special citizens committee chaired by Clarence [A.] Dykstra, and that's, I think, primarily how he got the job. Because Dykstra, at the time he [Segoe] came to work in Cincinnati, was city manager of Cincinnati. Dykstra had been responsible for the development of a budget-forming committee in Cincinnati, which was composed of the board of education; the city treasurer; he himself, of course; a county official; and several other officials that were responsible for their own funds. He said, "All right. Here's how much money we have, city, county, all sources. How are we going to spend it?" He's bringing the budget. "And we will see how we are going to spend this money." That's how I first learned about him. I was told about how he did this, and then there was no scrapping, no competition on the field after a while for money. It worked out very well.

Well, Segoe, as I said, would come on Mondays, and he would stay a week. Sometimes five weeks would lapse, sometimes four weeks, just depending on how the work in Madison was progressing. And we would go over everything then. If there was something to see in the field, he and I would go out in the automobile and take a look at it. I enjoyed the work with him. I enjoyed it very, very much.

But he wasn't with me all the time, because sometimes he was doing some politicking, I guess, or something. Anyway, there were other people that he wanted to see in Madison at the same time.

HOLDEN: Can we interrupt just a minute? What we are talking about at this point is that you were employed by Ladislas Segoe and Associates as a resident planner in the city of Madison, Wisconsin.

BREIVOGEL: And I should add that I had one assistant. All the rest I had to scrounge around and get done free. Robert Hintz, did you ever meet him? He's [been] out here since shortly after-- I suppose it must have been about the late forties or early fifties. Bobby came out and worked at Fresno for a time. And then from Fresno he moved up to Seattle and is still up in Seattle. I think he's retired now, but he's living up in Seattle. He was a very hard worker and a very able landscape architect. You would give him an assignment and you could forget about it. He and I did all this, and he did much of the drawing in the books.

HOLDEN: The books being the plan that you prepared for Segoe and Associates.

BREIVOGEL: Yeah, that's right. Well, anyway, between the two of us, we did that in eighteen months. In addition to writing the zoning ordinance and a subdivision ordinance, and in addition to getting some of the work done by WPA, I

had that [to do] in the job. In spite of the fact that I knew all the people in Madison-- But I think the guy that was in charge of the people that were assigned to me to do mostly checks and transportation, traffic movement and things like this, maybe traffic counts in certain locations that Segoe and I decided ought to be more specifically pinpointed-- But we got it done.

When we cut off, didn't I start out to say how Segoe was employed? Clarence Dykstra was then president of the University of Wisconsin and had been appointed a chairman of a citizens committee that was to spend for a plan of Madison money that was left over from some festival of some sort--something like $20,000. So for $20,000, Segoe produced that. Segoe hired most of the secretarial work and most of the typing. I used to hire University of Wisconsin youngsters who could type. I'd hand them in longhand what I wanted typed. They'd knock it out. Sometimes it was worthwhile, sometimes it had to be done over. But we got the stuff in on the deadline.

But it was a very, very interesting experience, because I learned so much--things about which I didn't know anything. The economic base-- I knew what an economic base was, but we'd never done an economic base wherever I worked. Everything was by inspection and the population analysis. This is one place where the university had a

demographer who had developed a technique of estimating population increase, and I went to see him and I spent a half a day with the guy. He showed me how he did it and gave me a copy of a report that he had done describing it. So that was why it was fun, because sometimes it was almost like going to school.

HOLDEN: All of this that we are telling you about is concerned with the preparation of the "Comprehensive Master Plan for the City and its Environs: a Master Plan for the City of Madison." It is contained in two volumes. It was prepared as a typewritten manuscript in a limited number of copies. Segoe then very shortly prepared another important document. Describe that and the use of this material.

BREIVOGEL: During the week, if somebody wanted to know what was going on or what we were doing, I would go out and present the element of the plan that they were talking about, that they wanted to discuss. Sometimes it was just down at the campus--they were watching this thing quite closely, as you might expect--or at some community. I remember I took an awful beating one night at University Heights, which was inhabited largely by university people and by-- Quite a fine neighborhood. They wanted to know why we were putting--this is discussing the zoning plan for that area--why we put it commercial. And I explained to them. And they said, "We want you to erase that right

now." [laughter]

HOLDEN: Typical. That's all you did?

BREIVOGEL: No. I told them, "This is Mr. Segoe's plan. I'm just trying to describe to him all that you people are telling me. If he feels that it has justice, I'll tell him the arguments you made." That didn't satisfy them. They would find out about you and what you were doing. They would have you come to their class, too, the professors, you know.

TAPE NUMBER: II, SIDE ONE

MARCH 5, 1986

HOLDEN: As we concluded Tape I, we were discussing the resident-planner position that Milton Breivogel held in '38, '39 at the city of Madison, where he was working for Ladislas Segoe and Associates. At that time a comprehensive master plan for the city and its environs was prepared. The point that we wanted to add at this point was that much of the work in this comprehensive plan, a large part of which was the work of Milton Breivogel, was subsequently used by Ladislas Segoe in preparing a very important book that influenced much of planning. The book was titled **Planning Administration** and was published, we believe, by the International City Managers Association.

BREIVOGEL: There are a few features of the manner in which Ladislas Segoe operated that I'd like to discuss at this point. One dealt with special studies that we were not equipped to make and plans that we were not equipped to draft. One dealt with the civic center. He employed a young architect in Madison to do a civic center plan. That plan was made a part of his report. It was a very excellent plan and tied future civic buildings into the area in which the state capitol is located and the city hall. The city hall then was inadequate, and it has subsequently been rebuilt and a new county building has

been built. And I understand they have been built in conformity with the plan which Ladislas Segoe submitted.

But an interesting sidelight dealt with my meeting a very, very prominent architect who I'm sure everyone knows about--Frank Lloyd Wright. Shortly before we arrived, he had been employed by a group to develop a new civic center for the city of Madison. The feature that I was so impressed with-- He built the plan at the foot of a boulevard that led directly to the capitol and beyond the capitol. As a matter of fact, there were two principal boulevards: Washington Boulevard, coming at one side of the capitol, and Wisconsin Avenue from the other side. The interesting feature of Frank Lloyd Wright's plan was that he built part of it at the foot of one of these boulevards and partly within the lake, in which this boulevard dead-ended. The upper stories extended above the level of the street. I think everybody thought it was a very, very fine plan, but outrageously expensive, and therefore it never was approved or accepted. But the very meeting of Frank Lloyd Wright to me was a tremendous thrill. At that time his office and school were near Madison, I think about fifty or sixty miles west of Madison. So subsequently we drove out there a couple of times.

The other feature dealt with the planning of the railroad system. Segoe wanted to be sure that the railroad

did not cut through the city of Madison. At the present time, they all dead-ended--one [from] the southern side of Madison, one [from] the east side of Madison--into a station. And he wanted to be sure that that was maintained and that no future effort was made to cut through the city of Madison. So he employed a railroad expert who came and spent a week in Madison, part of which he spent with Segoe, and they went over the whole system as it was then. That work was incorporated into this plan also, this report. I think that covers the things that impressed me at the time.

HOLDEN: All right. Let's proceed to your experience in the city of Racine. Then I'd like to ask you about some people, particularly people involved in planning at that time. So let's start with Racine.

BREIVOGEL: Well, after I finished in Madison and Segoe had no immediate additional jobs for me, I went back to Racine and took on the same job that I had. That was when we began building a big swimming pool and the recreation building adjacent to it, and there was a supplement to the swimming pool. One feature about it, it was immediately adjacent to what was the principal high school of Racine, and so it was very widely used in afteryears. I think we expanded upon a work that I had been doing, and since it was in 1939, people were being gradually pulled off the WPA [Works Progress Administration] projects.

But one project that we had going--two, really-- We riprapped a stream that passed through one of the principal parks of Racine, because every spring more and more land was being washed out from one side or the other. Another place where we protected the stream was along the street. It was eating into the banks a short distance from the crest on which the street ran. So we built a retaining wall along that street which paralleled the stream. The last time I went back to Racine, which was five years ago, that retaining wall still stood. We must have done the job.

We also had a large riprap project going, and here, too, something came up that I thought interesting. These jetties extended out into Lake Michigan at right angles to the shore and were designed to be permeable in that water passed through. There is a sudden current along the shore of Lake Michigan that carries sand that is washed from the banks farther north. We were hoping that we could build up a beach there, because it was all rock at that time. The last time I went back, there had been about a fifty-foot beach built into Lake Michigan at those points.

Well, about the first six months that those ripraps were in-- After the first six months, I got a telephone call from a park superintendent. There was a golf course at a point in Lake Michigan about five or six miles north

of Racine. This park had been developed into a golf course. It was very extensively used. Well, this fellow called up, and he says, "What have you done with our beach? It smells to high heaven." So I went out, and here the place is full of pig bristles and hooves and all this stuff.

There was a glue factory about five miles north of Racine, and they were using this waste to make commercial glue. So I called the state health department, and they sent a man down. He said, "Just a year ago I told [them] to build--" They had a dike built along Lake Michigan that formed a pond, and they were draining this material into that pond and then let it dry. When it was dry they just hauled it away to some dump, or some disposal place. Anyway, he cited them for what they were doing, and they of course stopped it. But I suppose had we not built that jetty, we would never [have] known about this discharge into Lake Michigan.

I think that I had one disappointment. I wanted to develop a civic center, because the possibilities were great. But there were some very powerful interests that had property along there, and it just didn't fly. But one thing that I think a lack of planning illustrates was kind of sensitive to all of these people. They had the city hall, and less than a hundred feet away was the garbage

disposal facility and incinerator. When the wind came in from the west, my office, which faced that place, was full of dust and cinders. So I had to keep those windows constantly closed, which destroyed part of the attractiveness of the office. Our whole office faced in that direction. I think that had they had a planner, instead of just a public works official deciding these things--I mean the location of these facilities--everything might have worked out differently. Now, there is another illustration of the lack of planning in one of these parks. I saw the original park that the planning head had prepared. But somebody convinced the city that they didn't need all this land at this time. So they built upon an elevated area about twenty feet higher than [the park], brought in cinders and certain stuff like that, and built a ramp down to a lower street through the park. So our job was now to cover up this scar in the park, which we attempted to do by adding topsoil and planting ground cover.

HOLDEN: Evidently, the questions of environmental quality had to be looked at even then, or particularly then.

BREIVOGEL: They didn't pay any attention. I think, at that time, Racine was concerned with economics only. They weren't too sure that everything that was done was going to be in the best interest of the city in the long run. As I

mentioned earlier, thinking people in Racine saw no reason for planning. They felt that the city was not going to grow anymore, and so why spend all this money for a plan and a planning agency. One other thing, Ed. I mentioned earlier that Johnson Wax [S. C. Johnson and Son, Inc.] had its main facility there, a beautiful office that Frank Lloyd Wright built. I think if we have anyone at all to thank for planning in Racine, it is the Johnson interest. They gave so much to the city of Racine, so they had to listen. I got to know the then president of Johnson Wax, because he wanted to know what we were doing in Johnson Park. This was a memorial to the family. But they built a tremendous house up at this point where the golf course was. [tape recorder off] They built this home. The last time I was there, I found out that they had given this home to the University of Wisconsin as a retreat and conference center. But any public agency could lease it for a conference.

HOLDEN: All right. Since we did have some discussion of environment, I am reminded of a name I wanted you to comment on. I think he was a part of your Milwaukee experience. That was Aldo Leopold, who has a great reputation for being one of the earliest persons interested in environmental management.

BREIVOGEL: I suppose I must have met him at least a half-

dozen times. He was on many programs, conferences that we attended. And fortunately, they were always relatively small. I don't remember precisely what it was known as in Wisconsin, now, but it was similar to the League of California Cities--the league of Wisconsin cities. And I met a fellow by the name of Frederic, oh, I forget his name now, [who] was secretary of that league, and he always managed to get people like Aldo Leopold and a fellow by the name of [George S.] Wehrwein, a professor in the school of agriculture [University of Wisconsin-Madison].

If I could digress a moment, Wehrwein was largely responsible for what took place in the northern half of Wisconsin. That whole area was timberland in the early days, and some of it had been given to what were then known as land grant colleges--it dealt with agriculture. Cornell University was one of them, and it got a huge chunk of this timberland in northern Wisconsin. The University of Wisconsin had a huge chunk, and the rest were these lumber barons, who sent people over from Europe, especially the Scandinavian countries.

So sections or half-sections of this land, which was absolutely no good for agriculture, because it was all sand. It was good for growing trees, period. So they would sell this land, and people would come there, and the state would have to assist in building schools and roads.

The county would have to build roads; a lot of money was spent for these people. They were helped in clearing the land of the stumps that remained, and then found out that they could not produce anything worthwhile. It was very costly. Of course, as a result, it was costly to the cities that were formed, the county, and the state. Some of these schools had no more than three or four pupils, and they had to maintain the school.

So Wehrwein conceived the idea of taking this land and trading it in for other public land that was good agricultural land. As a result, boards of education, cities, county, state, federal government, and a few private companies like Weyerhaeuser [Company]--there were other big companies too--they retained it. They started doing what these cities and counties and states did--planting trees. During the Depression, this plan took terrific hold. Of course, they got help from the federal government to plant these trees. They had CCC [Civilian Conservation Corps] camps all over the place, building up roads and so forth. And when I went up there the last time, which must have been about 1960, those trees were all twenty, thirty feet high already. I just read recently, while back in Wisconsin, that the state resources something or other board that has general oversight of all this area, that they were now harvesting that land and doing it

systematically. Get your money back and more, I suppose. But Wehrwein and the group of other professors at the University of Wisconsin conceived the idea for the [plan].

HOLDEN: And Leopold was involved in that?

BREIVOGEL: Leopold was involved in that.

HOLDEN: Yes. You didn't have a direct hand in that.

BREIVOGEL: Except we discussed it. They consulted with us about zoning, because they were placing a zoning classification on that land. Wehrwein was writing--or his staff--the text of the ordinances, and he'd bring them into our office and we'd sit down and discuss them.

HOLDEN: All right. Now, the next thing I'd like to have you discuss for a minute-- Of course your experience in Madison and Racine from '35 to '41 covered a period when many of the New Deal activities were initiated, and so on. You knew people who were involved in this kind of thing. Let's discuss first the National Resources Planning Board and how you might have been related to that or people that were associated with it.

BREIVOGEL: At the time, I was working for Charlie [Charles B.] Bennett in the city planning department [in Milwaukee] and also [consulting] in Racine. But I think the thing that stimulated me as much as anything else at that time was an address I heard by Harold Ickes. He came to Milwaukee. I don't remember now whether I was still

working in Milwaukee or [whether] it was later, when I was in Racine. He described then-- He was secretary of the [United States Department of the] Interior, you know. He described some of these programs that the government was adopting. He was quite emphatic about, well, what I suppose was a forerunner to the redevelopment agencies. Because he said, "Now, here's the program that we've developed which is designed for private enterprise." He said, "In short, for every house in a slum district that is demolished, we will help you finance a new dwelling and some other [uses] in whichever area you choose." So the city [Milwaukee] agreed to this formula, and Charlie Bennett and I think Charlie [Charles] Whitnall, and perhaps two or three others, went to Washington with a plan that they would demolish residential areas that were [being] built into industrial areas and where they wanted the industrial areas to expand. They'd make this land available all for the expansion of industry, and they would take forty or sixty acres, depending upon what was needed, and build the new housing development on the edge of town. After, I think it was Jake [Jacob L.] Crane [Jr.] who came to Madison and looked over the project and inspected what was being proposed.

HOLDEN: Was that Madison or Milwaukee?

BREIVOGEL: Milwaukee. And he recommended that this be

done, that this plan of the city be approved. And it was also at that point-- Gee, I'm going backwards. Is that all right?

HOLDEN: That's okay. We want to talk about the influence of the government, the federal government programs.

BREIVOGEL: Relating to this, Bennett and I discussed this with Daniel [W.] Hoan, who was then mayor of the city of Milwaukee. Anyway, he was a socialist mayor and had been elected on the Socialist [Party] ticket at the time. We discussed it with him and told him that we thought that the state ought to give the city the authority to create a redevelopment agency, and that we had heard enough about this at conferences and this talk about it that Ickes had given. So he thought it was a good idea. He said, "Draft up an ordinance. I will discuss it with some of the state legislators." Which we subsequently did, Ed, together with Charlie Bennett, and I suppose some others too.

HOLDEN: What year was this? About 1934?

BREIVOGEL: This is '33, '34, something like that. We then attempted to learn about this, to get some idea. We called in the American Society of Planning Officials [now American Planning Association]. We knew Walter Blucher very well and asked him what he-- He said that Charlie [Charles S.] Ascher had done some work and that he had prepared a model draft, a copy of which Blucher then sent up to us.

We took that to Hoan, and he said, "We don't want to have something told us how to do something. We want to be able to do our own drafting. We want to do our own statute." So we went back and took an outline of this Ascher draft that presumably satisfied Hoan, although he too was a lawyer and I'm sure that he looked at it very critically. But I don't know what happened to it, because I left Milwaukee to go to Racine. And subsequently I talked to others about the same subject.

I thought I had some people interested in Racine and the area, but it never went in Racine. Actually, the blighted buildings, you see, were very scattered. There weren't very many. It seemed the people, the ethnic group in the city of Racine, were Welsh or from Scandinavian countries. And you know how thrifty they are and careful in maintaining their property, so we really didn't have to cope with that situation very much. And if Racine ever does do any redevelopment work, I'm sure it's going to be on a very scattered basis.

