

**The
DEATH
and LIFE of
GREAT
AMERICAN
CITIES**

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"Until lately the best thing that I was able to think of in favor of civilization, apart from blind acceptance of the order of the universe, was that it made possible the artist, the poet, the philosopher, and the man of science. But I think that is not the greatest thing. Now I believe that the greatest thing is a matter that comes directly home to us all. When it is said that we are too much occupied with the means of living to live, I answer that the chief worth of civilization is just that it makes the means of living more complex; that it calls for great and combined intellectual efforts, instead of simple, uncoordinated ones, in order that the crowd may be fed and clothed and housed and moved from place to place. Because more complex and intense intellectual efforts mean a fuller and richer life. They mean more life. Life is an end in itself, and the only question as to whether it is worth living is whether you have enough of it.

"I will add but a word. We are all very near despair. The sheathing that floats us over its waves is compounded of hope, faith in the unexplainable worth and sure issue of effort, and the deep, sub-conscious content which comes from the exercise of our powers."

OLIVER WENDELL HOLMES, JR

1 Introduction

This book is an attack on current city planning and rebuilding. It is also, and mostly, an attempt to introduce new principles of city planning and rebuilding, different and even opposite from those now taught in everything from schools of architecture and planning to the Sunday supplements and women's magazines. My attack is not based on quibbles about rebuilding methods or hair-splitting about fashions in design. It is an attack, rather, on the principles and aims that have shaped modern, orthodox city planning and rebuilding.

In setting forth different principles, I shall mainly be writing about common, ordinary things: for instance, what kinds of city streets are safe and what kinds are not; why some city parks are marvelous and others are vice traps and death traps; why some slums stay slums and other slums regenerate themselves even against financial and official opposition; what makes downtowns shift their centers; what, if anything, is a city neighborhood, and

what jobs, if any, neighborhoods in great cities do. In short, I shall be writing about how cities work in real life, because this is the only way to learn what principles of planning and what practices in rebuilding can promote social and economic vitality in cities, and what practices and principles will deaden these attributes.

There is a wistful myth that if only we had enough money to spend—the figure is usually put at a hundred billion dollars—we could wipe out all our slums in ten years, reverse decay in the great, dull, gray belts that were yesterday's and day-before-yesterday's suburbs, anchor the wandering middle class and its wandering tax money, and perhaps even solve the traffic problem.

But look what we have built with the first several billions: Low-income projects that become worse centers of delinquency, vandalism and general social hopelessness than the slums they were supposed to replace. Middle-income housing projects which are truly marvels of dullness and regimentation, sealed against any buoyancy or vitality of city life. Luxury housing projects that mitigate their inanity, or try to, with a vapid vulgarity. Cultural centers that are unable to support a good bookstore. Civic centers that are avoided by everyone but bums, who have fewer choices of loitering place than others. Commercial centers that are luster imitations of standardized suburban chain-store shopping. Promenades that go from no place to nowhere and have no promoters. Expressways that eviscerate great cities. This is not the rebuilding of cities. This is the sacking of cities.

Under the surface, these accomplishments prove even poorer than their poor pretenses. They seldom aid the city areas around them, as in theory they are supposed to. These amputated areas typically develop galloping gangrene. To house people in this planned fashion, price tags are fastened on the population, and each sorted-out chunk of price-tagged populace lives in growing suspicion and tension against the surrounding city. When two or more such hostile islands are juxtaposed the result is called "a balanced neighborhood." Monopolistic shopping centers and monumental cultural centers cloak, under the public relations hoo-haw, the subtraction of commerce, and of culture too, from the intimate and casual life of cities.

That such wonders may be accomplished, people who get marked with the planners' hex signs are pushed about, expropriated, and uprooted much as if they were the subjects of a conquering power. Thousands upon thousands of small businesses are destroyed, and their proprietors ruined, with hardly a gesture at compensation. Whole communities are torn apart and sown to the winds, with a reaping of cynicism, resentment and despair that must be heard and seen to be believed. A group of clergymen in Chicago, appalled at the fruits of planned city rebuilding there, asked,

Could Job have been thinking of Chicago when he wrote:

Here are men that alter their neighbor's landmark . . . shoulder the poor aside, conspire to oppress the friendless.

Reap they the field that is none of theirs, strip they the vineyard wrongfully seized from its owner . . .

A cry goes up from the city streets, where wounded men lie groaning . . .

If so, he was also thinking of New York, Philadelphia, Boston, Washington, St. Louis, San Francisco and a number of other places. The economic rationale of current city rebuilding is a hoax. The economics of city rebuilding do not rest soundly on reasoned investment of public tax subsidies, as urban renewal theory proclaims, but also on vast, involuntary subsidies wrung out of helpless site victims. And the increased tax returns from such sites, accruing to the cities as a result of this "investment," are a mirage, a pitiful gesture against the ever increasing sums of public money needed to combat disintegration and instability that flow from the cruelly shaken-up city. The means to planned city rebuilding are as deplorable as the ends.

