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The uses of sidewalks: safety

Streets in cities serve many purposes besides carrying vehicles, and city sidewalks—the pedestrian parts of the streets—serve many purposes besides carrying pedestrians. These uses are bound up with circulation but are not identical with it and in their own right they are at least as basic as circulation to the proper workings of cities.

A city sidewalk by itself is nothing. It is an abstraction. It means something only in conjunction with the buildings and other uses that border it, or border other sidewalks very near it. The same might be said of streets, in the sense that they serve other purposes besides carrying wheeled traffic in their middles. Streets and their sidewalks, the main public places of a city, are its most vital organs. Think of a city and what comes to mind? Its streets. If a city's streets look interesting, the city looks interesting; if they look dull, the city looks dull.

More than that, and here we get down to the first problem, if a

city's streets are safe from barbarism and fear, the city is thereby tolerably safe from barbarism and fear. When people say that a city, or a part of it, is dangerous or is a jungle what they mean primarily is that they do not feel safe on the sidewalks.

But sidewalks and those who use them are not passive beneficiaries of safety or helpless victims of danger. Sidewalks, their bordering uses, and their users, are active participants in the drama of civilization versus barbarism in cities. To keep the city safe is a fundamental task of a city's streets and its sidewalks.

This task is totally unlike any service that sidewalks and streets in little towns or true suburbs are called upon to do. Great cities are not like towns, only larger. They are not like suburbs, only denser. They differ from towns and suburbs in basic ways, and one of these is that cities are, by definition, full of strangers. To any one person, strangers are far more common in big cities than acquaintances. More common not just in places of public assembly, but more common at a man's own doorstep. Even residents who live near each other are strangers, and must be, because of the sheer number of people in small geographical compass.

The bedrock attribute of a successful city district is that a person must feel personally safe and secure on the street among all these strangers. He must not feel automatically menaced by them. A city district that fails in this respect also does badly in other ways and lays up for itself, and for its city at large, mountain on mountain of trouble.

Today barbarism has taken over many city streets, or people fear it has, which comes to much the same thing in the end. "I live in a lovely, quiet residential area," says a friend of mine who is hunting another place to live. "The only disturbing sound at night is the occasional scream of someone being mugged." It does not take many incidents of violence on a city street, or in a city district, to make people fear the streets. And as they fear them, they use them less, which makes the streets still more unsafe.

To be sure, there are people with hobgoblins in their heads, and such people will never feel safe no matter what the objective circumstances are. But this is a different matter from the fear that besets normally prudent, tolerant and cheerful people who show nothing more than common sense in refusing to venture after

dark—or in a few places, by day—into streets where they may well be assaulted, unseen or unrescued until too late.

The barbarism and the real, not imagined, insecurity that gives rise to such fears cannot be tagged a problem of the slums. The problem is most serious, in fact, in genteel-looking "quiet residential areas" like that my friend was leaving.

It cannot be tagged as a problem of older parts of cities. The problem reaches its most baffling dimensions in some examples of rebuilt parts of cities, including supposedly the best examples of rebuilding, such as middle-income projects. The police precinct captain of a nationally admired project of this kind (admired by planners and lenders) has recently admonished residents not only about hanging around outdoors after dark but has urged them never to answer their doors without knowing the caller. Life here has much in common with life for the three little pigs or the seven little kids of the nursery thrillers. The problem of sidewalk and doorstep insecurity is as serious in cities which have made conscientious efforts at rebuilding as it is in those cities that have lagged. Nor is it illuminating to tag minority groups, or the poor, or the outcast with responsibility for city danger. There are immense variations in the degree of civilization and safety found among such groups and among the city areas where they live. Some of the safest sidewalks in New York City, for example, at any time of day or night, are those along which poor people or minority groups live. And some of the most dangerous are in streets occupied by the same kinds of people. All this can also be said of other cities.

Deep and complicated social ills must lie behind delinquency and crime, in suburbs and towns as well as in great cities. This book will not go into speculation on the deeper reasons. It is sufficient, at this point, to say that if we are to maintain a city society that can diagnose and keep abreast of deeper social problems, the starting point must be, in any case, to strengthen whatever workable forces for maintaining safety and civilization do exist—in the cities we do have. To build city districts that are custom-made for easy crime is idiotic. Yet that is what we do.

The first thing to understand is that the public peace—the sidewalk and street peace—of cities is not kept primarily by the

police, necessary as police are. It is kept primarily by an intricate, almost unconscious, network of voluntary controls and standards among the people themselves, and enforced by the people themselves. In some city areas—older public housing projects and streets with very high population turnover are often conspicuous examples—the keeping of public sidewalk law and order is left almost entirely to the police and special guards. Such places are jungles. No amount of police can enforce civilization where the normal, casual enforcement of it has broken down.