HOLDEN: However, the story you tell about the activity in Wisconsin sounds almost identical to what we'll discuss somewhat later, in terms of the group that got together to prepare the first redevelopment ordinance for the state of California.

BREIVOGEL: That's right.

HOLDEN: This is the precursor activity.

BREIVOGEL: In fact, I think I brought a copy of what we had done with me to-- I am rethinking this thing again. It was during the time that I worked with Segoe in Madison that I became acquainted in some detail with the National Resources Planning Board activities. It was at that time that I also began attending regularly the American Society of Planning Officials' annual conferences. At almost every one of these conferences, as one of the principal speakers, Walter Blucher scheduled either Charles [W.] Eliot, who was then executive director of the National Resources Planning Board-- I think that was his title. They were the principal people, very important people at the time. Frederic [A.] Delano, for instance, and-- I think his first name was Charles Merriam, Professor Charles Merriam. People of that stature were members of the National Resources Planning Board at the time.

They had been doing tremendous studies. I remember I began then accumulating all the reports that they made. When they finally were abolished--I mean the whole department was abolished during World War II--I had a stack of books [that] must have been about thirty inches long. Three of those reports were particularly interesting to me. One dealt with the population of the United States, and Ladislas Segoe was the principal author of that

report. Another one dealt with the natural resources, and it was then that I learned about how wasteful we had been in exploring for oil and gas and what the National Resources Planning Board was recommending in the way of conservation. The other one dealt with the whole technique of subdivision of land, subdivision practices, also what was the most desirable way of subdividing land--and recommending careful control over how land is subdivided and illustrating how it can be wastefully subdivided or economically and more attractively subdivided. It cited various examples.

Well, there were many others, as I mentioned. I have now forgotten them. I lost the whole box of books in one of the homes that we had. I left it out in the garage and the termites got into the thing from the bottom and ate up all the glue on the backs of the books. So I had to destroy them all. But I think I managed to get-- I used to have one that dealt with subdivisions, but I guess I've given it away. It was there where I got the first idea of spacing entrances to major highways.

HOLDEN: Something that was practiced very extensively in the fifties.

BREIVOGEL: That's right. And sixties. These subdivisions out in the outlying areas where we tried to space other streets entering major highways every quarter of a mile, so

that you could synchronize traffic signals when they became needed.

One more point, Ed. After the work of the board was abolished and the board was abolished, a couple of years later, Charlie Eliot came out to Los Angeles and was employed, for a time at least, by the [John Randolph] Haynes Foundation. His work in that capacity was advisory and gratis to the cities and county and state, and I had conferences with him frequently. I was still working for the city at the time, and he used to speak to the Southern California Planning Congress meetings, and I used to see him at state conferences. So he made himself felt in this area. After, I think, about two years at the Haynes Foundation--something like that, I don't remember precisely how long--but he did some private consulting and then went back to Boston, and has been teaching, I think, ever since at Harvard University. He is a very, very interesting fellow.

HOLDEN: All right. A couple of other names, now, to finish up this section. We discussed Harold [M.] Lewis, Sr., a little earlier. Now, Harold [M.] Lewis [Jr.] himself was apparently most influential, I guess, in transportation in your mind.

BREIVOGEL: Yes. Harold Lewis, Jr., was employed by the city of Los Angeles, together with two other consultants.

I remember the last name of the other fellow, and I know he came from the east someplace or middle-- Ohio or Indiana, one of those states. It is a strange thing. They and almost everybody who talked about transportation during that period of time, in the forties and I suppose early fifties, when they discussed a plan, it was almost the same plan, almost the same design, as the plan that had been prepared by Coverdale and Colpitts way back in 1924. Coverdale and Colpitts was at that time, as I understood, a Chicago engineering firm. They published a sizable document and in great detail described the kind of transportation plan that we would develop for the city.

HOLDEN: Well, yes. Will we get to that shortly--in terms of moving on to Los Angeles--in more detail?

BREIVOGEL: Yes.

HOLDEN: All right.

BREIVOGEL: I didn't know Harold Lewis, except to see him on the speaking podium, until 1966 really. We attended a meeting of the International Federation for Housing and Town Planning, and the main office is in the Hague. Anyway, the meeting was in Tokyo, and so Frances [Smongeski Breivogel] and I decided, "If we don't go now, we perhaps will never go," because we had a good deal. So we went to this conference. Quite a delegation from Los Angeles went, and there I got to know Harold Lewis quite intimately. We

toured together every day. Incidentally, that's where I also became more intimately acquainted with [Russell] Van Nest Black.

HOLDEN: And what do you remember about Van Nest Black and his contribution, maybe, to planning?

BREIVOGEL: I don't know much about what he did in the east, except that at one time, someone told me that he was one of the most original-thinking planners that they knew. That is as intimately as I got to know him. Frances, my wife, was with his wife quite frequently. They would sit together, and we had meals together. You know how closely you get associated with people on a tour. We saw them once or twice out here. She had relatives in Westwood, and they came often. We would visit over a luncheon table. That is all that I know about him.

HOLDEN: In terms of the interchange between the east and west, one of the more important planners that went from California east was the first director of planning for the [Los Angeles County] Regional Planning Commission--Hugh Pomeroy. In these early days, Hugh was the first director of planning for the L.A. County Regional Planning Commission.

BREIVOGEL: I didn't know him when I-- I had been here about a year when the League of California Cities had a convention here in Los Angeles. Charlie Bennett and I

conceived of the idea of having a reception of some sort. It was more convenient to have it at our house, so we arranged to have this party at our place. Hugh Pomeroy came, and I was introduced to him. And there were other people who were very prominent in planning at the time-- Johnny Marr of Oakland and-- Oh, I suppose we had about twenty or thirty people. I couldn't believe that Hugh drank that much at our party, nor did I think that Johnny Marr would drink as much as he did.

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BREIVOGEL: One of the co-hosts, or hostesses, was [G.] Gordon Whitnall's wife, Brysis Whitnall, who became quite an important planner in the Los Angeles area. She certainly assited Gordon a great deal, and between the two of them they did a lot of consulting work in the cities surrounding Los Angeles. Gordon served on a lot of important committees, one of which I want to mention later.

After the party, we all went down to the Biltmore Bowl, where the big annual dinner was going to be held. While we're there, Hugh came in all by himself, and I don't know where he had been, but he was hanging onto a rail to remain upright. But he was a lovable person, and I think that Hugh Pomeroy did so much in the interest of planning. I remember, again, Blucher telling the story--I think it was he--that if a planner was taking a case to court and he wanted an expert witness, so many of them employed Hugh Pomeroy, who was then planning director of Westchester County, New York. He had the facility of confusing the judge so completely. The person telling me the story said, "I think the judge just got rid of the case as quickly as he could." [laughter]

[Clarence S.] Stein, the architect, who was one of the principal architects involved in Baldwin Hills and Baldwin

Village here in Los Angeles, was a very close friend of Hugh Pomeroy. They saw a great deal of each other in New York. He [Stein] used to come out here every year. His wife's family lived out here. His wife's mother lived out here. He told me, he says, "Hugh is just killing himself." He says, "He came to my house just a few days before [I] came out here, and he was so tired he could barely drag himself around. And he was going from my place to another meeting." Within a month, Hugh Pomeroy died of a heart attack.

HOLDEN: My goodness. [tape recorder off] The last name that I would like to mention is Glenn [A.] Rick, and this may lead directly into your experience in Los Angeles.

BREIVOGEL: I didn't know Glenn Rick at all until I got a telephone call from him. He had been appointed director of planning of the city of Los Angeles. I had ranked sufficiently high on a nationwide examination-- Which I'd like to describe before I go on.

In May 1940, a nationwide examination was conducted by the city of Los Angeles for a planning director and a principal city planner. This came about by reason of the recently created [Los Angeles] City Planning Commission which Mayor [Fletcher] Bowron had appointed. (This was a reorganization of the city planning committee under the board of city planning commissioners created in 1910 under

Mayor George Alexander.) This commission felt that the city ought to have the most trained and experienced planners heading up the commission's work activities. This nationwide examination was conducted in May of 1940, as I mentioned. One of the places where this examination was conducted was in the city of Milwaukee. So I went up to the city and wrote this examination on a Saturday morning. Well, I found that it was more than a Saturday morning. I wrote this examination until 4:30 on Saturday afternoon, because I took both examinations--the director's job and the principal planner's job. Also a couple of other people that I knew were taking the examination. One of them was Charles Bennett, who was then director of planning of the city of Milwaukee. However, he was taking only the examination for the director's job.

Well, I didn't hear anything about this examination until late summer, when I was advised to meet a touring oral-interview committee in Chicago. At my [written] examination, I had placed high enough so I was invited to this [oral] examination. Well, the director of the civil service commission was one of the interviewers. A professor in planning at the University of Illinois was another, and I forget who was on the committee from ASPO [American Society of Planning Officials], one of the staff people. It may even have been Walter Blucher, I don't

remember. But it was about a two-hour interview, and then I went back to Racine. I didn't hear anything more, how I placed or anything about it, until late in January of the following year.

About two days after I received a memorandum from the civil service department advising me where I placed in both examinations, I had a telephone call from Glenn Rick. He told me that he had reviewed all of the material available and that he would like to have me serve as his principal planner. He said, "You don't have to decide now. Talk it over with your wife, and let me know tomorrow." So I did talk it over with Frances, and we decided why not. We were not too happy in Racine. She did not like the city, and I never had the kind of rapport with the city council that I wanted, although I had an excellent planning commission. The work was interesting. But I thought, "If I ever am going to have an opportunity to promote myself, this is it." So I called Glenn and told him that I would take the job and told him that I would be out around the middle of January--that I had some work I had to complete, and I wanted to do that before I left.

We drove out and arrived here on March 17, [1941], Saint Patrick's Day, and it will soon be forty-five years ago. Well, we arrived on the seventeenth, and on the eighteenth I went to the city hall and Glenn said, "Take

your coat off and go to work." [laughter] When I arrived, I met most of the people on the staff: Huber [E.] Smutz, who had been acting director of planning until the time of the examination and the appointment of Glenn Rick; Lester [F.] Brinkman; Jack [W.] Simons; William [R.] Woodruff; Henry Wall. These are just a few of the-- In all, there was a staff of eighteen people at the time. Glenn gave me a job that was independent of any of those, although he did tell me that if I needed some drafting or whatever I needed, Henry Wall was the person to see.

HOLDEN: Could we stop for just a moment here? What I would like at this point would be to set a little bit of background about what the planning status of the city was, going back to the fact that the [Frank L.] Shaw regime didn't do much, and then [Norris] Poulson and so on. Sort of set the scene. Was there a plan for the city at the time you came? This kind of thing. Could you do that for us?

BREIVOGEL: Yeah. Let me just say a word before we move on, Ed. Glenn took me up into the twenty-fourth floor, which they had set up temporarily as an office to make possible the building of a model of the just completed civic center plan. There was Simon Eisner, who was working on that plan for the [Los Angeles County] Regional Planning Commission. It was a joint effort between the city

planning commission and the regional planning commission. There were, I think, two other people from the [Los Angeles County] Regional Planning Department and one other person from the city planning department.

It was there that I was first exposed to what I thought was a tremendous model that covered the entire central area of the city of Los Angeles and had been built by WPA workers during the Depression. It gave me a better sense of what the central area of the city of Los Angeles was like than anything I could have done. I couldn't have seen it any other better way unless I went up in a blimp, or something like that, and just hovered over the place. But the tragedy is that just recently that model has been demolished. I think the people should be shot who demolished that thing and couldn't find a spot for it. [Although they have] this huge central area with the museums--you know, whatever they have--they couldn't keep this, if nothing else, as a piece of the historical part of Los Angeles which should be shown to school youngsters! And I suspect it was rarely shown to the school youngsters. Anyway, I'm disappointed it doesn't exist any longer.

Well, a couple of days later, Glenn took me down and introduced me to Fletcher Bowron. And in the few minutes that he devoted to us, he said, "I'm hoping that you

fellows will start planning in this city." He said, "Because I think it's badly in need of it. I have done what I've done so far to encourage it." They also introduced me to a couple of his deputies and suggested to them that we should feel free--Glenn and I--to consult with any of them at any time, and they would carry any message to him if we couldn't see him.

Well, anyway, it was a very good welcome I got to the job. The staff was-- Considering the fact that I think three of them took this examination also, considering the fact that both Glenn and I were taking jobs that these fellows all hoped that they were going to inherit-- It wasn't a blemish on anything that they had been doing.

Now, you asked about what I thought of the area and what I found. Well, the city and the county had done several things. I discovered that between the two agencies during the Depression, they had made a comprehensive land-use survey, which they had mapped. It was a huge map. When I saw it, it covered the wall of one of the offices. But it too gave you a sense of what a strange city this was, because half of it was agriculture. When I went out to the San Fernando Valley, I [could] go miles without hitting anything but a farmhouse along the streets. I had a good guide. Les Brinkman and I went out one day, and he drove me around. He knew the Valley as well as anybody

that I knew, certainly at that time.

HOLDEN: "The Valley" is the San Fernando Valley.

BREIVOGEL: San Fernando Valley, yes.

HOLDEN: All within the city of Los Angeles.

BREIVOGEL: Just about everything that grew, grew out there. You could get berries, you could get all kinds of fruit, all kinds of grapes, crop farms, vegetables, chickens--chickens galore! If I can say a word about what Brinkman told me about how some of the land was subdivided in the extreme western end after 1913, when water came to Los Angeles. They sold lots in England. They were what they called a commercial acre--a hundred by three hundred [square feet]--and they were told that they could make a living on this three hundred. You could raise chickens--you could produce eggs. And you could plant fruit trees. They painted a glorious picture. A heck of a lot of them came out and did just that. Along Winnetka [Avenue] and De Soto [Avenue], that served that area, were any number of chicken farms and-- Well, anyway, that gave me a good education in that part of the city, and I was glad I knew about it, because in later years I used it extensively.

The morning I arrived at the planning department, Glenn Rick gave me another study that had been made by an engineering committee called the Transportation Engineering Board. I'm going to leave this, because I want to talk

about other things that I found here at this point, and I'll come back and then describe this study.

I also found that the planning department had a plan that had been referred to it by the [Los Angeles] City Council that the regional planning commission did, the master plan of shoreline development. It was there, and after I completed the transportation plan, I was handed that plan to analyze and discuss and determine whether the planning commission should modify it or should adopt it.

I also found plans that I got from the planning department library, plans that had been prepared anywhere from the middle 1920s until I had arrived. [There] was a plan of parks and parkways, and one of the people who worked on that plan was Olmsted. This plan had some very interesting illustrations. It superimposed the plan that they prepared over similar plans, covering a similar area of Minneapolis and that area and-- I don't remember the names, but about four or five regions such as Los Angeles. This citizens committee on parks, playgrounds, and beaches, in its published report, prepared by Olmsted Brothers and [Harland] Bartholomew and Associates in 1930, recommended a plan which provided a total of 70,000 acres of parks, including an aggregate length of parkways of 440 miles. The system included thirty large parks, each over two hundred acres in size, including the twelve parks

already publicly owned. This was to amount to only 7 1/3 percent of the total area of that region.

HOLDEN: The region or the city?

BREIVOGEL: Region. Most of it, as I remember the plan-- And I have to see it again at the city hall-- That's the only place I've ever seen it. Maybe the [Los Angeles] Public Library has a copy. It must have a copy of it. I think when I take Frances downtown sometime, I will stop at the central library and see if I can find it. But anyway, the system of parkways used the crest of the Santa Monica Mountains, from Griffith Park all the way to the ocean. It practically followed the natural area that provided vistas, as well as the immediate area that you passed through. But anyway, it existed, and I tried to understand it, but I have not seen it in forty years. Of course, I've already mentioned transportation plans, and that's all I can recall at the present time.

HOLDEN: Was there anything that could be qualified as a comprehensive plan or a comprehensive look at the city at that point?

BREIVOGEL: No. The only plan that I know of that existed anywhere that was a comprehensive plan of Los Angeles County, as a matter of fact, was done by Bryant Hall for the Los Angeles County Regional Planning Commission when he was a member of that staff. As a matter of fact, I think

it was the first real conceptualization of what the county ought to be. A general plan. You must remember it.

HOLDEN: Yes, it was never looked at too seriously, subsequently. But I think that concept was there.

BREIVOGEL: Yes. I looked at it a couple of times after I came up there just to see, when this idea occurred to me that I had never seen a generalized plan like that. And only once, when I had-- I was invited to talk to a group of industrialists in Japan. Denis O'Harrow invited three of us: A lawyer and professor of law at the University of Washington, Hugh Webster, who has specialized in land-use law. Remember-- I think his name was Lum or something like that, who was planning director of Tucson. Lum or Klum. I think it was Lum, though. He died shortly after. He was invited. He was, I think, Japanese. And myself. And I took with me, to illustrate what we were doing, a couple of the reports that we had done. East San Gabriel Valley and west San Gabriel Valley, and then the area about which I talked a couple of weeks ago, out here at Pico Rivera. And [I] showed them and discussed this with them.

During the discussion period there was an English woman, an English planner. I forgot her name. She criticized the plan. She said, "That's not a plan." She said, "You're just recognizing the existing facilities." I explained to her that all these things were in cities over

which I had no authority. And she said, "You should have created a general plan anyway, and generalize on these things, because over the long run, some of the things should be disappearing and some should be encouraged." She was right.

But otherwise, the Japanese found great criticism, because we were decentralizing too much. This one, he was president or a comparable position of the biggest utility of Japan in that area. And he said, "We want things centralized so that people can come there and go back, go to where they live." It looked that way too: I saw the people filling the streets at worktime in the morning. But we told them that we didn't want people to travel these great distances. We wanted them to live near where they were working.