Meantime, all the art and science of city planning are helpless to stem decay—and the spiritlessness that precedes decay—in ever more massive swatches of cities. Nor can this decay be laid, reassuringly, to lack of opportunity to apply the arts of planning. It seems to matter little whether they are applied or not. Consider the Morningside Heights area in New York City. According to

planning theory it should not be in trouble at all, for it enjoys a great abundance of parkland, campus, playground and other open spaces. It has plenty of grass. It occupies high and pleasant ground with magnificent river views. It is a famous educational center with splendid institutions—Columbia University, Union Theological Seminary, the Juilliard School of Music, and half a dozen others of eminent respectability. It is the beneficiary of good hospitals and churches. It has no industries. Its streets are zoned in the main against "incompatible uses" intruding into the preserves for solidly constructed, roomy, middle- and upper-class apartments. Yet by the early 1950's Morningside Heights was becoming a slum so swiftly, the surly kind of slum in which people fear to walk the streets, that the situation posed a crisis for the institutions. They and the planning arms of the city government got together, applied more planning theory, wiped out the most run-down part of the area and built in its stead a middle-income cooperative project complete with shopping center, and a public housing project, all interspersed with air, light, sunshine and landscaping. This was hailed as a great demonstration in city saving.

After that, Morningside Heights went downhill even faster.

Nor is this an unfair or irrelevant example. In city after city, precisely the wrong areas, in the light of planning theory, are decaying. Less noticed, but equally significant, in city after city the wrong areas, in the light of planning theory, are refusing to decay.

Cities are an immense laboratory of trial and error, failure and success, in city building and city design. This is the laboratory in which city planning should have been learning and forming and testing its theories. Instead the practitioners and teachers of this discipline (if such it can be called) have ignored the study of success and failure in real life, have been incurious about the reasons for unexpected success, and are guided instead by principles derived from the behavior and appearance of towns, suburbs, tuberculosis sanatoria, fairs, and imaginary dream cities—from anything but cities themselves.

If it appears that the rebuilt portions of cities and the endless new developments spreading beyond the cities are reducing city

and countryside alike to a monotonous, un nourishing gruel, this is not strange. It all comes, first-, second-, third- or fourth-hand, out of the same intellectual dish of mush, a mush in which the qualities, necessities, advantages and behavior of great cities have been utterly confused with the qualities, necessities, advantages and behavior of other and more inert types of settlements.

There is nothing economically or socially inevitable about either the decay of old cities or the fresh-minted decadence of the new urban urbanization. On the contrary, no other aspect of our economy and society has been more purposefully manipulated for a full quarter of a century to achieve precisely what we are getting. Extraordinary governmental financial incentives have been required to achieve this degree of monotony, sterility and vulgarity. Decades of preaching, writing and exhorting by experts have gone into convincing us and our legislators that mush like this must be good for us, as long as it comes bedded with grass.

Automobiles are often conveniently tagged as the villains responsible for the ills of cities and the disappointments and facilities of city planning. But the destructive effects of automobiles are much less a cause than a symptom of our incompetence at city building. Of course planners, including the highwaymen with fabulous sums of money and enormous powers at their disposal, are at a loss to make automobiles and cities compatible with one another. They do not know what to do with automobiles in cities because they do not know how to plan for workable and vital cities anyhow—with or without automobiles.

The simple needs of automobiles are more easily understood and satisfied than the complex needs of cities, and a growing number of planners and designers have come to believe that if they can only solve the problems of traffic, they will thereby have solved the major problem of cities. Cities have much more intricate economic and social concerns than automobile traffic. How can you know what to try with traffic until you know how the city itself works, and what else it needs to do with its streets? You can't.

It may be that we have become so feckless as a people that we no longer care how things do work, but only what kind of quick,

easy outer impression they give. If so, there is little hope for our cities or probably for much else in our society. But I do not think this is so.

Specifically, in the case of planning for cities, it is clear that a large number of good and earnest people do care deeply about building and renewing. Despite some corruption, and considerable greed for the other man's vineyard, the intentions going into the messes we make are, on the whole, exemplary. Planners, architects of city design, and those they have led along with them in their beliefs are not consciously disdainful of the importance of knowing how things work. On the contrary, they have gone to great pains to learn what the saints and sages of modern orthodox planning have said about how cities *ought* to work and what *ought* to be good for people and businesses in them. They take this with such devotion that when contradictory reality intrudes, threatening to shatter their dearly won learning, they must strug reality aside.