The second thing to understand is that the problem of insecurity cannot be solved by spreading people out more thinly, trading the characteristics of cities for the characteristics of suburbs. If this could solve danger on the city streets, then Los Angeles should be a safe city because superficially Los Angeles is almost all suburban. It has virtually no districts compact enough to qualify as dense city areas. Yet Los Angeles cannot, any more than any other great city, evade the truth that, being a city, it is composed of strangers not all of whom are nice. Los Angeles' crime figures are flabbergasting. Among the seventeen standard metropolitan areas with populations over a million, Los Angeles stands so pre-eminent in crime that it is in a category by itself. And this is markedly true of crimes associated with personal attack, the crimes that make people fear the streets.

Los Angeles, for example, has a forcible rape rate (1958 figures) of 31.9 per 100,000 population, more than twice as high as either of the next two cities, which happen to be St. Louis and Philadelphia; three times as high as the rate of 10.1 for Chicago, and more than four times as high as the rate of 7.4 for New York.

In aggravated assault, Los Angeles has a rate of 185, compared with 149.5 for Baltimore and 139.2 for St. Louis (the two next highest), and with 90.9 for New York and 79 for Chicago.

The overall Los Angeles rate for major crimes is 2,507.6 per 100,000 people, far ahead of St. Louis and Houston, which come next with 1,634.5 and 1,541.1, and of New York and Chicago, which have rates of 1,145.3 and 943.5.

The reasons for Los Angeles' high crime rates are undoubtedly complex, and at least in part obscure. But of this we can be sure: thinning out a city does not insure safety from crime and

fear of crime. This is one of the conclusions that can be drawn within individual cities too, where pseudosuburbs or superannuated suburbs are ideally suited to rape, muggings, beatings, hold-ups and the like.

Here we come up against an all-important question about any city street: How much easy opportunity does it offer to crime? It may be that there is some absolute amount of crime in a given city, which will find an outlet somehow (I do not believe this). Whether this is so or not, different kinds of city streets garner radically different shares of barbarism and fear of barbarism.

Some city streets afford no opportunity to street barbarism. The streets of the North End of Boston are outstanding examples. They are probably as safe as any place on earth in this respect. Although most of the North End's residents are Italian or of Italian descent, the district's streets are also heavily and constantly used by people of every race and background. Some of the strangers from outside work in or close to the district; some come to shop and stroll; many, including members of minority groups who have inherited dangerous districts previously abandoned by others, make a point of cashing their paychecks in North End stores and immediately making their big weekly purchases in streets where they know they will not be parted from their money between the getting and the spending.

Frank Havey, director of the North End Union, the local settlement house, says, "I have been here in the North End twenty-eight years, and in all that time I have never heard of a single case of rape, mugging, molestation of a child or other street crime of that sort in the district. And if there had been any, I would have heard of it even if it did not reach the papers." Half a dozen times or so in the past three decades, says Havey, would-be molesters have made an attempt at luring a child or, late at night, attacking a woman. In every such case the try was thwarted by passers-by, by kibitzers from windows, or shopkeepers.

Meantime, in the Elm Hill Avenue section of Roxbury, a part of inner Boston that is suburban in superficial character, street assaults and the ever present possibility of more street assaults with no kibitzers to protect the victims, induce prudent people to stay off the sidewalks at night. Not surprisingly, for this and other

reasons that are related (dispiritedness and dullness), most of Roxbury has run down. It has become a place to leave.

I do not wish to single out Roxbury or its once fine Elm Hill Avenue section especially as a vulnerable area; its disabilities, and especially its Great Blight of Dullness, are all too common in other cities too. But differences like these in public safety within the same city are worth noting. The Elm Hill Avenue section's basic troubles are not owing to a criminal or a discriminated against or a poverty-stricken population. Its troubles stem from the fact that it is physically quite unable to function safely and with related vitality as a city district.

Even within supposedly similar parts of supposedly similar places, drastic differences in public safety exist. An incident at Washington Houses, a public housing project in New York, illustrates this point. A tenants' group at this project, struggling to establish itself, held some outdoor ceremonies in mid-December 1958, and put up three Christmas trees. The chief tree, so cumbersome it was a problem to transport, erect, and trim, went into the project's inner "street," a landscaped central mall and promenade. The other two trees, each less than six feet tall and easy to carry, went on two small fringe plots at the outer corners of the project where it abuts a busy avenue and lively cross streets of the old city. The first night, the large tree and all its trimmings were stolen. The two smaller trees remained intact, lights, ornaments and all, until they were taken down at New Year's. "The place where the tree was stolen, which is *theoretically* the most safe and sheltered place in the project, is the same place that is unsafe for people too, especially children," says a social worker who had been helping the tenants' group. "People are no safer in that mall than the Christmas tree. On the other hand, the place where the other trees were safe, where the project is just one corner out of four, happens to be safe for people."

This is something everyone already knows: A well-used city street is apt to be a safe street. A deserted city street is apt to be unsafe. But how does this work, really? And what makes a city street well used or shunned? Why is the sidewalk mall in Washington Houses, which is supposed to be an attraction, shunned?

Why are the sidewalks of the old city just to its west not shunned? What about streets that are busy part of the time and then empty abruptly?