Probably the first document to which I was exposed when I came to Los Angeles was a book that had just been published and was released to the public a few weeks after I arrived. That was **Preface to the Master Plan.** It was written by a group of people, each of whom had a subject. Then all the documents were edited and put into this book. The Haynes Foundation prior to this had employed L. Deming Tilton, who was a planner with the Harland Bartholomew organization and had come out here to Los Angeles at the time of the development of a zoning

ordinance for the city of Glendale. They were employed as consultants. Another planner who was with Harland Bartholomew's organization, Earl Mills, later came to work for the city of Los Angeles as a consultant. Well, Tilton lived up in Santa Barbara, actually, as an adviser to what the city planning department was doing at the time. He had edited the documents, which were submitted by the various volunteers who prepared the documents, one of whom is a city planning commissioner by the name of William H. Schuchardt, whom I've already mentioned.

Well, at the dinner at which this plan was released, Glenn Rick responded to the president of the Haynes Foundation at the time and told him how much this was going to be used by the staff, that he was going to see that the staff had copies of it to read it, because his preliminary review of it seemed to him to give us an excellent background--and one you rarely get when you enter a city--of what had happened in the city of Los Angeles, and how we could use what it has and what we might want to change as a result of what had happened since this had been written. But he felt that he would continue to use it, and it would be on his desk to be used frequently as reference material. I think this is true. I found that I was using it very often during these early days, when I didn't know very much about the city of Los Angeles and I could get a

lot of information that could help me. For instance, that park plan that George Hjelte describes in this document was so helpful, because both in the city and in the county we attempted to develop broad park plans, and this background information was invaluable.

Now, the other plan and the one to which I was-- [tape recorder off] The other plan that was in the office when I arrived, and which Glenn Rick referred to me and asked me to analyze and to prepare a report on, which we could then submit to the planning commission-- We could then begin to hold public hearings on this plan and get their reaction to the plan. Well, the plan was prepared, as I had mentioned, by a transportation engineering board. Many people were involved in this thing, but this board was composed of two people who were officials of the city of Los Angeles. Lloyd Aldrich, who was then city engineer, was chairman of this transportation and engineering board. K. Charles Bean was then the general manager and chief engineer of the Department of Public Utilities and Transportation and a representative of Stone and Webster [Inc.], one of the consulting firms that was employed by the city. It [this firm] was nominated by the citizen's transportation survey committee. Stone and Webster, at the time, was perhaps as prominent a transportation consulting firm as any in the country. There was another associated consulting firm,

Madigan-Highland. I'm going to let you take this report along, and you can--

The people who did the work were composed of representatives of these consulting firms and two representatives from the city engineer's office: Earl Buttler, who was then deputy engineer; Hugo [F.] Winter, who was an engineer; and a representative of the department of public utilities and transportation, Stanley M. Lanham. But I think the person who was most responsible for having this done at all was a citizen, P. [Percy] G. Winnett. He chaired a large committee of public officials and private individuals. That committee also, together with the city of Los Angeles and the Works Progress Administration--the underwriter of this project--contributed money, which P. G. Winnett, I think, was largely responsible for raising. At the time, Herbert C. Legg and Edwin B. Sawyer were officials of the Works Progress Administration in California.

HOLDEN: Herbert C. Legg subsequently became a supervisor for Los Angeles County.

BREIVOGEL: That's right. The other man was a state supervisor of research and records projects. The work that I had done had not involved this type of highway at all, previous to coming to Los Angeles. So I asked Hugo Winter if he would take me around and show me, in a general way,

where these highways were going to be. He had a good picture of what they were going to be like here. I had seen this type of highway by visiting the Tennessee Valley Authority sometime in the late thirties and driving on the highway into the valley, which had been developed for the convenience of traffic to the power facilities in the Tennessee Valley. But I had no idea that this was being employed as extensively as it was. I had been on a Long Island freeway, or parkway as they were then called, but we had not considered anything like this in Milwaukee. There the extent of our use of extra wide streets consisted of a plan that [Milwaukee] County had developed, the [Milwaukee] County road department, and they categorized them by width and posted by width. I think they have some highways 150 feet, some of them 120, 110, 100, and then I think the smallest category was 80. They were posted, and they were getting dedications of these out in the county. Some of the other counties adjacent to Milwaukee County were carrying [out] the same plan. That was the kind of highway planning we were doing in Milwaukee and Racine.

Well, I kept this plan and spent about five months studying it and working out a report, which I submitted in-- It must have been August, because it was just during the month before Glenn Rick was leaving. The planning department took the plan, and they too emphasized the need

for mass transportation to be integrated with the highway, moving automobiles and trucks and buses. I submitted it to the city council. It must have been some time still in August, because Glenn was still here when he went to the city council. However, they laid it over, and I think that in '43 that the city council adopted it with modifications. That was my first job, and I enjoyed it very, very much. Glenn Rick stuck me in a room all by myself, and I worked like crazy. I brought it home every night.

Well, I think, Ed, at this point I should talk about something, about the actions that Bowron took and one other thing that I consider very, very important for the city of Los Angeles. He felt that he wanted to streamline planning and get it really rolling in Los Angeles, get it done. But to do this, there needed to be a definition of the role of each agency concerned with the development of the city. I don't really know who started it, but I know one city councilman particularly that shepherded this into the city council. If I remember correctly, his name was [Arthur E.] Briggs, and I think he had been an educator. I don't know how we are going to check these things, but this is as I recall it at the moment. I think that we can later on come back and do some research.

HOLDEN: Yes.

BREIVOGEL: Anyway, this dealt with an amendment to the city charter which began to create and define agencies and functions and responsibilities. One of those was the creation of a planning director and a department of planning. He was responsible for the administration of the planning function and was able to make many decisions. He was assigned the job of making many decisions. Another agency, as I mentioned, [was] the planning commission--the size of it, the length of the appointment period, and its function, which was advisory to the director and the city council. The other was a zoning administrator, who was responsible for the processing of variances and conditional-use permits. And complementary to him was a board of appeals, composed of three members, and they were to take appeals from the actions of the zoning administrator. The city planning commission had authority for processing perhaps a half-dozen large uses, such as cemeteries, airports, the facilities such as those.

TAPE NUMBER: III, SIDE ONE

MARCH 7, 1986

BREIVOGEL: I was discussing the provisions of the charter amendment, which was adopted by the people of Los Angeles in May of 1941, a few months after I arrived here in Los Angeles and came to work for the City Planning Department. One agency that I did not describe, which was created by that amendment, was a coordinating board. This board was to be composed of several of the major department heads who were concerned with whatever improvements were made in the city of Los Angeles, such as the water department [Los Angeles City Department of Water and Power], the city [Bureau of Engineering], the president of the Board of Public Works, the deputy of the mayor, the director of the Building [and Safety] Department. Those are the ones I recall at the moment. There may have been others. [pause] Yes, there was. The road commissioner was also a member, I believe. Its [the coordinating board's] function was to coordinate improvements that were going to be made in the city of Los Angeles or construction that was going to take place in the city of Los Angeles. And the planning director was chairman of that board, responsible for maintaining notes of actions which the board might take.

At the time I became involved in the actions of the

board, Glenn [A.] Rick was chairman, and he asked me to attend as an observer. Later Charles [B.] Bennett, when he became director, asked me to serve as secretary to the board, which I did for the rest of the time that I was with the planning department. It functioned quite efficiently, because they met once a month, and when the director could not attend, one of his staff did it. He appointed one of his staff, a deputy or a major department head, to attend the meetings. So it was well represented. Since the mayor's office was represented on the board, he took whatever was important to the mayor. This all occurred before we really became involved in real planning in the city of Los Angeles. One of the principal reasons-- Shall I go on?

HOLDEN: Go ahead.

BREIVOGEL: One of the principal reasons nothing was really done was because the staff was so very limited--only two people were available to do long-range planning. They could do very little except consider small areas of the city, which was the pattern of development that had taken place before we arrived and before we undertook any large-scale planning. At the time of the preparation of the budget for the following year--that would be 1942--we made this presentation to the mayor that not very much planning could be undertaken, and we also discussed this with the

planning commission. Because several of the planning commissioners, we felt, might appear before the mayor and argue for additional staff.

On the basis of these presentations to the mayor's office and to the then CAO [city administrative officer]--I don't remember his name--we were able to get a sizable increase in the staff. The civil service department cooperated beautifully and immediately advertised for examinations, and advertised nationwide for some of the examinations for some of the division heads. It was on that basis that Simon Eisner came to work for the city planning department. He was previously employed by the [Los Angeles] County Regional Planning [Commission]. Two landscape architects from the east were employed, and one architect.

HOLDEN: Do you have some names there?

BREIVOGEL: Well, Harry Staves was one, and he had been employed in the CCC [Civilian Conservation Corps] in Minnesota and the Dakotas, supervising the work in that corps. Carlton [Block], from the city engineer's office, [was appointed as] engineer, and Simon as the architect and planner. Karel Dekker was another, and Tracy Abell was another landscape architect. Then we employed two research people, both women, who had been working in some of the offices in Washington, D.C., for the federal government.

One was an excellent researcher, and it was she that did some of the finest research work that we were able to undertake. Then there were people--draftsmen and people like that-- I think there were something like twelve or fourteen people that were employed at that time. We isolated them from the rest of the staff so they were not burdened by routine matters and put them to work on some of the plans.

Now, one of the big problems that we saw facing us after the war and during the war was the influx of new population into Los Angeles. All of the big defense industries, such as Lockheed [Corporation], Douglas [Aircraft Company], shipyards, were employing people and bringing large numbers of people from the east. With them came a large number of people who just felt that there was a lot of work out here and came out here and got jobs. It was they who created a housing problem, because there had been no housing to speak of during the 1930s. So there was a great demand for housing, and I had a personal experience. We were evicted by people who bought the place we were living in and wanted to move in, and we had to find a place. It was only because my wife had become acquainted with a woman who managed a small apartment building that we got into that apartment that was just being vacated.

HOLDEN: This was a shortage in middle- and lower-middle-

income areas, so the city had built some public housing by that time.

BREIVOGEL: Yes. In 1942 and 1943 around the municipal airport, there were several builders who got permits to build homes for war workers. Park La Brea started to be constructed. In late 1941, a plan for this development, Park La Brea, was going through the planning department office just about the time I arrived there. So I learned a great deal about that development. This development went through the zoning administrator's office because there were many trade-offs between required provisions of the then city zoning ordinance and what Park La Brea wanted to do. Originally it was intended that the whole Park La Brea area, 170-odd acres, was to be two-story garden apartments. And they wanted garden apartments because every superblock had a central park area and two-story residences mainly--actually row houses, because there were very few duplexes. They were a development on the ground floor and another unit on the second floor. They were largely one-bedroom apartments.

While we were living in this apartment which we moved to from the single-family home we were occupying, the unit became vacant in Park La Brea. So we moved to Park La Brea--a two-bedroom apartment which was on two floors, the bedrooms on the second floor and the living quarters on the

first floor. We liked it very much. It was a good development. It was during that time, which was in the middle 1940s, that the Metropolitan Life Insurance Company--the agency that owned the property and was building it--they decided they were going to revise the plans. Because the government stopped all building in Park La Brea about 1943, so there was a period of time when they had time to rethink their plans. So they came in with a revised plan, which was permitted under the zoning ordinance, in which they took several of these large blocks and designed eighteen thirteen-story buildings.

At the time Metropolitan built this development, it was intended to be a workingman's area. They were hoping that they would put all these new people--working people in these defense industries and so forth--into this area. So from about 1949 on, they began building, in addition to completing the garden apartments, these high-rise apartment houses. It took a long, long time for Park La Brea to fill these apartments, the high-rise apartments. The garden apartments went very quickly as they were constructed. But these high-rise apartments did not. If the local architects-- The whole thing was designed by a group of architects from New York, who had built other Metropolitan projects in New York. There were two--Stuyvesant Town and Peter Cooper Village--and were large projects which

Metropolitan built, for which Irwin Clavan and Gilmore Clarke served as architects while Park La Brea's architects were actually Leonard Schultze and Son and E. T. Heitschmidt.

Perhaps a word [about the] history of this area [Park La Brea]. It was owned by [G. Allan] Hancock and had been developed as an oil drilling district, and had been pretty well drained when he bequeathed it to USC [University of Southern California]. During the Depression, USC had become hard-pressed for money, and so they sold the 170-odd acres to Metropolitan Life Insurance Company. That was how Metropolitan became involved and began building these apartment buildings.

HOLDEN: Was the area around Park La Brea pretty well built up by that time?

BREIVOGEL: To the north it was. Farmer's Market, for instance, had been constructed about some time around 1937, as I remember. So it existed, and residential development existed to the west and east and to the north. I don't know how extensive development was to the south. However, the Miracle Mile of Wilshire was pretty well built up by that time. So there was quite a lot of development. I think that the area to the north along Fairfax [Avenue], and to the east and west of Fairfax all the way to Hollywood, was pretty well built up by that time. And

Beverly Hills existed by that time. Not as extensively developed as it is today, but quite developed. I'm sure that the area north of the commercial area of Beverly Hills had been developed.

After 1950--we were living in Park La Brea--we built our home in the hills above Mulholland Highway, and lived there for five years. There were features about this home that we didn't like, and so we bought another lot in Coldwater Canyon and started building a home there, and then sold this place on Mulholland. It had a tremendous view--a 180-degree view of the whole San Fernando Valley. So for five years we watched the San Fernando Valley build up, just observing the lights at night. But then we moved into this home in Coldwater Canyon in 1956, and we remained there until 1967, when we decided that if we were going to do any traveling, we didn't want to leave a vacant house for a period of time, because there had been burglaries all around us.

So we sold that home and moved into Park La Brea again. By that time, Park La Brea was pretty well filled up. These tall apartments had become quite popular, and so when we came here, we had a choice of only three units in this whole development of forty-two or forty-three hundred units. So this-- We were talking about what happened during and after the war.

HOLDEN: Could I put it this way? We were talking about planning basically, and you were saying that you had an opportunity to watch the area grow. I think what we're interested in is whether it grew in accordance with your plans.

BREIVOGEL: The San Fernando Valley?

HOLDEN: San Fernando or, for that matter, the rest of this area. [laughter]

BREIVOGEL: Well, what we have to do, I think, at this point is go back and discuss what we did with this new staff--the plans that we developed then for the city. One of the things that we were immediately impressed with--Neither Bennett nor I had ever done planning that way. The city would take a small area and develop a zoning plan for that area. To the extent that they were relating the new area that they were planning with the surrounding area which they had also planned, [that was] the extent of their consideration of the whole area.

We immediately felt that going hand in hand with [long-range planning was] the development of a [zoning] code. At this point, the city had six different ordinances under which the land was zoned in the city, 450 square miles. Some dealt with huge areas, and they were given just a blanket code, such as a residence-district ordinance. Other areas were given an M-1 zone. Every

piece of property that was developed in that M-1 zone had to come to the zoning administrator for a permit. He made a decision at that point whether it was going to be commercial or industrial or residential and what type of residential. Other areas were zoned under [both] an old ordinance and a new ordinance. Huber Smutz had developed [the old ordinance], which was quite comprehensive, but ignored certain kinds of uses that we felt should be considered.

Charlie Bennett had become acquainted with Earl Mills, who had at one time been a member of Harland Bartholomew's staff and had done extensive zoning and also the development of subdivision ordinances. So he got approval for the employment of a consultant, from the CAO and from the [Los Angeles City] Council, and employed Mills on a per diem basis. It might be interesting to note that Earl Mills, whom I consider a very fine planner, came to work for the city of Los Angeles at sixty dollars a day. This was in 1943. So Bennett put him to work at working with a member of the staff and drafting a new ordinance. After Huber Smutz, Charlie Bennett, and myself had several discussions with him about the limitations that we saw under the present provisions--what was then called a comprehensive zoning ordinance--and what we would like to have him do, Earl and Les Brinkman went to work on this

code. And we arranged that every other day there would be a conference of an hour or two between him and--if Bennett was available--Bennett, Les Brinkman, and myself. We would review what he was doing and give him our input and experience.

Going concurrently with the drafting of this ordinance, we had Simon Eisner and Karel Dekker in the master plan division working on a study of the San Fernando Valley. Sy [Eisner] was consulted several times when we began discussing the drafting of agricultural zones into this ordinance. We wanted him to consider the agricultural zones, the type of agriculture, and some of the provisions of the different agricultural areas, depending upon the location of the areas and how the land was presently being used. Incidentally, much of the San Fernando Valley at the time was given the highest agricultural category. Almost anything would grow in those areas, and we felt that here were-- Many areas were young citrus groves, walnut groves, grape vineyards--the whole gamut of agricultural uses, particularly berry and fruit uses, and nuts. So we felt that this was an economic base for the San Fernando Valley--it could be--for a long, long time. We got some excellent support for that concept.

One of the engineers of the Department of Water and Power had quite a sizable parcel of land which was in

citrus, and he endorsed the idea immediately. [William P.] Whitsett, who had been working with [William] Mulholland in bringing water to the San Fernando Valley, was another. But in addition to those people, there were some large landowners who endorsed the idea of maintaining the agricultural uses for a period of time. I don't remember the names of the people, but one owner, Pellissier, had a dairy and owned a thousand acres of land practically in the middle of the San Fernando Valley. There were others that had sizable areas of land. Adohr Ranch had a sizable acreage, something like 350 acres. They were all strategically located, and they were all used for some agricultural use. At the time, we got the endorsement from the big landowners in addition to the smaller landowners.