Consider, for example, the orthodox planning reaction to a district called the North End in Boston.* This is an old, low-rent area merging into the heavy industry of the waterfront, and it is officially considered Boston's worst slum and civic shame. It embodies attributes which all enlightened people know are evil because so many wise men have said they are evil. Not only is the North End bumped right up against industry, but worse still it has all kinds of working places and commerce mingled in the greatest complexity with its residences. It has the highest concentration of dwelling units, on the land that is used for dwelling units, of any part of Boston, and indeed one of the highest concentrations to be found in any American city. It has little parkland. Children play in the streets. Instead of super-blocks, or even decently large blocks, it has very small blocks; in planning parlance it is "badly cut up with wasteful streets." Its buildings are old. Everything conceivable is presumably wrong with the North End. In orthodox planning terms, it is a three-dimensional textbook of "megalopolis" in the last stages of depravity. The North End is thus a recurring assignment for M.I.T. and Harvard

* Please remember the North End. I shall refer to it frequently in this book.

planning and architectural students, who now and again pursue, under the guidance of their teachers, the paper exercise of converting it into super-blocks and park promenades, wiping away its nonconforming uses, transforming it to an ideal of order and gentility so simple it could be engraved on the head of a pin.

Twenty years ago, when I first happened to see the North End, its buildings—town houses of different kinds and sizes converted to flats, and four- or five-story tenements built to house the flood of immigrants first from Ireland, then from Eastern Europe and finally from Sicily—were badly overcrowded, and the general effect was of a district taking a terrible physical beating and certainly desperately poor.

When I saw the North End again in 1959, I was amazed at the change. Dozens and dozens of buildings had been rehabilitated. Instead of mattresses against the windows there were Venetian blinds and glimpses of fresh paint. Many of the small, converted houses now had only one or two families in them instead of the old crowded three or four. Some of the families in the tenements (as I learned later, visiting inside) had uncrowded themselves by throwing two older apartments together, and had equipped these with bathrooms, new kitchens and the like. I looked down a narrow alley, thinking to find at least here the old, squalid North End, but no: more neatly repointed brickwork, new blinds, and a burst of music as a door opened. Indeed, this was the only city district I had ever seen—or have seen to this day—in which the sides of buildings around parking lots had not been left raw and amputated, but repaired and painted as neatly as if they were intended to be seen. Mingled all among the buildings for living were an incredible number of splendid food stores, as well as such enterprises as upholstery making, metal working, carpentry, food processing. The streets were alive with children playing, people shopping, people strolling, people talking. Had it not been a cold January day, there would surely have been people sitting.

The general street atmosphere of buoyancy, friendliness and good health was so infectious that I began asking directions of people just for the fun of getting in on some talk. I had seen a lot of Boston in the past couple of days, most of it sorely distressing, and this struck me, with relief, as the healthiest place in the

city. But I could not imagine where the money had come from for the rehabilitation, because it is almost impossible today to get any appreciable mortgage money in districts of American cities that are not either high-rent, or else imitations of suburbs. To find out, I went into a bar and restaurant (where an animated conversation about fishing was in progress) and called a Boston planner I know.

"Why in the world are you down in the North End?" he said. "Money? Why, no money or work has gone into the North End. Nothing's going on down there. Eventually, yes, but not yet. That's a slum!"

"It doesn't seem like a slum to me," I said.

"Why, that's the worst slum in the city. It has two hundred and seventy-five dwelling units to the net acre! I hate to admit we have anything like that in Boston, but it's a fact."

"Do you have any other figures on it?" I asked.

"Yes, funny thing. It has among the lowest delinquency, disease and infant mortality rates in the city. It also has the lowest ratio of rent to income in the city. Boy, are those people getting bargains. Let's see . . . the child population is just about average for the city, on the nose. The death rate is low, 8.8 per thousand, against the average city rate of 11.2. The TB death rate is very low, less than 1 per ten thousand, can't understand it, it's lower even than Brookline's. In the old days the North End used to be the city's worst spot for tuberculosis, but all that has changed. Well, they must be strong people. Of course it's a terrible slum."

"You should have more slums like this," I said. "Don't tell me there are plans to wipe this out. You ought to be down here learning as much as you can from it."

"I know how you feel," he said. "I often go down there myself just to walk around the streets and feel that wonderful, cheerful street life. Say, what you ought to do, you ought to come back and go down in the summer if you think it's fun now. You'd be crazy about it in summer. But of course we have to rebuild it eventually. We've got to get those people off the streets."

Here was a curious thing. My friend's instincts told him the North End was a good place, and his social statistics confirmed it. But everything he had learned as a physical planner about what is

good for people and good for city neighborhoods, everything that made him an expert, told him the North End had to be a bad place.

The leading Boston savings banker, "a man 'way up there in the power structure," to whom my friend referred me for my inquiry about the money, confirmed what I learned, in the meantime, from people in the North End. The money had not come through the grace of the great American banking system, which now knows enough about planning to know a slum as well as the planners do. "No sense in lending money into the North End," the banker said. "It's a slum! It's still getting some immigrants! Furthermore, back in the Depression it had a very large number of foreclosures; bad record." (I had heard about this too, in the meantime, and how families had worked and pooled their resources to buy back some of those foreclosed buildings.)

The largest mortgage loans that had been fed into this district of some 15,000 people in the quarter-century since the Great Depression were for \$3,000, the banker told me, "and very, very few of those." There had been some others for \$1,000 and for \$2,000. The rehabilitation work had been almost entirely financed by business and housing earnings within the district, plowed back in, and by skilled work bartered among residents and relatives of residents.