Well, Sy and Dekker, concurrent [with] all of us, began thinking of the plan for the San Fernando Valley in the light of what we were doing in drafting the zoning ordinance. Earl Mills was quite enthused about the idea, because nothing that he had ever done in the way of zoning had included the use of agriculture as a holding area. It could be held a long, long time. In the light of what was happening during that time and had happened in the years before, it was a good concept, because the use of land for urban uses was not very great. In fact, during the years of the Depression, large areas became tax delinquent that

had been zoned for urban use. Along Ventura Boulevard, for instance, out in the Woodland Hills area, whole ownerships that had been designed for commercial use became tax delinquent. A whole subdivision went broke. It was known then as Gerard subdivision, with curb and gutter and sidewalk and everything and hard pavements, and remained that way [broke] into the late forties and fifties. The holding zone that we were developing we felt would avoid that kind of action, that kind of failure on the part of people.

Well, after the drafting of the ordinance, which was completed in 1945, Mr. Bennett and I took these plans and we did actually, during the time it was happening, [go] into the Valley, and I don't know how often we went. Sometimes we both went; other times just I went or he went. I must have gone out there perhaps twenty-five times during the day and at night to talk to groups of people to get their endorsement.

So in 1946, when the plan was finished--not only a general plan of the San Fernando Valley, but a zoning plan as well--to the extent that was possible, we did the same thing in the area south of the Santa Monica Mountains, the built-up part of Los Angeles. [We] prepared what in a very hurried way was a more or less general plan, and then the zoning plan based upon the new zoning ordinance. This is

what we peddled around town and in the Valley. Briefly, before I go into the [story of the] city council, some of the things that were introduced in this new ordinance for the first time were three agricultural zones which would surround the small urban communities, and a conditional use permit, which covered and which included unusual uses, uses that have some features about them that unless they're regulated in some way or unless they're drafted into the plans of whatever is going to be built there, would cause some problems, such as churches. People wherever we went complained about some of these things taking up the curbs in front of their homes frequently, and they couldn't get near their homes. Crowds of people might be noisy at times, and the churches might be noisy at times. So we drafted into this new code conditions which, if met, would permit the construction of facilities like that--even a public school. The zoning administrator would have authority to grant a permit for that facility if the manner in which the architect was going to design the church and design its location on the lot would not cause problems in the neighborhood.

HOLDEN: Was this a provision that was rather unique in this ordinance, or was it practiced around the country otherwise?

BREIVOGEL: No, it was written in the zoning ordinance.

HOLDEN: Yes, I know. But I mean is it unique to Los Angeles or was it--? Were there eastern cities that used these techniques or--?

BREIVOGEL: No, until that time there were certain things that the city had done. You could build a mortuary, for instance, only if you built that mortuary in the mortuary district. There was an area along Washington Boulevard, west of Figueroa [Street], which was a mortuary district. Unless you had a lot of property in that district, you couldn't build a mortuary [anywhere else] in that whole area of the city. The same thing is true with schools. Schools were not a permitted use in the residential area. Churches were not a permitted use.

HOLDEN: Now, I understand that. What I'm trying to get at is how this idea, this approach originated. Did it have its roots in something which other planners were doing in the east? Or was it Earl Mills's idea? Or whose idea was this? How did this concept come about?

BREIVOGEL: Well, in the east there was never any question about an elementary school. It was a permitted use.

HOLDEN: Anywhere?

BREIVOGEL: Anywhere, yes, in any case. And the church was a permitted use in districts. So when Charlie and I came out here we wondered what was happening that churches and schools and fire stations and all these other uses, all

these government uses that we accepted in the east in our zoning ordinances, were not permitted uses, that they had to get a variance to do it or change the zone. They had to change the zone--a little spot for a school into an R-3 zone. As a compromise we thought this would work--design a conditional use. There were certain things that the zoning ordinance couldn't permit automatically as any use and that had to go to the [Los Angeles City] Planning Commission. An airport, for instance, and the cemetery-- There were a few that required large areas of land, so special conditions were written into the zoning ordinance for those uses.

I understand that during the years other uses have been added, and unfortunately the city council has again assumed authority over certain kinds of exceptions or variances, too. The city council was completely out of the picture, although an appeal could be taken for cemeteries to the city council--anything from the planning commission could be taken to the city council. When we took this whole thing to the city council, the council put up these maps in the council chambers, and they left them there for about two weeks. They held a hearing and then told people that if they wanted to examine the maps, they could come in and examine the maps. We went into the whole zoning ordinance quite comprehensively with the planning committee

of the council at that time, and Ernest [E.] Debs, who was chairman of that committee at the time, endorsed the plan. After the first public hearing it was laid over and taken under submission for, if I remember correctly, a month and then approved and taken to the mayor. The whole map went through for approval.

HOLDEN: To the mayor or the council?

BREIVOGEL: It was an ordinance, and the map was adopted as an ordinance. We had briefed the mayor quite comprehensively long before. In fact, as we were working, this plan was taken before the coordinating board and discussed with the members of the coordinating board, because the [Los Angeles City] Fire Department and these various departments might want to know whether they were going to be permitted to extend and build stations, and so forth. I don't know if you know why-- Mulholland [Drive] at-- I think it's Beverly Glen [Boulevard]. In that area, anyway, there is a fire station, and we had quite a time selling that idea to the people. The Fire Department had an excellent public-relations man on its staff, and he did a great deal of missionary work in selling this station. But after the people had seen the station and seen it operating, they endorsed it. Some of them even came into the office one time, and said, "You can build stations like this all over. Why, there should be no objection to

them." One was built at the time we were living on Mulholland, just across the street from us on Mulholland. A very attractive building.

HOLDEN: May I ask you a couple of questions here about your adoption of that ordinance? The first one is, how many people were at some of these hearings? For example, today we might expect that the hearings would be so large that they would overflow the council chamber and that it would be impossible to present that four hundred square miles of zoning in one shot. Was there that much controversy or not?

BREIVOGEL: Well, first of all let me explain that in the meetings we had in the Valley-- As a result of the studies that we made, an industrial development committee was formed in the Valley and is still existing. Do you remember [Harrison A.] Price in Lambda Alpha? He was then one of the movers of the industrial development committee. For years after, I would go out there, and they would always remind me of the meetings that we had to get the zoning ordinance adopted. Of course, they came in strong, because that's the one place where we began to use this concept of enough jobs in the area, so that the people did not have to go into the city and cross the mountains to get to work. It didn't work as we wanted it to work, but I'm sure that it relieves the strain on those streets and

highways considerably.

But it was organizations like that and people who had a tremendous interest in the Valley who would organize committees and groups in their community. But I went out there at times where there were no more than twelve people at a meeting, and they were all very interested. I remember going out to Olive [View] Sanatorium to the meeting, in which nurses and a couple of doctors had organized a committee to hear what we had to say. I think it was people of that stature who helped as much as anything else. They got other people and were able to explain to other people what this really meant to their communities, the area of Topanga Canyon to Sunland and those areas. Once they learned how this was going to protect their property, as well as limit it in some respects, we had endorsements. And while they may not have come down to the main meeting, they made themselves heard in other ways.

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BREIVOGEL: We had two or three sessions with the League of Women Voters in certain areas of the city. They always had a representative--or a couple of representatives, perhaps--at the council meetings and would explain to the city council that they had heard this plan, they liked it, and they endorsed it. In other parts of the city, neighborhood groups were being formed. I think it was perhaps the start of the formation of neighborhood groups that has been carried on into today and throughout the years.

But you asked how many people attended the council meetings. Well, they did not attend the council meetings in the numbers that they do today. If a matter like the plan and the ordinance were to be considered by the city council [today], I expect that they would have to hold a meeting in the exposition building or someplace like that, because I'm sure you couldn't get them all in the council. The council now holds district meetings, so you never know how many people are going to attend. But I would guess that perhaps as many as 150 attended the meetings. But it is interesting that they came largely from the San Fernando Valley, and of course we gave them the most intensive attention. But I think the people were then not aware of the possibilities. You couldn't look

ahead and see the inflation and the increase on the value of property that has occurred, or I am sure that we would have had a packed house.

We cut back the density in our zoning map almost, I would guess--and I don't remember precisely--but as I remember, about 50 percent. We were establishing provisions in the commercial areas that restricted commercial areas. We were requiring yards and open spaces around homes and buildings, exceeding those that had ever existed in the city of Los Angeles except by deed restrictions. Because at that time, Hancock Park already existed and Fremont [Place] and were real showplaces. They were happy with the ordinance, and we got endorsements from them. Bankers came in who owned property in that area and lived in that area. Now, I have a feeling, too, that a large number of important people in town--people with influence--must have contacted councilmen and made themselves heard, because Ernie gave away a lot of "foul-play" ordinances before we began coaching him and then indoctrinating him.

HOLDEN: All right.

BREIVOGEL: At this point could I also mention something that Earl Mills did after he had completed his zoning ordinance? We felt that the subdivision ordinance should also be taken a look at, and so he spent some time looking

at the subdivision ordinance and making recommendations to integrate it and coordinate it with the new zoning ordinance, which, incidentally, was adopted in 1946. I don't remember the date, but it was during 1946. And so that was when I became aware of what had happened in subdivision activity before there were any limitations at all and restrictions.

It was during the middle 1920s, when Gordon Whitnall was director, that the subdivision controls of some sort were introduced. Until that time, land was just subdivided. No curb or gutter, no sidewalk, nothing. You would have to have a surveyor go out and find your lot if you bought one. They were being sold all over the United States. Sunset magazine, at one point, bought a whole subdivision in the Santa Monica Mountains--nobody knew where the lots were--and gave a lot for the subscription! There were other subdivisions that were subdivided and sold very, very inexpensively. But no improvements and no identification on the property. I remember that some of these became tax delinquent--a whole subdivision became tax delinquent--and in some cases the Department of Water and Power took tax title to it in order to protect the watershed, because lands were just built regardless of the topography. Some, on the other hand, were developed. Nichols Canyon above Hollywood was developed, and my doctor

lives on a lot in Nichols Canyon.

But there were quite a few of those subdivisions, and when we became aware of it in the city and the county also, the county took tax title to those in the unincorporated areas along Topanga Canyon Boulevard, and we had assembled quite a sizable area. In some cases people had owned a lot and bought two or three lots that had become tax delinquent, to which the county had taken title. The city took title to everything that became tax delinquent within the city of Los Angeles or in the mountains.

But I think Earl Mills helped draft in a new code. He also began looking at Bunker Hill and urban redevelopment on Bunker Hill. Some of the studies in which he was involved were later used in selling the whole concept of redeveloping Bunker Hill. So he was a very useful consultant and a very able guy.

HOLDEN: So you now had most land under control with the zoning ordinance, and control of subdivisions through the new subdivision ordinance. This was by about 1946 or '47.

BREIVOGEL: Yeah, '46, '47, somewhere in these days. Following the completion of the zoning ordinance and the adoption of the code, we shifted into taking a second look at the subdivision ordinance.

HOLDEN: You also adopted not only a highway plan but a freeway plan by that time, right?

BREIVOGEL: In 1943, the freeway plan was adopted. This plan that had been developed-- I should add that after I completed the analysis of the freeway plan, which at that time was called a parkway plan-- So we now had the basis for developing some other elements in the general plan. It was at this time also that the studies of Bunker Hill were made. We compared public costs, including the cost of some of the social facilities and so forth that were included in the budget area of Bunker Hill, with a good workingman's district in the western part of the city, and to, of course, the tremendous advantage of the residential area in the western part of the city. We began to use [the studies] now in selling the Bunker Hill plan, and in thinking about the development of an urban redevelopment bill in the legislature--enabling legislation, which would make possible the [condemnation of land]. Because many people did not believe that all of the buildings should be destroyed on Bunker Hill--people who owned property and lived in property as a single-family home should be permitted to hold their property and live there. If for health reasons or any other reason, building code reasons, or they needed repairs, why, these people were ready to make those repairs.

We felt that we were going to need what we have been discussing, a community redevelopment act at the state

level, in the state code. A group of us got [together] to prepare such a bill, and again the [John Randolph] Haynes Foundation became involved. We went to them, Charlie Bennett and I, and we had a friend on the board then, [Dr.] Winston [W.] Crouch, who was a professor in political science at UCLA. We discussed this with him, this bill, and wouldn't the Haynes Foundation be willing to make some contribution toward this? So they employed these two students from USC, [Earl] Hanson and [Paul] Beckett, to do the research work. That, together with the research of it being done by the planning department staff, the work that they were doing-- They shifted into actually meeting with this committee that was formed and doing the drafting work. Their wages were financed by the Haynes Foundation.

Well, I don't remember all the people who were involved in that process, but people such as Robert [E.] Alexander, [G.] Gordon Whitnall, Charlie Bennett, myself and-- I don't know. Perhaps Eisner would attend the meetings, and some of the architects. Sam [Samuel E.] Lunden tells me that [Reginald D.] Johnson was one of the movers. I don't remember Reg Johnson on that committee at all, but Sam claims he was on it. I don't remember him [Lunden] on it, either, but that doesn't make his argument invalid because I don't remember several of the people who were on that committee. But in any case, we put together a

code, and at this point I don't remember who was responsible for the introduction of it into the legislature, but all that can be researched.

HOLDEN: Did Town Hall [of California] prepare a report on this particular subject?

BREIVOGEL: Well, the only connection with Town Hall that I remember is that at a certain point in the development of it, Town Hall employed Beckett as secretary of Town Hall. That's the only connection that I remember with Town Hall, except that we discussed the code and the whole plan of developing Bunker Hill later on with Town Hall.

HOLDEN: The main emphasis for the interest in the state law stemmed from Bunker Hill as the major area to redevelop.

BREIVOGEL: That's right. Now, other cities may have been introducing stuff in the legislature. I don't know about that. I don't know how it got through or anything about it after it went to the legislature.

HOLDEN: Well, it was adopted quite early. It was adopted in 1945.

BREIVOGEL: 'Forty-nine.

HOLDEN: 'Forty-five. The [California] State [Community] Redevelopment Act.

BREIVOGEL: My recollection is in 1949.

HOLDEN: The problem was, as I understand it, that we had a

law in '45, but there wasn't any money, so that the main effort leading up to 1949 was to get the federal government to provide funds.

BREIVOGEL: I didn't think that we even got going on the thing until after '45. I'm sure we didn't. I'm sure we didn't get going on this thing until after the zoning code had been adopted, because none of us had time enough to spend on a job like that at that time. It is my recollection that it is in '45, '46, '47, '48 that we worked on this thing. Maybe not all of that time, but during a period in that time we worked on it. Because it must have taken at least a year to get it through the legislature.

HOLDEN: Yeah, and it took some time at the national level. Sy does recall also some of that work and the importance of your effort at this point in getting the federal act of 1949 passed, which contained money to do urban renewal.

BREIVOGEL: Well, I know that Charlie took a whole bundle of studies that had been made to Washington. He discussed this thing, not only with the housing agency--and it wasn't as comprehensive as HUD [Department of Housing and Urban Development] later became, but it was a housing agency of some sort--[but] also with the Interior Department. I know he talked about having discussed it with the secretary of

the interior.

HOLDEN: Harold Ickes.

BREIVOGEL: Yeah. But there were other people joining Charlie at later meetings, people from the east. But he, I think, did introduce the first real study, and it wasn't-- Well, it was as comprehensive as we could make it at that time. Some of the architects did preliminary plans of what could be done in the Bunker Hill area, and at about this time Dr. [Richard F.] Babcock did a study of what kind of development ought to be placed on Bunker Hill after it had been cleared. He, together with other people, thought that to really serve a purpose, it ought to be developed with residential uses besides service uses--things like that-- for people who were working in the central business district. Of course, that was my concept, because I had felt how wonderful it would be if people working in the central business district could live on that hill and walk to work. And the offices and stores-- I think we might have been able to retain the central business district then as a real business commercial area where people did their shopping and marketing and everything else. But his plan wasn't given a great deal of consideration, although to me it still is-- It would have served a different kind of purpose than it is today, but I see no reason why a hotel could not have been on that hill. But some of these other

uses, goodness gracious--that tremendous concentration of office uses and--

HOLDEN: That are proposed today.

BREIVOGEL: Yeah.

HOLDEN: Actually, the [Community] Redevelopment Agency for the city of Los Angeles was created in 1948, early in the year, with Sy as its first director. If you remember the laws--

BREIVOGEL: I'd like to get ahold of the redevelopment act, because, theoretically at least, it has the date it was adopted and all the amendments that have occurred through the years. I suppose I could do this if I went to-- I don't know. Maybe Hamilton has it. I will tell you the person that I consulted and who told me that the redevelopment act was adopted in 1949. It was Reuben Lovret, and he was perhaps a real student on the planning department in much of the time while he was working. He was there about thirty years.

HOLDEN: I have a copy of the first annual report published in 1949 of the Los Angeles City Redevelopment Agency.

BREIVOGEL: In 1949?

HOLDEN: Published in '49. It was of their accomplishments during 1948, and that was based on the provisions of the act adopted in 1945. Sy was the acting director that first year. What I wanted to ask actually was-- If you remember,

the redevelopment act in its first go-around created a more or less independent redevelopment agency with a commission to head it, which always raised the question as to whether adequate coordination came about between the redevelopment agency and other elements of the city, other departments, and with general planning. I know there were supposed to be some plans approved, but was that a problem, that the redevelopment agency was independent of the planning department and more or less independent even of the council?

BREIVOGEL: Well, it was. I think it still is, pretty much. However, that act provided that the plans of any redevelopment area had to be approved by the planning commission. Because we felt that you can't have one agency acting independently and destroying the thinking of the planning agency for the whole community. There was no question about that provision.

HOLDEN: Just to connect up, you recall that we were discussing, in terms of redevelopment, that you and Charlie Bennett were discussing a possible urban renewal act as early as 1933 in Milwaukee. It's rather interesting that then in Los Angeles here in the early forties, you were reintroducing this idea with some success.

BREIVOGEL: Yes. In fact, I had brought with me a copy of the redevelopment act that we had worked on in the city of

Milwaukee when I was there.

HOLDEN: Other people that were involved were the people that were working on the state enabling act and also Charlie [Charles S.] Ascher. Was there a name of that type? Charlie Ascher? Was he involved in this? Or at least he was doing some of the work that led you to work and develop the local act. You had mentioned his name. Now, this is on the development of the redevelopment act.

BREIVOGEL: Well, I think that much-- He had developed a model act for the American Society of Planning Officials [now American Planning Association], and he was loosely tied to them in some way. I don't remember in what way, but-- Walter Blucher, it must have been-- It was during the war. Charlie traveled around in the country. Walter Blucher was then director of the American Society of Planning Officials, and he [Blucher] had traveled around the country delivering addresses. I used to have a symposium [report] that he presented to us of what he was going to talk [about] and things we as a major planning agency ought to be thinking about. He spent about three or four days here and talked to groups of planners.

We had just then become a chapter of the American Institute of Planners [now American Institute of Certified Planners]. We had taken the whole California Planners Institute and had it merge with the American Institute of

Planners. Harry Bergh was then president of the California Planners Institute, and I was being condemned for even suggesting the idea. But Earl Mills was president of the American Institute of Planners. I had just been elected to the board of governors at the [California Planners] Institute. Earl had come in and said, "We'd be so much more powerful as a planning agency if we could bring in groups like you and other groups similar to you from other parts of the country, other large cities." He said, "I'm recruiting quite a sizable group of planners from Seattle," where he was doing some work at the time.

Finally, some of the people from the north agreed that we ought to merge with the American Institute, and so we did. And then we brought in about 120, 150 people into the institute, and Earl and I were given credit for this. But Harry Bergh was made secretary of the institute as a trade-off. [laughter] I don't think anyone felt sorry after a while, except that a large number of the county planning agency [staff] dropped out of the institute--didn't join. [Orville K.] Christenson, for instance, was a member of the California Planners Institute, but he wouldn't join the American Institute--and several others. And he took with him about three or four from the regional planning agency at that time.

HOLDEN: There were actually two major national

organizations, were there not, at that time?

BREIVOGEL: The American Institute [of Planners] and the American Society of Planning Officials. They were two different groups, though. The institute was all professionals, and the association was largely city councilmen and city planning commissioners--planning commissioners in general. Then some professionals, too. But Charlie Bennett was one of the charter members of the American Society of Planning Officials. He, I think, introduced a more conservative and a more pedestrian idea. He saw the American Society of Planning Officials as an agency that was going to peddle planning in various places. And so he spent a lot of time out on the road. In fact, he was then director of planning for the city, and Mayor [Fletcher] Bowron called him in and told him, "You better spend more time in your office."

HOLDEN: Nevertheless, both you and Charlie felt very strongly that these national organizations were very important, didn't you?

BREIVOGEL: Oh, sure. Absolutely, because I became a member of the board of directors of the association [American Institute of Planners] later on in the sixties, I think '63. I actually served two terms at the American Institute of Planners. I was a member of the board at the time I retired, of the board of directors of the institute.

HOLDEN: I mentioned that, I guess, because I do have a memory, in terms of L.A. County, that the [Los Angeles County] Board of Supervisors from time to time would become very unhappy about the number of trips that planners were taking to various conferences. And my own feeling is that they were being somewhat shortsighted in taking this position.

BREIVOGEL: Oh, I never had any trouble getting permission to go from Frank [G.] Bonelli. I would go and tell Frank Bonelli what I wanted to do and describe the character of the meeting, and I had no problem at all. As long as I stayed within the United States and as long as I stayed within the state, I could go any number of times during the year in the state to state meetings. And I was actually--Do you remember the plan that we did at the county? The regional park plan?

HOLDEN: Yes, but let's get to that a little bit later if we can.

BREIVOGEL: I just want to use that as an illustration, that the board asked me to do that. But these national organizations, I thought, were very, very helpful, because I took Blucher over at that time to meet some of the city councilmen. While he did not address the council as a whole, he did talk to the members of the committee at that time--the planning committee [of the council].

HOLDEN: Okay. Now, there's one thing that we have talked about at times that probably we ought to put into this record, and that goes back to the San Fernando Valley and the subsequent adminstration of the plan that you had. At least the one part of it which didn't last too well was the attempt to really control the agricultural land. Could you review that a bit?

BREIVOGEL: Yes, because I think it represents an illustration of how powerful some of these interests are. Also, the problem that we faced in trying to hold the agricultural zoning, and that in the face of a very strong opposition to what was happening. We had a large parcel of land, the Adohr Ranch--about 250 acres, if I remember correctly--which raised no objection to the plan at the time it was adopted, and I'm sure they knew about it. And so they must have sold the land to a group of developers. Those developers brought in a zone change to single-family residences on this ranch, which was, if I remember correctly, on Reseda Boulevard, about midway between Ventura Boulevard and the little agricultural community of Reseda. The planning commission held a couple of hearings on it, because these people appeared, first of all, before a hearing officer, then before the planning commission. It came to the planning commission with a recommendation from the staff to disapprove. Bennett signed the disapproval,

and he would have signed an approval if it had been approved.

The planning commission held two meetings. They don't hold public hearings, but they will hear opposition to the proposal. Of course the violators, the people who filed the applications, came in and argued for it; their engineer argued for it. But a host of people--the planning-commission hearing room was filled--disapproved it and came in with a petition of, if I remember correctly and I think I do, something like two thousand signatures. And it came from various parts of the Valley. It didn't just come from the little area of Reseda and Ventura Boulevard and those areas, but all the developed area for some distance around it. This petition was also signed by some of the people who had agricultural land. In spite of the disapproval, which was appealed to the city council--it had to be appealed to get there--the city council after a couple of meetings-- First the planning committee unanimously approved, and then the whole council approved it by a two-thirds majority. And at that point, it was then submitted to the mayor. The disapproval was submitted to the mayor, and the mayor wrote a veto message which I've always considered a classic. It went back to the city council for consideration as an override of the veto. And that veto was overridden by a three-quarters vote of the city

council, and of course was approved.

Now, about the veto message. We thought the veto message so important and so well considered and argued that we told Blucher about it. He thought it was so good that he published it in the ASPO newsletter. But of course the damage was done. The approval had been granted, and the development took place.

Well, after that, each application that came in-- Some we might have approved anyway, because they were adjacent to one of these little urban communities, and there was a need for residential at this point. As you might expect, it was growing and increasing throughout the area, and people were migrating to Los Angeles, so we felt there was going to be a need for housing. We were beginning to understand something of what was going to be happening in the next couple of years, as this need for housing which had developed during the Depression and during the war manifested itself. So on both sides of the mountains, of the Santa Monica Mountains, we understood development was going to take place, because there was also industry about this time. General Motors [Corporation] bought about two hundred acres from the Panorama Ranch adjacent to the railroad, which we had zoned for industry. It was a logical use. They were building in this plan and beginning to recruit workers. So what was happening began to

manifest itself more and more, and so we were willing to change zones from agriculture to residential in some of these areas.

But the trouble was that some of them began to come in and ask for a change of zone from industry to residence, and we thought we had computed the amount of industrial land pretty tightly for about a million people that were going to be living in the Valley. And so we disapproved of many of them, [but] they were always approved, and so that's what happened. But in addition to that, other areas-- Soon there was so much of it happening-- Evidently the profit was so great that it happened all over, even in areas outside of the area that we would have automatically considered logical industrial area.

But I should mention one thing about that ordinance that also made possible development. There was a provision in it [that encouraged] an individual to come in with a self-contained neighborhood. In other words, where he had residences and where he had a commercial area to serve those residences. And so, Kaiser Community Homes bought what was left of the Panorama Ranch after the industrial area had [been eliminated] and brought in a plan of development for all of the rest of Panorama Ranch: two types of residences and a commercial area. It was all carefully planned. So we couldn't stop it under the

provisions of the zoning ordinance, and it went through. And you know, they did a very nice job, and it is still standing up today.

We haven't mentioned up until this time some of the forces that were responsible for the growth in the San Fernando Valley, except the normal exchange and growth in the agricultural uses. However, up until 1913, the whole Valley was dependent for water upon wells that tapped the water that drained into the Valley from the surrounding watershed. It was adequate for that purpose, but if any growth was to take place in the Valley, there had to be more water. Therefore, prior to 1913, there was a great deal of discussion about where this water should come from. And the [Los Angeles City] Department of Water and Power, after its explorations, suggested bringing water from the Owens Valley. Therefore, under the leadership of William Mulholland, land was acquired in the Owens Valley and water brought from that valley, and the lakes in that valley, to the city of Los Angeles. In 1913, that water was introduced into the reservoirs of the San Fernando Valley and began serving the San Fernando Valley's property owners. It was as a result of their bringing water to the Valley--which served the area south of the Santa Monica Mountains as well, to the extent needed--that communities such as Van Nuys and North Hollywood began to develop. It

was these communities and the smaller communities--these smaller urban centers that served the agricultural areas--[that] began to flourish and made possible the great growth that took place, the tremendous growth that took place during the latter part of the war and after the war. And the person who was largely responsible for this, [who] is given credit for this effort, is Bill Mulholland.

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BREIVOGEL: I learned about much of this--what happened during that period--from [G.] Gordon Whitnall, who was active on committees that were responsible for bringing water to the [San Fernando] Valley and to the city. It is also the period during which Mulholland [Drive], which follows the crest of the Santa Monica Mountains, from Hollywood to ultimately the ocean [was conceived]. It was actually designed, as I understand, to provide a right-of-way for a water main which would serve the hill area, that Santa Monica Mountain area, and some of the reservoirs south of the Mulholland highway. It has become a scenic highway in the city of Los Angeles highway system, and hopefully ultimately will become a much improved highway over what it has been in the past.

Certainly it is one of the most scenic highways that I have ever seen anywhere in the country and compares favorably with scenic highways in Vienna and Budapest and other cities that are built on or adjacent to hill areas. In fact, I know no place like it in the United States, except the scenic highway in the Appalachian area--there is a scenic highway there that compares with it. However, it doesn't have the scenes that Mulholland highway has, the opportunities for vistas, of course, of the San Fernando

Valley and the city of Los Angeles, that major urban part of Los Angeles.

HOLDEN: South of the mountains, yes.

BREIVOGEL: Yeah.

HOLDEN: Did you want to discuss housing some more?

BREIVOGEL: Yes. Of course, there was a tremendous growth in housing development after the war. I've already described Park La Brea as one of the major housing projects, but another is Baldwin [Hills] Village, and that has been a model housing development and very popular. Almost every planner that comes to Los Angeles must see Baldwin Village. He's heard of it or she's heard of it, and wants to study it. One of the consultant architects was Clarence Stein. The architect in charge was Reginald [D.] Johnson, and he had a staff of very outstanding, imaginative architects of that period. Robert [E.] Alexander was one, and there were others as well. But it's a very popular housing area. But there were others also. I think there's an area called Wyvernwood in the eastern part of Los Angeles. And I'm sure there are many, many others, because-- There was much growth in the Beverly Hills area. Beverly Hills stands out as one of the model communities in the Los Angeles area, if not the country. Such areas as San-- What's the name of that area that [inaudible] immediately after the war and-- But places like

Hancock Park and Freemont Park. And some of the hill areas--areas back of Hollywood, north of Hollywood--all developed since the war and are model communities among neigborhoods. The whole community in Brentwood and Holmby Hills. A large part of Bel Air was subdivided, I think, even before the war, but became developed largely after the war. One of the [Los Angeles] city planning commissioners at the time I came to work for the city lived in Bel Air and characterized it, sometime when we were visiting his home, as a banker's paradise. [laughter] But I don't care what part of the city you think about or you go to--to a large degree it was developed after the war. Because after all, it moved from a city of about 1.25 million at the time of the war to 3 million today. While it's true a large part of the population has moved into the San Fernando Valley, a substantial part of [new residential development] has also been built in the city of Los Angeles [outside the Valley].

HOLDEN: All right, let's move on to your tenure as director of planning for the Los Angeles County Regional Planning Commission from September 1, 1953, to October 1, 1967. Let's begin with the first years and your impressions moving to the county regional planning commission.

BREIVOGEL: Well, the opportunity to move to the county of

Los Angeles presented itself in early 1953, when Art [Arthur A.] Adams decided to retire and the commission advertised for a planner nationwide. I don't know how many people took the examination, but I held an oral interview with an oral interview board that went around the country interviewing people. I know that the planning commission decided to interview three people. I only remember one other person. He came from Corpus Christi and was interviewed by the commission, and I was interviewed by the commission. I think I knew two or three of the commissioners at the time, because I had become a member of the Southern California Planning Congress during the time that I was with the city. I used to attend the meetings, and I occasionally would meet with a commissioner of the regional planning commission--Mrs. [Lucy S.] Baca, particularly. She was a regular member of the congress and used to attend all its meetings. And of course, there was a great relationship developing between our staff and the county planning department, and I knew several of the staff members quite well. Among them, Earl Esse and Bryant Hall I had met and I used to see quite often, and Werner Ruchti, who was on the planning commission staff. I worked with Werner while in the city of Milwaukee and one or two others that I had grown to know quite well.

When they offered me the job I took it, and I have

never been sorry that I did. It gave me an opportunity to do much of what I felt planning ought to do for an area. The difference was that instead of dealing with an area of 450 miles, we were dealing now with an area of over 4,000 miles.

HOLDEN: Square miles, yeah.

BREIVOGEL: I think that, like the city, the county planning agency had again a very, very small actual planning staff that was assigned to the job of developing plans for the [county]. Otherwise, the start of my work at the county planning commission was much like it was with the city. A few people working on the broad plan of the city, comprehensive plan, then a general plan for the county and getting the whole county zoned. The county was zoning those areas of the county that had not yet been zoned. This may have been spots of a couple of square miles to-- Usually of that size. There were some in the west part of the county, some in the south part of the county, some on the east side, in different areas. The difference was that we were dealing with a different kind of land, even for the-- As I found the San Fernando Valley, the San Fernando Valley was largely agricultural, but a different type, a much more intensive type of agriculture, and the area was so much smaller. As a matter of fact, if I can make a comparison--

HOLDEN: Smaller in the San Fernando Valley.

BREIVOGEL: Smaller. The San Fernando Valley had an area of something slightly over two hundred square miles. In talking to people in the San Fernando Valley, I used to compare it with the size of Chicago, which was just about the same size as the San Fernando Valley. So when I came to work for the county, one of the first areas that I wanted to attack--besides maintaining this fill-in process that was going on--was the east San Gabriel Valley. [There were] a few cities that were larger than anything except the Van Nuys--North Hollywood [community] that the San Fernando Valley had had, but otherwise it was agricultural. But I don't believe as much of the agricultural area was as favorably situated for agriculture as the San Fernando Valley was. There was a lot of sandy soil, two large reservoirs, although the San Fernando Valley had two large ones also. In the case of the east San Gabriel Valley at Whittier Narrows and the Santa Fe Dam and then a big reservoir, the Puddingstone Reservoir--[all were] open spaces. But they had no Griffith Park or anything like that.

I talked to the commission about developing a master plan for that area--for the east San Gabriel Valley--which lay east of the San Gabriel River channel to the east county boundary, and from the San Gabriel Mountains south

to Whittier Narrows. They thought that it was a good idea, that we ought to do this. I compared it with the San Fernando Valley to the commission. At that time, Herbert C. Legg, the supervisor, was adviser to the county planning commission. I discussed it with him, and he said, "That's a good idea." He'd been getting inquiries constantly about that area, and he'd like to have something done about it.

I asked Ed [Edward A.] Holden, and put him in charge of a staff that had Joe [Joseph K.] Kennedy and then some new members to the staff, who I was able to get to do these kind of jobs. Ed took on the job. To make it easier for us, we decided that I would try to put together a committee of the mayors of the cities that then existed in the valley. And so I first talked to the mayor of West Covina and the mayor of Covina and told them what we were going to do. I talked to the city manager, also, of Pomona, and discussed the whole concept with him. They all agreed that it would be a good idea to plan this area and to prepare a zoning plan for the whole area. At the time, it was being picked piece by piece. And you remember George [M.] Kerry was processing a small area up in the northern part of the valley, and I think it was adjacent to Claremont. And he was doing very well there, because-- Several of the people talked to me about it, that they were glad that they had George Kerry, but he was working interminably slow. He was

going so slow. [laughter] I don't know if I put him on your staff or not, Ed, but I don't think I did. I don't know, how many people did you have? Do you remember? About five?

HOLDEN: About five or six.

BREIVOGEL: But it didn't take long at all to develop that plan and the zoning plan. A report was prepared, and public hearings were held. At that point, the mayor of West Covina and the mayor of Covina-- Who were friends, and yet they were competitors in that area. They wanted to be sure that West Covina didn't get too much of the goodies and Covina didn't get too much. Well, anyway, they agreed to a plan that had been prepared, and we took it to the commission and held public hearings on it--the plan and the zoning plan for getting the whole thing zoned. At the time, there was a sizable area in what is now Irwindale that was in sand and gravel. That had to be recognized, because it was a close-in area for the provision of construction material. And so we recognized it, and we recognized [as industrial land] the area between two railroads that passed through this east San Gabriel Valley: Southern Pacific and the Union Pacific. Then there was another railroad traversing the valley and the northern part of the county--the Santa Fe, isn't it? So between those two railroads, all of the land was either

agricultural or there was at least one large cattle-feed yard and one dairy.