By this time I knew that this inability to borrow for improvement was a galling worry to North Enders, and that furthermore some North Enders were worried because it seemed impossible to get new building in the area except at the price of seeing themselves and their community wiped out in the fashion of the students' dreams of a city Eden, a fate which they knew was not academic because it had already smashed completely a socially similar—although physically more spacious—nearby district called the West End. They were worried because they were aware also that patch and fix with nothing else could not do forever. "Any chance of loans for new construction in the North End?" I asked the banker.

"No, absolutely not!" he said, sounding impatient at my denseness. "That's a slum!"

Bankers, like planners, have theories about cities on which they

act. They have gotten their theories from the same intellectual sources as the planners. Bankers and government administrative officials who guarantee mortgages do not invent planning theories nor, surprisingly, even economic doctrine about cities. They are enlightened nowadays, and they pick up their ideas from idealists, a generation late. Since theoretical city planning has embraced no major new ideas for considerably more than a generation, theoretical planners, financiers and bureaucrats are all just about even today.

And to put it bluntly, they are all in the same stage of elaborately learned superstition as medical science was early in the last century, when physicians put their faith in bloodletting, to draw out the evil humors which were believed to cause disease. With bloodletting, it took years of learning to know precisely which veins, by what rituals, were to be opened for what symptoms. A superstructure of technical complication was erected in such detail that the literature still sounds almost plausible. However, because people, even when they are thoroughly enmeshed in descriptions of reality which are at variance with reality, are still seldom devoid of the powers of observation and independent thought, the science of bloodletting, over most of its long sway, appears usually to have been tempered with a certain amount of common sense. Or it was tempered until it reached its highest peaks of technique in, of all places, the young United States. Bloodletting went wild here. It had an enormously influential proponent in Dr. Benjamin Rush, still revered as the greatest statesman-physician of our revolutionary and federal periods, and a genius of medical administration. Dr. Rush Got Things Done. Among the things he got done, some of them good and useful, were to develop, practice, teach and spread the custom of bloodletting in cases where prudence or mercy had heretofore restrained its use. He and his students drained the blood of very young children, of consumptives, of the greatly aged, of almost anyone unfortunate enough to be sick in his realms of influence. His extreme practices aroused the alarm and horror of European bloodletting physicians. And yet as late as 1851, a committee appointed by the State Legislature of New York solemnly defended the thoroughgoing use of bloodletting. It scathingly ridiculed and

censured a physician, William Turner, who had the temerity to write a pamphlet criticizing Dr. Rush's doctrines and calling "the practice of taking blood in diseases contrary to common sense, to general experience, to enlightened reason and to the manifest laws of the divine Providence." Sick people needed fortifying, not draining, said Dr. Turner, and he was squelched.

Medical analogies, applied to social organisms, are apt to be far-fetched, and there is no point in mistaking mammalian chemistry for what occurs in a city. But analogies as to what goes on in the brains of earnest and learned men, dealing with complex phenomena they do not understand at all and trying to make do with a pseudoscience, do have point. As in the pseudoscience of bloodletting, just so in the pseudoscience of city rebuilding and planning, years of learning and a plethora of subtle and complicated dogma have arisen on a foundation of nonsense. The tools of technique have steadily been perfected. Naturally, in time, forceful and able men, admired administrators, having swallowed the initial fallacies and having been provisioned with tools and with public confidence, go on logically to the greatest destructive excesses, which prudence or mercy might previously have forbade. Bloodletting could heal only by accident or insofar as it broke the rules, until the time when it was abandoned in favor of the hard, complex business of assembling, using and testing, bit by bit, true descriptions of reality drawn not from how it ought to be, but from how it is. The pseudoscience of city planning and its companion, the art of city design, have not yet broken with the spacious comfort of wishes, familiar superstitions, oversimplifications, and symbols, and have not yet embarked upon the adventure of probing the real world.

So in this book we shall start, if only in a small way, adventuring in the real world, ourselves. The way to get at what goes on in the seemingly mysterious and perverse behavior of cities is, I think, to look closely, and with as little previous expectation as is possible, at the most ordinary scenes and events, and attempt to see what they mean and whether any threads of principle emerge among them. This is what I try to do in the first part of this book.

One principle emerges so ubiquitously, and in so many and such complex different forms, that I turn my attention to its nature in the second part of this book, a part which becomes the heart of my argument. This ubiquitous principle is the need of cities for a most intricate and close-grained diversity of uses that give each other constant mutual support, both economically and socially. The components of this diversity can differ enormously, but they must supplement each other in certain concrete ways.

I think that unsuccessful city areas are areas which lack this kind of intricate mutual support, and that the science of city planning and the art of city design, in real life for real cities, must become the science and art of catalyzing and nourishing these close-grained working relationships. I think, from the evidence I can find, that there are four primary conditions required for generating useful great city diversity, and that by deliberately inducing these four conditions, planning can induce city vitality (something that the plans of planners alone, and the designs of designers alone, can never achieve). While Part I is principally about the social behavior of people in cities, and is necessary for understanding what follows, Part II is principally about the economic behavior of cities and is the most important part of this book.