We thought, well, we're going to avoid a lot of argument if we put this area in light industry, so that we didn't get a large amount of air pollution. Because about this time, the city and the county and the whole area--the whole Los Angeles region--was being plagued by air pollution, and every effort was being made to reduce that. The county had established an air pollution control district and appointed an air pollution control staff. We recommended that nothing but light industry be located in that area--industry that produced no air pollution. The plan was approved just about as we drafted it and went through the commission and the [Los Angeles County] Board of Supervisors with approval.

But we were doing other things in the county at the same time. We had divided the county into ten what we call subregions. We tried to, in every case possible, establish natural boundaries of those districts. We began to organize planning councils in each of those districts, composed of a representative of the city council, who was either the mayor or a councilman; the city manager; a member of the planning commission; and of course the planning director. We began to hold meetings with those groups regularly. And after we completed the east San

Gabriel Valley study, we put added staff in charge of studies of other areas and began to get general plans of those areas and weave in zoning plans. We always had strong cooperation from members of this committee that had been formed in the area and always worked with that committee. The cooperation was very positive in many instances, such as that southeast area, I think it is called, where Dr. [William] Dunlap was very active. And more and more, we brought to the attention of the Planning Congress what was being done, so that other subregions knew pretty much what was being done in regions in other parts of Los Angeles County.

Well, do we want to talk some more, Ed? [tape recorder off]

HOLDEN: All right. Go ahead.

BREIVOGEL: After we had established these ten subregions of the county, we became interested in doing something about the whole north county, which had never been treated or planned in a comprehensive way. In the county, at the time we began discussing the north county, one of the sections in the office was working on a zoning plan of Lancaster. That led us to the general understanding of the need for the whole area, because the rest of the area in the north county was classified as an M-1 zone and permitted practically everything. About this time we were

getting requests for [permits for] gravel and other heavy industrial [activities] in the north county, in some of the riverbeds. There was a request for a gravel area in the vicinity of Pear Blossom, Little Rock, in those areas along the drainage channels. There were both favorable comments for those uses--and also considerable disapproval because a very fine residential development was being established in Sand Canyon and people who were at that time living in Sand Canyon wanted the attractiveness of that area maintained. Also, the government had a Nike station up on the crest of the hill--of the mountains--to the south of Pear Blossom and Sand Canyon, those established residential areas. They were concerned because the government had come into the area and had established a small residential community for the soldiers and the military that was servicing the Nike station.

It was decided after a discussion with Warren [M.] Dorn--the then supervisor of that area--that we initiate a study and a plan for the whole north county, which we did. Ed Holden was placed in charge of that study and, together with his division, did a magnificent study. [laughter] After any number of meetings in the valley with the community, a plan was adopted. We had some good support in the valley, and also some groups of people who were negative to any control. One of the major industries

of the valley was the real estate industry, and it had a large number of people in that professional group. After months of study and meetings, hearings were held. We found even in the hills, the foothills to the south of the valley, communities were being established. They welcomed the protection which the planners were going to offer.

And at the same time, about the same time that studies were being initiated for the Antelope Valley, studies were also being introduced in the Newhall-Saugus area, where also urban development was spilling over from the San Fernando Valley. Subdivisions were being submitted to the planning commission along the various canyons leading off of the principal valley. But one of the principal developers of the area was the Newhall Land and Water Company, which had introduced studies of the Valencia area, a large area straddling the freeway, leading from the San Fernando Valley into the Antelope Valley and also from the San Fernando Valley into the whole San Joaquin Valley, the Grapevine highway. And introducing the Newhall Land and Water Company case, [Victor] Gruen did a preliminary plan of the Valencia area.

HOLDEN: Victor Gruen, architect.

BREIVOGEL: Victor Gruen and Associates. This plan has been quite rigidly adhered to. The Newhall company has stayed with the plan, I think, throughout these years. In

other words, all through this planning, some very fine residential areas have been constructed, a golf course has been built, colleges have been added to the area. All and all, a fine community has been established in the Valencia area. A variety of housing types have been constructed. Also, a commercial area has been established to serve the Valencia area. Light industry has begun to arrive and provide some industrial employment [for those] who are moving into that development, and Lockheed [Aircraft Corporation] has built an experimental research center in the area. So all and all, the Valencia area has been well established and I believe will grow into a magnificent community.

HOLDEN: May I digress here for a minute, Milt? At the beginning of the period of the north county, when you were talking to Supervisor Dorn, I think probably both you and he did a most courageous thing. Because what happened was that--with Dorn's action, with your recommendation--you placed half or better than half of Los Angeles County in an agricultural zone. But the most important effect was that it had an size requirement of each individual lot sufficiently large so that it stopped, in effect, all development in the north half of Los Angeles County until we could prepare plans and new regulations. That was courageous, and it caused us obviously all kinds of

trouble, too.

BREIVOGEL: Well, I think the reason for the large lot was that in subdividing the land, our subdivision division maintained easements back of these large lots, so that at some future date, as the need arose, those lots could be divided and access provided to the rear of those lots over easements which the city did not have to acquire. They already owned the easements.

And also, not so humorous at the time, but Dorn went out to the Newhall area to hold a meeting and describe what we were going to do and had me go out there with him. When we arrived, one of the sheriff's deputies was on the scene. He said, "I just asked for more deputies," he says, "because there is a real angry crowd in here." But nothing fazed Warren Dorn. He went in and he made his pitch. I should mention at this point that Warren Dorn had been a mayor of the city of Pasadena before he became a supervisor of Los Angeles, and had faced groups of people who were irritated about one thing or another. I felt he knew how to handle the situation very well. I feel that before the meeting closed, he had sold the idea. We had given the group sufficient information about what was being considered, so that the animosity that had arisen was largely dispelled.

At that time too in the area, there were enough things

happening, enough proposals by the developers and real estate people to do things which the community didn't like. There was a sizable feeling to have something done which would protect the people who were living there and had made investments there. Particularly in some of these better communities, such as Sand Canyon, as I mentioned, and also people who had single-family residences in the area. There was a sizable little nucleus of those, particularly in the Newhall area. Finally, as a plan was presented to the county planning commission, there was very little opposition at the time of the hearing before the planning commission. There was very little opposition to the plan at the board of supervisors, and what opposition did occur-- Warren Dorn always said, "Well, this isn't a plan that's cast in iron or cast in concrete." He said, "It can always be amended if you can justify the need at some later date." And so the board adopted it. I don't remember that the board made any changes in the plan or suggested any changes in the plan. Do you, Ed, at that point?

HOLDEN: I don't recall. I think maybe two or three particularly difficult problems were referred back, but it didn't take too long to finish those off. While I'm talking, I might add that I think one of the big achievements of the Breivogel time with the regional

planning commission was that all of the property in Los Angeles County--with, I think, only very, very minor exceptions--came under land-use control, with zoning plans that were tight and professionally constructed. All of the old general zones were eliminated. That's the real achievement. Milt, the last area that we worked on, of course, was Malibu and Agoura.

BREIVOGEL: I was going to say, not only did the unincorporated area of Los Angeles County come under land-use control under a zoning ordinance, but also the city, as well, during that period that I had anything to do with planning in Los Angeles City and County.

The Malibu plan was something else, and again, coming out with Mr. [Burton W.] Chase to a meeting in Malibu-- It wasn't a very large group, perhaps twenty-five or thirty people. And after we had described what we were going to do, Mr. Chase--he should not have done it--asked for those who actually favored the development of a plan and zoning. He says, "Hold up your hands if you do." And not one held up his hand. Well, I shouldn't say that. Two people, who were then with us all the time and had property, homes, along one of the streets along the shoreline, favored it. But Supervisor Chase decided to go on anyway. And so we did. As Mr. Holden developed the plan and we began holding meetings, more and more people

supported the plan. When they began to understand, and as we began to reach more people, they supported the plan.

The planning commission, after public hearings, approved the plan that had been developed, with minor changes. But when we took it to the board of supervisors, there were some twenty people who opposed it. And some of those people were important people and influential people in the Malibu area. So after the hearing, Mr. Chase asked Mr. Holden and myself to meet with him and decide what we were going to do about the plan. We suggested that the board of supervisors approve the plan and instruct the planning commission to hold separate hearings on each of these parcels, or each of these areas that had been represented by some individual as his objection to the plan. Which was what he moved that the board do, and which the board did. The planning commission proceeded to hold a whole series of special meetings to hear objections to that plan and to discuss it with-- Some of these requests for change were approved by the commission and recommended to the board and others were disapproved, and the board went with the commission, as I remember, in every case. That huge area became zoned.

Well, in the meantime, while Mr. Holden was doing Malibu, Agoura, and the entire west side of the county that had not been zoned, these small areas throughout the county

were also being studied and planned and zoned. So that by the time we had completed these areas in the entire north county and the west-side part of Los Angeles, those areas were also completed. At that time, also, these subregions were functioning, I thought, quite efficiently and were meeting regularly. So things were going so well in that direction that we thought why not have a countywide committee which would meet periodically and discuss some of the things that were happening in various parts of the county. The commission authorized the formation of a committee of that sort, which would [include] planning commissioners, city councilmen, and planning directors. And that committee began meeting occasionally as it was generally felt it was needed. We felt we had a good coordinating--

BREIVOGEL: The countywide councils, and also the commission and the staff of the planning commission, were quite active in the Southern California Planning Congress. In that capacity, all these plans were being taken to the planning congress and submitted to the congress members to help give the whole county an understanding of what was happening. Because many of the people who attended the planning congresses were not members of the other organizations that I have mentioned.

Also, during the early part of my directorship of the regional planning commission, a group of the planning directors of five [Los Angeles, Orange, Riverside, San Bernardino, and Ventura] counties began meeting monthly to discuss emerging problems in each of the counties and to discuss if other counties were facing the same problems and how they were solving them. And so there was an exchange of ideas on many problems between the five counties long before the Southern California Association of Governments was formed. Some of the supervisors learned about what we were doing, particularly Paul Anderson at Riverside and a supervisor in Orange County, Dave-- I forget his name. [David L. Baker] And they mentioned this one time at one of the county supervisors association meetings--what we

were doing.

Out of that little cooperative effort came a request for these five county directors to do a regional park plan for the whole five-county area. Each agency put certain people to work on what was available in each of their counties, and there were of course huge areas in Riverside County and San Bernardino County that had been considered as logical regional parks and ought to be protected. And so after perhaps a year, a plan was put together that linked all of these various open spaces and park areas. The county of Los Angeles, for instance, had this huge area in the Antelope Valley, which is now a wildflower preserve. Other areas, which I don't recall at the moment, were also placed in this category of large regional parks. And in the mountains, areas that should be added to the national forest, and so forth. We produced a plan and a report which we took to one of the board of supervisors' meetings. They thought that it was so comprehensive and so well done that they offered it for sale and gave it quite wide publicity throughout the country. I don't know how many copies were sold, but the board-- Somebody in the county determined that it had cost Los Angeles County $3.25, so that's the price that was placed on the printed copy of that report.

HOLDEN: The most unusual thing, it seems to me, was the

inventory of park spaces, and as the years progressed after that, it's remarkable how many of those major areas actually came under some kind of public control.

BREIVOGEL: Particularly in Orange County along the river. These flood-control dams and impounding basins have all, I think, come under county-- At least they had a county license from the federal government where that government was involved. And I think that the-- Oh, I forget the name of the organization, but the one that Neal Pfulb became involved in, the--

HOLDEN: The [Federal] Bureau of Land Management desert study.

BREIVOGEL: They used it extensively, and I think that what they may have added was considerable to what we had suggested.

Well, about the time we started, I think the board of the supervisors association were already talking about the need for an agency which they could support which would do the kind of planning that we had done in the regional park study. And out of those discussions-- And they were [led] particularly by this David and Anderson of Riverside County. Then there was somebody from Ventura County too, and again Warren Dorn, I think, led Los Angeles County, although there were others that were also interested. [Kenneth] Hahn supported [this effort]. I think that this

county supervisors association called on county staff most often to discuss things that were happening in their communities, and in their counties. I remember Herb Legg asking me to go with him to Orange County to discuss highways one time with Sam [Samuel] Kennedy and others. By doing this, I think the kind of planning that we were trying to do in the county--Ed Holden and myself and others on the staff--became more accepted and also more understood, and I think we got greater support.

Now, to come back to zoning. When I came to the county, we had a comprehensive zoning ordinance, and it was a pretty good zoning ordinance. It recognized [various zone classifications for] all land except in these bigger areas that had never been touched, like the Antelope Valley and the west part of the county, which were in this broad classification, M-3, permitting manufacturing. But how I became concerned about it was because John Anson Ford called me one day and said, "People out in the West Hollywood area are calling in complaining that when somebody was going to paint his house or make some repairs on his house, they were all trespassing over their land, because there was no land on their own property to place their staging and other equipment that they needed to do the work. Why can't we do something about that?" So after looking at the ordinance, I found that there were no yard

requirements, that the only yard requirements were those established in the state building code--a three-foot yard on each side.

HOLDEN: There was the front-yard requirement.

BREIVOGEL: Yes, a three-foot sideyard. I had gone through the adoption of this new zoning ordinance for the city of Los Angeles, and we had established a minimum of six feet and this yard that increased in size as the building height went up. We recommended the same provision for the county ordinance, the same yard provisions. When we came to the board of supervisors, in spite of some opposition to it, the board-- John Anson Ford had the job of selling it to the board, and it went right straight through.

At that meeting one of the supervisors, and I think it was Kenneth Hahn, began wondering why every city had different provisions, why we couldn't have a model that every city could adopt, and so when you talked about an R-1 zone in one city, it meant the same thing in other cities. And he asked the planning commission to introduce a study to create this model ordinance, which we were then instructed to do. The ordinance was completed-- Oh, to get support for this I attended several meetings of different groups in the county. I attended a meeting of the League of California Cities and talked about it to the people who were present at that league meeting, and they supported the

idea--and I should work with their planning agencies. I met with the planning directors and talked at one of the county planning commissioners association statewide meetings about the idea, and it got support at that level too. And so we proceeded. When I retired from the county, an ordinance had been drafted, and I don't know what has happened since. But I do know that some of the city attorneys of these smaller cities, when they were asked by the other cities to do a zoning plan, used our model in developing that plan. After I left the county and did some consulting work, I used it extensively in the cities in which I worked. So it has had some good-- Whether or not it ever becomes a model ordinance for all the cities, I wonder. It is questionable because of the number of cities that there are now.

HOLDEN: Why do you think that it was so difficult to get cities to consider a uniform plan?

BREIVOGEL: Well, I presented the idea and what we were doing at one of the Southern California Planning Congress [meetings]. A couple of consultants objected because they said that there are no two cities that are alike. I responded by saying that the zoning ordinance did not have to be adopted in total--it can be adopted to meet these different requirements. There was a host of sections that could be adopted for any city. I mean that they were that

general. And if they want special provisions, they can do so. I said, "Take the city of Los Angeles. It has one ordinance, and it has just about every type of use possible. If an ordinance can be drafted for the city of Los Angeles, then I think all of the uses that would be needed--regardless of any city--could be adopted for that purpose." I think that was our rationale. As we mentioned, I don't know how it will ever be adopted.

That kind of objection was also raised to the highway plan. "We don't need a highway plan in our city," and so they were reluctant to adopt it. And even today freeways are stopped by certain cities and it takes a long time to get a right-of-way through certain cities in Los Angeles County. In some cases it's been impossible, with the result that the traffic to those cities is becoming intolerable. It is worse than anything in the city of Los Angeles, and they are relatively small cities. But they are in a position where a large amount of east-and-west traffic or north-and-south traffic passes.

HOLDEN: I think we've mentioned some examples-- The freeway, for one, which never was built.

BREIVOGEL: Well, what is known as the Beverly Hills freeway, and that was stopped at Vermont [Avenue]. It should have taken off of the Hollywood Freeway at Vermont. I think that would have been a mistake too,

because the Hollywood Freeway now is carrying more traffic than it was designed to carry. Somehow it should have gone through and connected through that freeway and gone through and connected with the Glendale Freeway or some other freeway.

During the 1950s and 1960s while I was with the county, these were some of the most active years in the Los Angeles area. Not only in the city of Los Angeles, but in the suburban areas as well, and it seemed that a new city was being created about every month during that period. Many of these cities did not immediately wish to-- Well, all the development within those cities passed through the county, because there was no city there at the time they were growing.

HOLDEN: No incorporated cities.

BREIVOGEL: Yeah. And one of those cities, for example, was what is now known as Lakewood. This was a huge area, and I think it was a bean field at the time. A plan was brought to the planning commission for approval which encompassed practically the entire present Lakewood area. Well, there have been some small annexations. It was being developed by a group of developers, real estate people among them. Jack Newville was the engineer that prepared the plan, did all the engineering work. I wondered at the time the plan came through, and questioned them about it,

why nothing but straight streets, straight lines over a regular rectangular layout. I wondered why, and he said, "The topography of the area is so flat that the only way they can drain it is if the streets are straight and the shortest distance to the Dominguez channel and other drainage channels and drainage facilities."

When the city was formed, since the county had been doing all the approval work up until that time, they went to the county for assistance in handling all of the activity that was going to take place. For instance, they wanted police protection, and they got the county to enter into a contract to provide sheriffs. They wanted planning, because new development was taking place, and they wanted somebody to approve that who understood what had happened before. So they went to the county and asked to enter a contract to have us, the regional planning department, do the planning work. So we assigned a person to act as a liaison between the city of Lakewood and our office. If a subdivision came through, our subdivision division did the work. And zoning changes or exceptions and so forth, we did the technical work and then attended the [city] meetings as the need arose.

When other cities heard of this, learned about this scheme, they asked for the same service, and the county entered into contracts with them also. So I think at one

point we were serving about eighteen cities for all their planning needs, or certain things. In many cases, it was just subdivision. I don't know if George Marr still is an adviser or not, but he was the adviser for many years for one of the cities in the area all the time that I was with the county, and I know that he was subsequently in charge. But gradually as time passed, these cities grew large enough and their income grew sufficient that they created their own staffs and departments, and our services were dropped. But it was an excellent way of getting the zoning ordinance right immediately, the subdivision ordinance and other ordinances, I suppose, that were administered by the city. I know the county engineers office did all of the engineering work for many years. And the sheriff's office.

HOLDEN: Okay. As we draw to a conclusion on this interview, there are some smaller items that I would like to get your rather quick opinion on as we go along. One of them was the initiation of the Los Angeles Regional Transportation Study, LARTS. This preceded and seemed to be an important item in the ultimate development of more regionwide activities, and was important for the freeway plan.

BREIVOGEL: We were involved in several transportation matters. First, about the time I came to work for the

county, there was a transportation engineering board, which was countywide and was chaired by the county road commissioner, and has as members the county road commissioners of the five-county area and the city engineers who were elected by some association of engineers within the county of Los Angeles. The planning director was on it. Well, that was substantially the group. And we met once a month, and the commissioners would discuss what they were doing and where they saw a need for some coordination. As a result of this committee, all of the conflicts at the county boundary lines were worked out, and it was amazing how few there were. Through the years, these had been either taken care of by the county of Los Angeles or an adjoining county to which they were going to lead. That committee was an excellent committee.

Then there was a five-man committee that the board of supervisors created. It was composed of the chief engineer of the flood-control district, the road commissioner, the county engineer, myself, and one other person--I don't remember what position he held at the moment. But just five. We met religiously once a month--the first Tuesday of that month at lunch--and would discuss problems. What was valuable about this committee, they would talk to each other and to the person who was most involved about something that was coming up before the board of

supervisors, about which they knew but which had not yet reached the light of day. They would discuss how they felt about it and how they felt the board was thinking about this on the basis of their discussion with the board members. And so this was tremendously helpful, because it anticipated something that you knew was going to be coming and for which you could prepare yourself. And you also had the wisdom of these other four people, which was very helpful.

Then there was the state highway department [Division of Highways, California Department of Transportation]. The district engineer, who was Ed [Edward T.] Telford at the time, formed a committee to help--this also was the offshoot of the transportation engineering board--to help him with the study that they were undertaking, a sort of priority need of freeway construction, and also how the district engineer was going to solve some of the problems with the road commissioners of the five-county area, and also what should have priorities. They undertook what is known as a LARTS study.

HOLDEN: Los Angeles Regional Transportation Study.

BREIVOGEL: Several of the people on the staff of the state highway commission were involved, and Telford, of course. In some of these meetings we'd call in people from Sacramento to discuss these matters with them, particularly

when we began to discuss the direction of what areas had highest priority--based upon the movement of traffic at the time. Our input dealt with what we saw--the emerging land-use needs of the area, industrial areas and so forth. Those three committees were very, very active and very effective, I think, in what was accomplished.

HOLDEN: All right, let's see. [tape recorder off] At this point, in order to be sure we get it on the tape, I would like to ask you this question: What advice would you give a young person just getting involved in planning activity today if he came to you and asked your comments as to whether he should get into it and how he should approach the problem first of all, a person who wanted to be a professional planner?

BREIVOGEL: Let me say that I feel that I could not have been more effective as an individual in making my contribution to the welfare of--well, of the community in which I worked. I couldn't have been more effective than I was as a planner. I think if you want to serve people and if you want to make the living qualities of an area better, if you want to make people-- Give people an environment that is going to make them happy and in which they can live as a happy individual, to live where it is clean and wholesome and where the environment will encourage everything that they want in life. Planning is the one

agency, I think, in government within which you can make this contribution. The more I worked in planning, the more convinced I became that I had chosen the spot in a career where I could make the greatest contribution, where I could do things that a lawyer couldn't possibly do. Or even an engineer, because he has certain limitations in what he can do to make people happy. I think in planning you can do so. By ordinances, by plans, by design, you can do more. Architects constantly talk about what they can do for people. Well, how many architects are able to take a whole city and work with it? This is what I keep telling people.

While it's nice to enter a planning office and feel that you are going to do this thing, you are not going to do it on the first job you get. You are very lucky if you're able to do it. Because a good planning staff has dozens of people that have this objective and have this goal and vision. So you are going to have to compete with them. So my advice to a younger man is to get into a planning office that recognizes the need to give you the broadest kind of experience in that planning office. And if you get into a good planning office, the director will recognize this, and he will shift you around the office and give you the broadest kind of experience that the planning department has to offer. In that process, you can pick out within that office the area where you want to make your

contribution. If your goal is to become a major section head in that office, I think the kind of a job that Ed Holden did was the kind of job that can make a tremendous contribution to what's going to happen in the future of that community or that area or that region. And so that's what I keep telling people. In the lecturing work that I did at USC [University of Southern California], I always spent a period of time to describe how people got started in our office and how I encouraged them to work toward what I'm talking about.

HOLDEN: Now, occasionally I'm sure throughout your career, Milt, there were rather extreme frustrations. How did you handle these?

BREIVOGEL: I moved on to other jobs.

HOLDEN: Well, you had extreme problems occasionally with commissioners, with groups who exerted pressure and so on.

BREIVOGEL: Well, there were many of those frustrations in the county of Los Angeles. I think in the Antelope Valley I met with a lot of them. And I had some very unhappy experiences in these and the county when we were doing some zone changes in certain areas that were opposed by one or two quite powerful people and supported by a large number of people. It was always difficult, and it is even today, to explain why we permit some terrific concentrations of uses in one area. Because I don't think that people who

make those objections understand, see things in the scale that we have to see them, and why we permitted certain kinds of uses, certain development in certain areas.

However, if I could go on from there just a moment-- I think that when a city becomes as large as the city of Los Angeles is, somehow or other the planning agency has got to be in a position to say stop, [considering] the accumulation of what has already occurred in this area, considering what has happened in the past and what is happening now and what is possible if no changes are made in the way things are permitted to happen in the future. That agency has got to say, "All right, the accumulation of all these uses in this area is producing this condition, and there can be no more." Remember, when we were doing some work with the air pollution control district, we felt that if you have a manufacturing area that is already producing more pollution than the whole area is going to support, changes have to be made that no more uses of that sort can be permitted in that area. Maybe it can reduce itself to specific uses such as-- Well, such as uses that do produce pollution, and maybe it's possible to permit uses that produce no pollution in that area to fill in the area. But some greater control than the zoning control must be undertaken.

HOLDEN: Now, could you add anything that might be very

helpful to the person who has suddenly found that he wants to be interested in his community as a community activist? What kind of approach would you propose to that kind of a person, in a planning sense?

BREIVOGEL: Well, I think he should first of all learn what he's going to-- To work a couple of years in a planning office and understand the workings of that planning office. Understand the people with whom he's dealing in the office and the people with whom he's dealing who are perhaps creating the situations that he--the activist--later is going to oppose in the interest of what the people want, and understand both sides before he becomes involved as an activist. So often I have felt, sitting on our commission, that there were people who were opposing things-- It's a small group of people who are opposing it. They didn't understand the total development, the total subject, the total matter. But more and more I think that the activist is becoming skilled, understanding the pros and cons of these subjects. But I didn't feel that there was a single-- I can't name a single skilled activist who appeared before the regional planning commission in all the time I was there. The people who appeared, they all had a specific interest. Many of them had a selfish interest, and I didn't give much credence to what was being said by the opposition, except when somebody-- And this

happened very often in the case of these exceptions to the zoning ordinances. There was always a person who had one selfish motive. He could get more money [for his property] as a service station site than he could as a residence.

HOLDEN: And yet you felt that you needed to have advisory groups when you went out into the community. Now, is that a different kind of situation? When you were developing plans and so on.

BREIVOGEL: Well, I'll tell you what I tried to do. I tried to get the League of Women Voters on our side. I'd make special efforts to get it. And then there was-- Many parts of Los Angeles began developing [community groups]-- and in the county too. I remember out in Rowland Heights there was a very active one. Not a big one, it was just a small-- About a dozen people would come in, and two or three of them would come in and see us before the matter came before the planning commission. They were sensible people. They knew why they were there and didn't have a special interest. They were interested in Rowland Heights. They came in, and if they felt something was going into Rowland Heights that wasn't good-- I'll tell you a good example of it. We had, in designing along that highway that crosses over into Whittier-- What's the name of that thing?

HOLDEN: Hacienda Boulevard?

BREIVOGEL: Hacienda Boulevard. Along Hacienda Boulevard, just after you crossed the railroads a couple of blocks, there was a forty-acre parcel that we wanted to have as the commercial center of that whole area. And every time somebody came in and wanted to change that to residence so they could build homes, these people were in there. They said, "Now, we supported you to have that made a commercial area, and we want it protected." They could see [Frank G.] Bonelli at the time, and he always supported what the planning department had done. That kind of an activist group was good. I mean, they were effective. They knew what they were doing and they knew why they were doing it. They were excellent. But there were others that-- Whenever a real estate person came in to support something, you had to be suspicious. And the same thing is true with attorneys. They were hired to get something done. We listened to them, and many times they had studied the case and knew why they wanted it. There was developing throughout my career in Los Angeles and the county a very skilled group of realtors, and also a few activists like Stephen [W.] Cunningham, the city councilman in the city of Los Angeles, who had been a councilman for several years. He had run for mayor but was defeated by [Fletcher] Bowron, so he turned to this activity. But then there are a couple of people-- I don't remember their names, but they are

registered with the city of Los Angeles as lobbyists. They make their living arguing zoning cases.

HOLDEN: You probably think that the developer, I suppose from what you said, has a personal ax to grind, so to speak. But I would also gather that you think some of those developers came up with pretty good ideas.

BREIVOGEL: Yeah, I do. I think that they employed skillful people.

TAPE NUMBER: V, SIDE ONE

DECEMBER 12, 1986

HOLDEN: Milt, we were discussing many things on the past tapes. We are now at a point where we want to add a few items that we otherwise didn't cover and a brief summarization. The first subject that I believe you would like to talk about is the matter of some planned communities that you have been involved with.

BREIVOGEL: As a matter of fact, when I first came [to] Los Angeles a planned community was being developed in two places: Baldwin [Hills] Village, which was then under construction, and Park La Brea, which began to be developed shortly after I joined the [Los Angeles] City Planning Department. Baldwin Village was designed by a group of Los Angeles architects led by [Reginald D.] Johnson and had as its consultant Clarence Stein of New York, who had developed many residential communities, principally--

HOLDEN: We'll think of the name of the community.

[Radburn, New Jersey]

BREIVOGEL: The large communities in which we had become involved were at the county planning level. Westlake Village is in the extreme western part of Los Angeles County, and as a matter of fact is partly within the county of Ventura, as well as that of Los Angeles. It is a large area, approximately fourteen thousand acres, and was owned

at the time by one individual. The original planning was done by the Bechtel [Corporation] at the local Los Angeles office. That planning group worked very closely with planners in the Los Angeles County Regional Planning [Commission] and planners in Ventura County, and as a result did a very creditable job in employing new concepts in planning residential communities, and also skillfully used land that was partly within hilly areas, partly on relatively level areas. In the years that have passed since the middle of the 1950s, the area has been developed to a considerable degree. One of the concepts that was employed in the design of the area was to create not only areas for residential types of all kinds, but also commercial centers, recreational areas, and industrial areas--principally light industrial areas. Some industry had located in that area. It was interesting because of the two counties involved, but the planning of them was very closely integrated into a general plan for the whole area, and development has taken place in both counties almost concurrently.

The other area that was developed--or that was planned--as a unit was the Palos Verdes peninsula. This is an area of land that has an area of about six thousand acres, part of which had all previously been planned in the 1920s, and that 1920s area is partly built in what is known

as Palos Verdes Estates. It has withstood time very well, but in addition to that, in small areas along the ocean, there is another small urban area. Victor Gruen and Associates were employed to plan this area for the owners. And they worked, again, very closely with the planners on the regional planning staff. This area too had been developed quite extensively. Not as a whole by one owner--parcels have been sold off and developed--but always in conformity to the general plan developed by Victor Gruen and Associates and concurred in by our office. Again we tried to employ the concept of jobs in the area as well as residences and set aside an area which we hoped would develop in manufacturing of the research and development type, where the research would be done and only very limited industry, and then only industry that would in no way affect the residential character of the community. That never happened in total. One industry did locate its research and development unit in the manufacturing area.

HOLDEN: I believe the Westlake project was more successful in actually attracting industry, was it not?

BREIVOGEL: Except that Valencia, which I'm going to describe next, has been quite successful in attracting industry. [pause] I think you're right. It has to a considerable degree. Some of the larger industries--Burroughs [Corporation], for instance, located one of its

plants in that industrial area.

HOLDEN: In which one?

BREIVOGEL: In Westlake.

The third area, and one which has been developed very rapidly, is Valencia, located in the northern part of Los Angeles County and north of the San Fernando Valley, as a matter of fact. This area was a large agricultural area, and some oil drilling also had taken place and is still being maintained. The original general plan was also developed by Victor Gruen and Associates, and also again in close association with our office. So that there was never any great argument or discussion about whether or not-- Or any large disagreements between the two offices, except it was approved by the planning commission after a public hearing.

This area almost immediately became the subject of much residential development and some industrial development. Lockheed [Aircraft Corporation] had a research facility in that area and has continued to maintain it. Today it is being very carefully developed to meet the requirements of the plan, and a large shopping area has been developed to provide the requirements of the community. I don't know what the population of Valencia is now, but it has attracted a college [California Institute of the Arts]. And there is a large commercial recreation

area, a golf course--in fact I think that there are two golf courses. In developing the residential part of the community, various types of residences have been employed, including some interesting concepts with the modified superblock concept.

HOLDEN: Most of Valencia was developed on the Newhall Land and Water Company property, right?

BREIVOGEL: Practically all of it, yes. In close proximity to the Valencia area, a sizable urban development has already taken place in Newhall and Saugus, and construction of the Golden State Freeway has made it relatively accessible, and also the Antelope Valley Freeway, which came some time later. Those are the three principal new towns that have been designed and created, and I have great hopes that the introduction of these areas is going to encourage other areas as they expand into the outlying area. Unfortunately, in the east San Gabriel Valley, no opportunity like this existed. Most of the land in the east San Gabriel Valley had been sold in small parcels as agricultural area. It was a rich agricultural area. The soil was very good. Therefore, it was sold that way also to private developers. I think that does it, Ed. [tape recorder off]

Much of the planning in the Los Angeles area when I arrived here dealt with land that was only partly

developed. Otherwise, the areas were almost entirely agricultural. The soil was good, by and large, and the land had been used for agricultural purposes for almost as long as the area was settled. So many people who held these areas wanted to maintain them for agricultural purposes. [They] had no desire to subdivide or even sell the property. This was true in the San Fernando Valley and also, of course, through much of Los Angeles County. So anyway, when we considered planning in the city of Los Angeles, we had created in the zoning plan an agricultural zone, and the location of this agricultural land depended upon the lot size that was going to be required.

When I moved over to the county, we began to look at the east San Gabriel Valley as an area that was rapidly urbanizing. With the building of the two freeways through the area east and west, these areas were rapidly becoming very attractive for urban development. And so we began to think of planning and zoning the east San Gabriel Valley in terms of not only creating an agricultural area, but controlling the growth and direction of growth of the residential area as well, and again employing the concept of jobs as well as residential property. The location of an industrial area was dictated largely by two railroads passing through the area, east and west.

The agricultural areas were all in the northern two-

thirds of the valley and the extreme eastern part. There were many orchardists who were interested in maintaining and preserving their agricultural land. With this in mind, the commission asked us to arrange a conference and test the area and find out how extensive the interest was and also how others might help us establish the orientation of this agricultural area. And so we organized a conference, and representatives of the agricultural community in the east San Gabriel Valley were invited to attend. And also, we invited a representative of the Giannini Foundation, which had been established by the founder of Bank of America and was very interested in agriculture, in maintaining the agricultural economy of California, as a matter of fact. The representative was an attorney, and he attended. We also sent an invitation to the American Agricultural Administration in Washington, and they sent representatives. And we invited John [R.] Quinn, who was then assessor of Los Angeles County, because whenever we received requests for conversion of agricultural area to residence, we were told that the people who owned the agricultural land could no longer maintain it for that purpose because the land had been assessed out of sight. And there were others who attended.

The meeting was chaired by Lewis Kanaster, a member of the Los Angeles County Regional Planning Commission. We

held an all-morning conference, and we got excellent support from the government agencies and the Giannini Foundation representative. And everything we were doing was getting support from practically everybody for maintaining an agricultural area. However, when we asked Mr. Quinn to comment, he said he just couldn't continue to assess much of this land as agricultural land, because whenever an area had a potential for urban use and had been zoned for that purpose and had been sold for that purpose and the price had been established, he had to assess land in the immediate surrounding area at the same level, the same price--had to give it the same assessment as the other property had been assessed. As long as land was being developed for urban use--residential use or any other urban purpose--he had to assess it for that purpose. And this just about wrecked the idea of agricultural zoning, except that we still maintained the classification, hoping that people would maintain land for agricultural purposes. [tape recorder off]

Shortly thereafter, the state passed an act of legislation known as the Williamson Act, which arranged for the maintenance of agricultural areas if a contract were signed between the owner of the property and the community. Sizable areas of good agricultural land were maintained for that purpose by that means, by the

individual agreeing to maintain his property for agricultural use only for a period of time. And on that basis, the land was assessed for agricultural use. In various parts of the state, the Williamson Act has been employed and has preserved agricultural land. But it is not a permanent reservation, because at the end of that period the owner could refuse to extend the agreement. Or even if he didn't wait until the period had expired, by paying back taxes based upon an assessment by the assessor, he could use it for some other purpose--some urban purpose.