Cities are fantastically dynamic places, and this is strikingly true of their successful parts, which offer a fertile ground for the plans of thousands of people. In the third part of this book, I examine some aspects of decay and regeneration, in the light of how cities are used, and how they and their people behave, in real life.

The last part of the book suggests changes in housing, traffic, design, planning and administrative practices, and discusses, finally, the *kind* of problem which cities pose—a problem in handling organized complexity.

The look of things and the way they work are inextricably bound together, and in no place more so than cities. But people who are interested only in how a city "ought" to look and uninterested in how it works will be disappointed by this book. It is futile to plan a city's appearance, or speculate on how to endow it with a pleasing appearance of order, without knowing what sort of innate, functioning order it has. To seek for the look of things

as a primary purpose or as the main drama is apt to make nothing but trouble.

In New York's East Harlem there is a housing project with a conspicuous rectangular lawn which became an object of hatred to the project tenants. A social worker frequently at the project was astonished by how often the subject of the lawn came up, usually gratuitously as far as she could see, and how much the tenants despised it and urged that it be done away with. When she asked why, the usual answer was, "What good is it?" or "Who wants it?" Finally one day a tenant more articulate than the others made this pronouncement: "Nobody cared what we wanted when they built this place. They threw our houses down and pushed us here and pushed our friends somewhere else. We don't have a place around here to get a cup of coffee or a newspaper even, or borrow fifty cents. Nobody cared what we need. But the big men come and look at that grass and say, 'Isn't it wonderful! Now the poor have everything!'"

This tenant was saying what moralists have said for thousands of years: Handsome is as handsome does. All that glitters is not gold.

She was saying more: There is a quality even meaner than outright ugliness or disorder, and this meaner quality is the dishonest mask of pretended order, achieved by ignoring or suppressing the real order that is struggling to exist and to be served.

In trying to explain the underlying order of cities, I use a preponderance of examples from New York because that is where I live. But most of the basic ideas in this book come from things I first noticed or was told in other cities. For example, my first inking about the powerful effects of certain kinds of functional mixtures in the city came from Pittsburgh, my first speculations about street safety from Philadelphia and Baltimore, my first notions about the meanderings of downtown from Boston, my first clues to the unmaking of slums from Chicago. Most of the material for these musings was at my own front door, but perhaps it is easiest to see things first where you don't take them for granted. The basic idea, to try to begin understanding the intricate social and economic order under the seeming disorder of cities, was not my

idea at all, but that of William Kirk, head worker of Union Settlement in East Harlem, New York, who, by showing me East Harlem, showed me a way of seeing other neighborhoods, and downtowns too. In every case, I have tried to test out what I saw or heard in one city or neighborhood against others, to find how relevant each city's or each place's lessons might be outside its own special case.

I have concentrated on great cities, and on their inner areas, because this is the problem that has been most consistently evaded in planning theory. I think this may also have somewhat wider usefulness as time passes, because many of the parts of today's cities in the worst, and apparently most baffling, trouble were suburbs or dignified, quiet residential areas not too long ago; eventually many of today's brand-new suburbs or semisuburbs are going to be engulfed in cities and will succeed or fail in that condition depending on whether they can adapt to functioning successfully as city districts. Also, to be frank, I like dense cities best and care about them most.

But I hope no reader will try to transfer my observations into guides as to what goes on in towns, or little cities, or in suburbs which still are suburban. Towns, suburbs and even little cities are totally different organisms from great cities. We are in enough trouble already from trying to understand big cities in terms of the behavior, and the imagined behavior, of towns. To try to understand towns in terms of big cities will only compound confusion.

I hope any reader of this book will constantly and skeptically test what I say against his own knowledge of cities and their behavior. If I have been inaccurate in observations or mistaken in inferences and conclusions, I hope these faults will be quickly corrected. The point is, we need desperately to learn and to apply as much knowledge that is true and useful about cities as fast as possible.

I have been making unkind remarks about orthodox city planning theory, and shall make more as occasion arises to do so. By now, these orthodox ideas are part of our folklore. They harm us because we take them for granted. To show how we got them,

and how little they are to the point, I shall give a quick outline here of the most influential ideas that have contributed to the varieties of orthodox modern city planning and city architectural design.*

The most important thread of influence starts, more or less, with Ebenezer Howard, an English court reporter for whom planning was an avocation. Howard looked at the living conditions of the poor in late-nineteenth-century London, and justifiably did not like what he smelled or saw or heard. He not only hated the wrongs and mistakes of the city, he hated the city and thought it an outright evil and an affront to nature that so many people should get themselves into an agglomeration. His prescription for saving the people was to do the city in.