HOLDEN: The net result is that in the centers of our big urban areas, agricultural land has just not been able to be preserved.

BREIVOGEL: That's right. And it is a pity, because some of the best agricultural land has been land that has ceased to be used for agriculture and is being [paved over] by streets and highways and homes or by factories--industrial uses--or commercial uses, shopping centers and such. An organization has been formed called the Farmland Trust, and this organization has been attempting to reserve good agricultural land by assisting the owner to meet the problems that are making it difficult for him to preserve his land for that purpose--agricultural purpose. I think that if this sort of agricultural use becomes a real problem in the United States, this kind of thing may have

to be employed. [tape recorder off]

HOLDEN: Moving on to another subject, you had some things you'd like to say about other parks and other public areas. Go ahead.

BREIVOGEL: In the middle 1940s, Mr. William [H.] Schuchardt was still on the planning commission. He brought up the question one day in the planning commission meeting of why this land along Wilshire Boulevard from Crenshaw [Boulevard] to Highland Boulevard was not developed. He remarked correctly that it was his understanding that it had been zoned years and years ago for single-family residents and also had been limited by deed for that purpose, until deed restrictions expired or were waived by petition by the rest of the people within the subdivision. This is through the Hancock Park area. It could not be used except for single-family residences.

He had evidently talked to the mayor and a few other people about the possibility of creating a park strip through that area similar to that along Santa Monica Boulevard through Beverly Hills and had wondered why the city couldn't do the same thing. So that we would have a breather as we'd drive along Wilshire Boulevard, that period between the residential area and Miracle Mile which extended west of Highland Boulevard. In any case, he had been discouraged that the city couldn't afford to buy it,

so on his own initiative, he had talked to some of the people who lived in Hancock Park and asked them why it couldn't be done by a special assessment district. And he had been encouraged enough to make that effort with the data that he was able to get from the planning department, and he proceeded. But after about six months' effort, he just found that it wouldn't go. People within the district--an assessment district--would have to finance it and finance the acquisition and the construction of the park and, I suppose, maintaining the park as well. So it was dropped. Today if you drive down through Wilshire Boulevard, that part of Wilshire Boulevard, low-rise apartment buildings are being built, and the land is very gradually being used for that purpose. So a grand opportunity was lost, as so many were.

HOLDEN: All right, Milt. It is true, however, that in various ways many public activities and sites were created. We certainly do have school sites, although central schools are now beginning to become crowded again. How did you work toward getting additional park and school sites as areas were developed?

BREIVOGEL: Well, first let me talk about the Quimby Act. This was a state legislative act which established the requirement that in building new subdivisions for residential purposes, land would be required for a

neighborhood park, providing recreation areas for the new populations who were going to be moving into the area--that whole area up in the Valencia area and Westlake area and other areas that were being developed. These small five- to ten-acre neighborhood parks were dedicated to the city (or county, as applicable). The one that comes to mind immediately is the area in-- [tape recorder off] The area I'm thinking of is an area that originally was a thousand acres in extent. It was owned by Golden State Dairy, which had moved out of that [San Fernando Valley] location to Whittier Hills, and it was available for development. And one of the early developers that moved into the-- Of course I should add that it had been zoned for agriculture and had been used all this time for agriculture. It had been acquired, the area north of--I think it is Van Nuys Boulevard--had been acquired by Kaiser Burns, some three hundred acres. A planned community had been planned for the area, which included a school site, which was reserved, and a ten-acre neighborhood park. The park was adjacent to the school site, so that the two could be used together. As a matter of fact, they were planned together as a unit.

HOLDEN: The park site was dedicated.

BREIVOGEL: The park site was dedicated and the school site reserved.

HOLDEN: And then--

BREIVOGEL: Well, I was going to add to what we had, Ed, that where the subdivision was too small to provide for a neighborhood park, a fee was paid into a fund, which was later used when an adequate amount of money had been contributed that way to acquire a neighborhood park for that area. So that everybody made a contribution to the parks and the neighborhood recreational areas of the area.

HOLDEN: Well, then when you were with the county, many parks and some school sites were acquired under the requirements of the Quimby Act and others. Before that was established, how did you manage to get parks and schools and other public-needed lands as the area was developed?

BREIVOGEL: We didn't get parks. We had no way of acquiring parks as donations by the developer unless he was interested in doing it, and I can't remember--

HOLDEN: Or unless the county or the school district would buy the site.

BREIVOGEL: Well, yes. I'm coming to that. We did meet with-- The park and recreation commission staff had a very close working relationship with the subdivision planning activity in the regional planning department. And as a result, it was always discussed that here was another X-number of people that were moving into the area. Unless we had some recreation area for these people, they would have none. And so if the park department had money enough to do

it at the time, land was acquired at that time. But this happened very rarely until the Quimby Act. The state legislation, as you implied, did make possible the reservation of enough land for the school sites. Also at that time, the [California] State Board of Education became more intimately interested, and a representative of the state would meet with us periodically--and quite often--to discuss school[-site] size. And I'm not sure--and I shouldn't probably even mention this--but what the state was making contributions to the acquisition of school sites, because they exercised at that time quite a lot of influence in where the school site was going to be and how large it was going to be and whether or not it should be acquired at all. While the subdivider did not contribute the school site, he was required to reserve it.

HOLDEN: For a period of time.

BREIVOGEL: In many instances this represented quite a contribution, but served both the subdivision and the school site. In the process of grading the area, he would grade the school site as well as the subdivision, and the streets that went by it would be graded. I don't remember whether the streets and utilities were paid for by the school board at the time--that portion--or whether the subdivider did that also. But it at least pegged down-- It was pretty generally understood that the school site was

going to be needed, and as I said, in every instance it had been worked out with the local board of education and the state representative.

HOLDEN: Who was going to do the financing mostly, yes.

BREIVOGEL: There was a period of time in the sixties when the commission was considering a school site almost every week. Development was taking place that rapidly in the outlying areas of Los Angeles County. But as a matter of fact, Ed, almost always everything else was done the same way. Sewers, water, and other public utilities were all planned ahead, so that as subdivisions came in, they fit into a development pattern.

HOLDEN: Now, you were also going to discuss subdivisions, some of the design and a couple of other aspects of these major divisions of land, particularly providing proper access.

BREIVOGEL: This always became a problem previously. Subdividers would lay out the land to get the largest in the number of home sites, would determine where they would want vehicular access to major highways, and other situations that were not always to the advantage of the traveling public. And this problem arose in the building of Westchester, which occurred in the early fifties. So we suggested that through this Westchester area--I'm going to use this as an example--that Sepulveda [Boulevard] be

widened an extra 10 feet on each side to make it 120 feet wide, and to reserve another 10 feet to control pedestrian and vehicular access to this very important street. A 10-foot easement was dedicated to the city. The property owner was required to--was asked to--landscape these easements so that you'd get a buffer from the highway.

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BREIVOGEL: To maintain that easement, to prevent pedestrian access to the major highway from the adjoining property, we required a control-of-access-- We wanted to control access to the highway, vehicular access, and therefore indicated where the access streets would be permitted, to enable more simple control of vehicle traffic into Sepulveda, which at the time was carrying a tremendous amount of traffic to the airport and to the industrial area beyond. These extra requirements were challenged by the developers, and they filed a court case which was appealed to the [California] Supreme Court. The supreme court held that the county had the authority to make these requirements in the interest of the public. So these requirements were also imposed throughout Los Angeles County on wherever property was developed along major highways. In the east San Gabriel Valley they were extensively used along major highways, and we established a distance of a quarter of a mile, that access streets would be designed a quarter of a mile apart, which would simplify the regulation of the movement of traffic along Sepulveda Boulevard and also into the highways.

HOLDEN: You mentioned Westchester as being in the county. I believe it was in Los Angeles city, right?

BREIVOGEL: It was in the city, that's right.

HOLDEN: And the court case was a city case.

BREIVOGEL: That's right, it was a city case.

HOLDEN: But obviously it was used as a precedent in the county.

BREIVOGEL: The county, I think, has respected these regulations very well, as far as I can determine from just driving along some of the major highways where it has been employed. The walls have been built, and also the areas have been landscaped. In the city one of the best examples that I know is along Robertson Boulevard, a development that was done by Walter [H.] Leimert. In this case, the easement is along Robertson and has been extensively landscaped, so that you are barely aware of the fact that residential property is beyond Robertson Boulevard. I think that those are two principal subdivisions. I believe that as a result of these changes that have been made in the treatment of property along major highways that better development is occurring along these major highways. Residences are protected, and so is traffic. I think-- Tell me if I'm wrong, Ed, but isn't this extensively used in the Whittier area along-- What's the name of that subdivision?

HOLDEN: Well, yes, it's used extensively on the east side in L.A. County, and particularly in La Mirada, the city of

La Mirada, which was then, at the time of development, in the county.

BREIVOGEL: Why don't I just add that it has been extensively used in the city of La Mirada and the eastern part of the county, as well as in the east San Gabriel Valley.

HOLDEN: All right. In the course of your career, Milt, there have been a number of organizations that have provided a sounding board for ideas and have contributed to cities and counties on how they have been able to plan. Would you like to talk about some of those?

BREIVOGEL: Yes. There are several that are local that I think were particularly helpful, not only in exchanging ideas between planners, but also with the people who are involved in planning--not technically, but as commissioners and councilmen. One of those is the [Southern California] Planning Congress, which was organized sometime in the twenties and is still functioning. Its membership is composed of planning commissioners, city councilmen, staff people, the general public if it wishes, and many representatives of the public utilities attend the meetings. And usually an interesting lecture is delivered and a quite extensive discussion follows. This organization meets once a month and I think has been very, very helpful in acting as a sounding board for ideas that

are being introduced by planning departments. And it provides an opportunity for planners to meet on an ongoing basis in Los Angeles County.

HOLDEN: It's been helpful to you personally?

BREIVOGEL: It has been helpful to me. I've been one of the board of directors for a considerable period and chaired the thing, so I had the opportunity of meeting people in the area. Now, there is a section of Town Hall [of California] which was kind of-- The regional planning and development section, which we used very extensively in presenting new ideas and new legislation that the planning agency was introducing. This organization is still active and has been since the middle thirties. The regional planning department has always been active in it and, as I say, has been given the opportunity of presenting its plans. And while I was director of planning, we did much of that, and thereafter, as general plans were developed by the city and the county, the directors of planning departments were given the opportunity of presenting their plans. Mr. Holden and I cochair that section now.

The other [helpful organizations are] various committees of the [Los Angeles Area] Chamber of Commerce. We had good input from that organization--new ideas and new thoughts. They also used us in discussing ideas that were coming to their attention and what we should be doing about

it. [tape recorder off]

There were other organizations which either the commission or the [Los Angeles County] Board of Supervisors invited the staff to attend. The county planning directors association was a state and national organization which I was invited to attend. The California supervisors association met monthly. If there was anything that dealt with planning, I was usually invited to attend that meeting. The League of California Cities had a planning committee, and while I was with the city of Los Angeles, I was a member of that committee. Then the county planning commissioners association, which I attended, had a committee where the directors or the members of planning staffs who were present at the meeting would attend and discuss planning matters. Usually some of the planning commissioners would attend those meetings and found them interesting. But all of those gave us a chance as staff people and directors to present ideas and sound them out with the commissioners, with the supervisors, and other planning people.

I think a good example of what came out of our meeting with the supervisors was the planning of the regional park plan for the five-county area [covered by] SCAG [Southern California Association of Governments]. At that time SCAG did not exist. At the time this was developed, it did not

exist. But the supervisors of these counties suggested that the staffs get together on a regular basis and develop a plan in which the large regional [park] areas in the five county area would be incorporated into a general plan. It was done, and the supervisors, I think, were very happy with it. As a matter of fact, it was quite widely distributed too.

HOLDEN: I think that it may have been substantially an inventory of the best park sites, but it's amazing how many of these have actually been acquired. Almost all of the more important ones have been acquired, in terms of land, by some unit of government.

BREIVOGEL: At the time, we also discussed our work with the [United States] Bureau of Land Management and the National Forest Service, so that we did bring the federal government [inaudible]. But in addition, these areas of which I have spoken contributed greatly to my education, and I think the opportunity gave me, or any staff person for that matter, or any department for that matter, [the opportunity] to present his ideas to the legislators and the policymakers, as well as the commissioners. But in addition, early on I joined the American Society of Planning Officials somewhere around 1935. That organization is now known as the American Planning Association [APA]. It's a nationwide organization with a

large membership of commissioners and staff people, technicians. And also the American Institute of Planners, which was formed in 1918, and which I joined by 1934. This organization is now known as the--

HOLDEN: American Institute of Certified Planners.

BREIVOGEL: [It] is the technical branch of the American Planning Association, and part of it. During the time before APA was formed, I became very active in that organization. The organization meets annually in various parts, each year in some important part of the United States, and has now become quite large. They draw several thousand delegates each year. A very interesting international organization of which I was a member for many years is the International Federation for Housing and Planning. Its principal office is in The Hague, Holland, and it draws planners from all parts of the world. And more and more these people are becoming interested in planning and housing activities, and I think the Europeans do more at the federal level in planning and do more of the national planning and establishing housing policies which are much more extensive than they are in this country. Since 1960, when I attended the first one, I've attended several meetings in Paris, Tokyo, Dublin, Barcelona, Yugoslavia. In every instance I have brought back ideas that I tried to introduce in the design of the city.

So much of what you see in Europe has existed a long time. London, for example, always impressed me because of these huge parks right in the city--Hyde Park and Green Park and Kensington Gardens. A beautiful area. But the only thing that we have that equals some of these is Griffith Park. I've always wondered why we can't get something like that going in Los Angeles so that people don't have to get into automobiles and drive way up into the mountains or someplace like that. There is no place that I can think of that compares with Green Park or Hyde Park, which are just a short distance apart, as a matter of fact, in London. But in addition, it has been interesting to see what London, for instance, is doing in the way of redevelopment and rebuilding. It's just-- In spite of the traffic and in spite of so many inconveniences that you'll find in London, that I experienced in London, it's an exciting place. I never cease wanting to go there.

HOLDEN: Now, did you find a good deal of interest when you went to these places about what we were doing in Los Angeles and Southern California?

BREIVOGEL: Yeah. There's so much that I enjoy about Southern California. While most of my friends move away to get out of Los Angeles, we've stayed here because we like the excitement of it. We like what we can see and what we can do. I feel my retired life would have been a great

bore in a small town. Here I find so many things that I do in which I can interest myself. My wife [Frances Smongeski Breivogel] finds this much the same. [tape recorder off]

HOLDEN: Milt, as we get to the close of this interview-- It has been true that from time to time there are people who say, "Well, what did planning accomplish? Is it possible to plan?" I think you may have some comments you'd like to make on this.

BREIVOGEL: Let me introduce it by just going back to when I was director of planning in Racine. One of the prominent lawyers one day at a meeting said, "Why do we need planning?" He said, "We're not going to grow anymore. We've provided what we need." Well, Racine has doubled its population since that time. What would have happened if there had been no planning? The city of Racine has found it so advantageous to plan that they have a regular planning staff advising the council and other people now. It has accepted these additional people and these additional industries and all the other facilities that make up an urban area, wisely, because the lots that were needed were provided. May I ask this question, then: What would Los Angeles be like? Los Angeles was first settled almost two hundred years ago. The region when I came here in 1941 had a population of--

HOLDEN: About 2.8 million.

BREIVOGEL: Today it's approaching 8 million. When I came in '41 the government planning agency had been in existence for seventeen years, and the growth had been very, very slow because of the Depression through the thirties and then preparation for war from '39 on. Then from '41 to '45 there was practically no growth, no building in Los Angeles County. So I keep asking myself, what would this place have been like if there had been no major highway plan, if there had been no freeways planned, and developers just permitted to come in and do as they want, industry located where they wanted to, and all the other urban facilities?

I think that Los Angeles is growing in a very orderly way. I think it's a very unique city. I think it's very different from anything I have seen anywhere else in the world, including the United States. There's no city like Los Angeles or no region like it! If we hadn't had this planning, I just try to visualize what this region would have looked like, how it would have grown. And I keep asking myself now-- People wonder, and I've heard them express this in meetings, why we need to plan this far-- twenty years in advance or fifteen years in advance. Why can't we do it day by day, month by month, or year by year? I ask myself, what's this region going to look like fifty years from now? It's going to be here. If the vision that I hear discussed about its becoming the city of

the Pacific Rim, just think of the hundreds of millions of people who are living on that Pacific Rim and how many of them want to come to Los Angeles. How are we going to assimilate all those people into this area? What is it going to be like a hundred years from now, or two hundred? That's not a long period. We've been here--we were a little village two hundred years ago. So we had better have the best planning we can buy. And I think we had better have visionaries who can look ahead and at least call attention to the things that are happening. Where are we going to get the parks that we need? The playgrounds we need for all these children and for all the other things that we need. It's an exciting period. I'd like to be in on it. That's it.

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