The program he proposed, in 1898, was to halt the growth of London and also repopulate the countryside, where villages were declining, by building a new kind of town—the Garden City, where the city poor might again live close to nature. So they might earn their livings, industry was to be set up in the Garden City, for while Howard was not planning cities, he was not planning dormitory suburbs either. His aim was the creation of self-sufficient small towns, really very nice towns if you were docile and had no plans of your own and did not mind spending your life among others with no plans of their own. As in all Utopias, the right to have plans of any significance belonged only to the planners in charge. The Garden City was to be encircled with a belt of agriculture. Industry was to be in its planned preserves; schools, housing and greens in planned living preserves; and in the center were to be commercial, club and cultural places, held in

* Readers who would like a fuller account, and a sympathetic account which mine is not, should go to the sources, which are very interesting, especially: *Garden Cities of Tomorrow*, by Ebenezer Howard; *The Culture of Cities*, by Lewis Mumford; *Cities in Evolution*, by Sir Patrick Geddes; *Modern Housing*, by Catherine Bauer; *Toward New Towns for America*, by Clarence Stein; *Nothing Gained by Overcrowding*, by Sir Raymond Unwin; and *The City of Tomorrow and Its Planning*, by Le Corbusier. The best short survey I know of is the group of excerpts under the title "Assumptions and Goals of City Planning," contained in *Land-Use Planning, A Casebook on the Use, Misuse and Re-use of Urban Land*, by Charles M. Haar.

common. The town and green belt, in their totality, were to be permanently controlled by the public authority under which the town was developed, to prevent speculation or supposedly irrational changes in land use and also to do away with temptations to increase its density—in brief, to prevent it from ever becoming a city. The maximum population was to be held to thirty thousand people.

Nathan Glazer has summed up the vision well in *Architectural Forum*: "The image was the English country town—with the manor house and its park replaced by a community center, and with some factories hidden behind a screen of trees, to supply work."

The closest American equivalent would probably be the model company town, with profit-sharing, and with the Parent-Teacher Associations in charge of the routine, custodial political life. For Howard was envisioning not simply a new physical environment and social life, but a paternalistic political and economic society.

Nevertheless, as Glazer has pointed out, the Garden City was "conceived as an alternative to the city, and as a solution to city problems; this was, and is still, the foundation of its immense power as a planning idea." Howard managed to get two garden cities built, Letchworth and Welwyn, and of course England and Sweden have, since the Second World War, built a number of satellite towns based on Garden City principles. In the United States, the suburb of Radburn, N.J., and the depression-built, government-sponsored Green Belt towns (actually suburbs) were all incomplete modifications on the idea. But Howard's influence in the literal, or reasonably literal, acceptance of his program was nothing compared to his influence on conceptions underlying all American city planning today. City planners and designers with no interest in the Garden City, as such, are still thoroughly governed intellectually by its underlying principles.

Howard set spinning powerful and city-destroying ideas: He conceived that the way to deal with the city's functions was to sort and sift out of the whole certain simple uses, and to arrange each of these in relative self-containment. He focused on the provision of wholesome housing as the central problem, to which everything else was subsidiary; furthermore he defined whole-

some housing in terms only of suburban physical qualities and small-town social qualities. He conceived of commerce in terms of routine, standardized supply of goods, and as serving a self-limited market. He conceived of good planning as a series of static acts; in each case the plan must anticipate all that is needed and be protected, after it is built, against any but the most minor subsequent changes. He conceived of planning also as essentially paternalistic, if not authoritarian. He was uninterested in the aspects of the city which could not be abstracted to serve his Utopia. In particular, he simply wrote off the intricate, many-faceted, cultural life of the metropolis. He was uninterested in such problems as the way great cities police themselves, or exchange ideas, or operate politically, or invent new economic arrangements, and he was oblivious to devising ways to strengthen these functions because, after all, he was not designing for this kind of life in any case.

Both in his preoccupations and in his omissions, Howard made sense in his own terms but none in terms of city planning. Yet virtually all modern city planning has been adapted from, and embroidered on, this silly substance.

Howard's influence on American city planning converged on the city from two directions: from town and regional planners on the one hand, and from architects on the other. Along the avenue of planning, Sir Patrick Geddes, a Scots biologist and philosopher, saw the Garden City idea not as a fortuitous way to absorb population growth otherwise destined for a great city, but as the starting point of a much grander and more encompassing pattern. He thought of the planning of cities in terms of the planning of whole regions. Under regional planning, garden cities would be rationally distributed throughout large territories, dovetailing into natural resources, balanced against agriculture and woodland, forming one far-flung logical whole.

Howard's and Geddes' ideas were enthusiastically adopted in America during the 1920's, and developed further by a group of extraordinarily effective and dedicated people—among them Lewis Mumford, Clarence Stein, the late Henry Wright, and Catherine Bauer. While they thought of themselves as regional planners, Catherine Bauer has more recently called this group the

"Decentrists," and this name is more apt, for the primary result of regional planning, as they saw it, would be to decentralize great cities, thin them out, and disperse their enterprises and populations into smaller, separated cities or, better yet, towns. At the time, it appeared that the American population was both aging and leveling off in numbers, and the problem appeared to be not one of accommodating a rapidly growing population, but simply of redistributing a static population.

As with Howard himself, this group's influence was less in getting literal acceptance of its program—that got nowhere—than in influencing city planning and legislation affecting housing and housing finance. Model housing schemes by Stein and Wright, built mainly in suburban settings or at the fringes of cities, together with the writings and the diagrams, sketches and photographs presented by Mumford and Bauer, demonstrated and popularized ideas such as these, which are now taken for granted in orthodox planning: The street is bad as an environment for humans; houses should be turned away from it and faced inward, toward sheltered greens. Frequent streets are wasteful, of advantage only to real estate speculators who measure value by the front foot. The basic unit of city design is not the street, but the block and more particularly the super-block. Commerce should be segregated from residences and greens. A neighborhood's demand for goods should be calculated "scientifically," and this much and no more commercial space allocated. The presence of many other people is, at best, a necessary evil, and good city planning must aim for at least an illusion of isolation and suburban privacy. The Decentrists also pounded in Howard's premises that the planned community must be islanded off as a self-contained unit, that it must resist future change, and that every significant detail must be controlled by the planners from the start and then struck to. In short, good planning was project planning.

To reinforce and dramatize the necessity for the new order of things, the Decentrists hammered away at the bad old city. They were incurious about successes in great cities. They were interested only in failures. All was failure. A book like Mumford's *The Culture of Cities* was largely a morbid and biased catalog of ills. The great city was Megalopolis, Tyrannopolis, Nekropolis,

a monstrosity, a tyranny, a living death. It must go. New York's midtown was "solidified chaos" (Mumford). The shape and appearance of cities was nothing but "a chaotic accident . . . the summation of the haphazard, antagonistic whims of many self-centered, ill-advised individuals" (Stein). The centers of cities amounted to "a foreground of noise, dirt, beggars, souvenirs and shrill competitive advertising" (Bauer).

How could anything so bad be worth the attempt to understand it? The Decentrists' analyses, the architectural and housing designs which were companions and offshoots of these analyses, the national housing and home financing legislation so directly influenced by the new vision—none of these had anything to do with understanding cities, or fostering successful large cities, nor were they intended to. They were reasons and means for jettisoning cities, and the Decentrists were frank about this.

But in the schools of planning and architecture, and in Congress, state legislatures and city halls too, the Decentrists' ideas were gradually accepted as basic guides for dealing constructively with big cities themselves. This is the most amazing event in the whole sorry tale: that finally people who sincerely wanted to strengthen great cities should adopt recipes frankly devised for undermining their economies and killing them.

The man with the most dramatic idea of how to get all this anti-city planning right into the citadels of iniquity themselves was the European architect Le Corbusier. He devised in the 1920's a dream city which he called the Radiant City, composed not of the low buildings beloved of the Decentrists, but instead mainly of skyscrapers within a park. "Suppose we are entering the city by way of the Great Park," Le Corbusier wrote. "Our fast car takes the special elevated motor track between the majestic skyscrapers: as we approach nearer, there is seen the repetition against the sky of the twenty-four skyscrapers; to our left and right on the outskirts of each particular area are the municipal and administrative buildings; and enclosing the space are the museums and university buildings. The whole city is a Park." In Le Corbusier's vertical city the common run of mankind was to be housed at 1,200 inhabitants to the acre, a fantastically high city density indeed, but because of building up so high, 95 percent

of the ground could remain open. The skyscrapers would occupy only 5 percent of the ground. The high-income people would be in lower, luxury housing around courts, with 85 percent of their ground left open. Here and there would be restaurants and theaters.

Le Corbusier was planning not only a physical environment. He was planning for a social Utopia too. Le Corbusier's Utopia was a condition of what he called maximum individual liberty, by which he seems to have meant not liberty to do anything much, but liberty from ordinary responsibility. In his Radiant City nobody, presumably, was going to have to be his brother's keeper any more. Nobody was going to have to struggle with plans of his own. Nobody was going to be tied down.

The Decentrists and other loyal advocates of the Garden City were aghast at Le Corbusier's city of towers in the park, and still are. Their reaction to it was, and remains, much like that of progressive nursery school teachers confronting an utterly institutional orphanage. And yet, ironically, the Radiant City comes directly out of the Garden City. Le Corbusier accepted the Garden City's fundamental image, superficially at least, and worked to make it practical for high densities. He described his creation as the Garden City made attainable. "The garden city is a will-o'-the-wisp," he wrote. "Nature melts under the invasion of roads and houses and the promised seclusion becomes a crowded settlement . . . The solution will be found in the 'vertical garden city.'"

In another sense too, in its relatively easy public reception, Le Corbusier's Radiant City depended upon the Garden City. The Garden City planners and their ever increasing following among housing reformers, students and architects were indefatigably popularizing the ideas of the super-block, the project neighborhood, the unchangeable plan, and grass, grass, grass; what is more they were successfully establishing such attributes as the hallmarks of humane, socially responsible, functional, high-minded planning. Le Corbusier really did not have to justify his vision in either humane or city-functional terms. If the great object of city planning was that Christopher Robin might go hoppeety-hoppeety on the grass, what was wrong with Le Corbusier? The Decen-

trists' cries of institutionalization, mechanization, depersonalization seemed to others foolishly sectarian.

Le Corbusier's dream city has had an immense impact on our cities. It was hailed deliriously by architects, and has gradually been embodied in scores of projects, ranging from low-income public housing to office building projects. Aside from making at least the superficial Garden City principles superficially practicable in dense city, Le Corbusier's dream contained other marvels. He attempted to make planning for the automobile an integral part of his scheme, and this was, in the 1920's and early 1930's, a new, exciting idea. He included great arterial roads for express one-way traffic. He cut the number of streets because "cross-roads are an enemy to traffic." He proposed underground streets for heavy vehicles and deliveries, and of course like the Garden City planners he kept the pedestrians off the streets and in the parks. His city was like a wonderful mechanical toy. Furthermore, his conception, as an architectural work, had a dazzling clarity, simplicity and harmony. It was so orderly, so visible, so easy to understand. It said everything in a flash, like a good advertisement. This vision and its bold symbolism have been all but irresistible to planners, housers, designers, and to developers, lenders and mayors too. It exerts a great pull on "progressive" zoners, who write rules calculated to encourage nonproject builders to reflect, if only a little, the dream. No matter how vulgarized or clumsy the design, how dreary and useless the open space, how dull the close-up view, an imitation of Le Corbusier shouts "Look what I made!" Like a great, visible ego it tells of someone's achievement. But as to how the city works, it tells, like the Garden City, nothing but lies.

Although the Decentrists, with their devotion to the ideal of a cozy town life, have never made peace with the Le Corbusier vision, most of their disciples have. Virtually all sophisticated city designers today combine the two conceptions in various permutations. The rebuilding technique variously known as "selective removal" or "spot renewal" or "renewal planning" or "planned conservation"—meaning that total clearance of a run-down area is avoided—is largely the trick of seeing how many old buildings can be left standing and the area still converted into a pass-

able version of Radiant Garden City. Zoners, highway planners, legislators, land-use planners, and parks and playground planners—none of whom live in an ideological vacuum—constantly use, as fixed points of reference, these two powerful visions and the more sophisticated merged vision. They may wander from the visions, they may compromise, they may vulgarize, but these are the points of departure.

We shall look briefly at one other, less important, line of ancestry in orthodox planning. This one begins more or less with the great Columbian Exposition in Chicago in 1893, just about the same time that Howard was formulating his Garden City ideas. The Chicago fair snubbed the exciting modern architecture which had begun to emerge in Chicago and instead dramatized a retrogressive imitation Renaissance style. One heavy, grandiose monument after another was arrayed in the exposition park, like frosted pastries on a tray, in a sort of squat, decorated forecast of Le Corbusier's later repetitive ranks of towers in a park. This orgiastic assemblage of the rich and monumental captured the imagination of both planners and public. It gave impetus to a movement called the City Beautiful, and indeed the planning of the exposition was dominated by the man who became the leading City Beautiful planner, Daniel Burnham of Chicago.

The aim of the City Beautiful was the City Monumental. Great schemes were drawn up for systems of baroque boulevards, which mainly came to nothing. What did come out of the movement was the Center Monumental, modeled on the fair. City after city built its civic center or its cultural center. These buildings were arranged along a boulevard as at Benjamin Franklin Parkway in Philadelphia, or along a mall like the Government Center in Cleveland, or were bordered by park, like the Civic Center at St. Louis, or were interspersed with park, like the Civic Center at San Francisco. However they were arranged, the important point was that the monuments had been sorted out from the rest of the city, and assembled into the grandest effect thought possible, the whole being treated as a complete unit, in a separate and well-defined way.

People were proud of them, but the centers were not a success. For one thing, invariably the ordinary city around them ran

down instead of being uplifted, and they always acquired an incongruous rim of ratty tattoo parlors and second-hand-clothing stores, or else just nondescript, dispirited decay. For another, people stayed away from them to a remarkable degree. Somehow, when the fair became part of the city, it did not work like the fair.

The architecture of the City Beautiful centers went out of style. But the idea behind the centers was not questioned, and it has never had more force than it does today. The idea of sorting out certain cultural or public functions and decontaminating their relationship with the workaday city dovetailed nicely with the Garden City teachings. The conceptions have harmoniously merged, much as the Garden City and the Radiant City merged, into a sort of Radiant Garden City Beautiful, such as the immense Lincoln Square project for New York, in which a monumental City Beautiful cultural center is one among a series of adjoining Radiant City and Radiant Garden City housing, shopping and campus centers.

And by analogy, the principles of sorting out—and of bringing order by repression of all plans but the planners'—have been easily extended to all manner of city functions, until today a land-use master plan for a big city is largely a matter of proposed placement, often in relation to transportation, of many series of decontaminated sortings.

From beginning to end, from Howard and Burnham to the latest amendment on urban-renewal law, the entire concoction is irrelevant to the workings of cities. Unstudied, unrespected, cities have served as sacrificial victims.