A city street equipped to handle strangers, and to make a safety asset, in itself, out of the presence of strangers, as the streets of successful city neighborhoods always do, must have three main qualities:

First, there must be a clear demarcation between what is public space and what is private space. Public and private spaces cannot ooze into each other as they do typically in suburban settings or in projects.

Second, there must be eyes upon the street, eyes belonging to those we might call the natural proprietors of the street. The buildings on a street equipped to handle strangers and to insure the safety of both residents and strangers, must be oriented to the street. They cannot turn their backs or blank sides on it and leave it blind.

And third, the sidewalk must have users on it fairly continuously, both to add to the number of effective eyes on the street and to induce the people in buildings along the street to watch the sidewalks in sufficient numbers. Nobody enjoys sitting on a stoop or looking out a window at an empty street. Almost nobody does such a thing. Large numbers of people entertain themselves, off and on, by watching street activity.

In settlements that are smaller and simpler than big cities, controls on acceptable public behavior, if not on crime, seem to operate with greater or lesser success through a web of reputation, gossip, approval, disapproval and sanctions, all of which are powerful if people know each other and word travels. But a city's streets, which must control not only the behavior of the people of the city but also of visitors from suburbs and towns who want to have a big time away from the gossip and sanctions at home, have to operate by more direct, straightforward methods. It is a wonder cities have solved such an inherently difficult problem at all. And yet in many streets they do it magnificently.

It is futile to try to evade the issue of unsafe city streets by attempting to make some other features of a locality, say interior courtyards, or sheltered play spaces, safe instead. By definition

again, the streets of a city must do most of the job of handling strangers for this is where strangers come and go. The streets must not only defend the city against predatory strangers, they must protect the many, many peaceable and well-meaning strangers who use them, insuring their safety too as they pass through. Moreover, no normal person can spend his life in some artificial haven, and this includes children. Everyone must use the streets.

On the surface, we seem to have here some simple aims: To try to secure streets where the public space is unequivocally public, physically unmixed with private or with nothing-at-all space, so that the area needing surveillance has clear and practicable limits; and to see that these public street spaces have eyes on them as continuously as possible.

But it is not so simple to achieve these objects, especially the latter. You can't make people use streets they have no reason to use. You can't make people watch streets they do not want to watch. Safety on the streets by surveillance and mutual policing of one another sounds grim, but in real life it is not grim. The safety of the street works best, most casually, and with least frequent taint of hostility or suspicion precisely where people are using and most enjoying the city streets voluntarily and are least conscious, normally, that they are policing.

The basic requisite for such surveillance is a substantial quantity of stores and other public places sprinkled along the sidewalks of a district; enterprises and public places that are used by evening and night must be among them especially. Stores, bars and restaurants, as the chief examples, work in several different and complex ways to abet sidewalk safety.

First, they give people—both residents and strangers—concrete reasons for using the sidewalks on which these enterprises face.

Second, they draw people along the sidewalks past places which have no attractions to public use in themselves but which become traveled and peopled as routes to somewhere else; this influence does not carry very far geographically, so enterprises must be frequent in a city district if they are to populate with walkers those other stretches of street that lack public places along the sidewalk. Moreover, there should be many different kinds of enterprises, to give people reasons for crisscrossing paths.

Third, storekeepers and other small businessmen are typically strong proponents of peace and order themselves; they hate broken windows and holdups; they hate having customers made nervous about safety. They are great street watchers and sidewalk guardians if present in sufficient numbers.

Fourth, the activity generated by people on errands, or people aiming for food or drink, is itself an attraction to still other people.

This last point, that the sight of people attracts still other people, is something that city planners and city architectural designers seem to find incomprehensible. They operate on the premise that city people seek the sight of emptiness, obvious order and quiet. Nothing could be less true. People's love of watching activity and other people is constantly evident in cities everywhere. This trait reaches an almost ludicrous extreme on upper Broadway in New York, where the street is divided by a narrow central mall, right in the middle of traffic. At the cross-street intersections of this long north-south mall, benches have been placed behind big concrete buffers and on any day when the weather is even barely tolerable these benches are filled with people at block after block after block, watching the pedestrians who cross the mall in front of them, watching the traffic, watching the people on the busy sidewalks, watching each other. Eventually Broadway reaches Columbia University and Barnard College, one to the right, the other to the left. Here all is obvious order and quiet. No more stores, no more activity generated by the stores, almost no more pedestrians crossing—and no more watchers. The benches are there but they go empty in even the finest weather. I have tried them and can see why. No place could be more boring. Even the students of these institutions shun the solitude. They are doing their outdoor loitering, outdoor homework and general street watching on the steps overlooking the busiest campus crossing.

It is just so on city streets elsewhere. A lively street always has both its users and pure watchers. Last year I was on such a street in the Lower East Side of Manhattan, waiting for a bus. I had not been there longer than a minute, barely long enough to begin taking in the street's activity of errand goers, children playing,

and loiterers on the stoops, when my attention was attracted by a woman who opened a window on the third floor of a tenement across the street and vigorously yoo-hooed at me. When I caught on that she wanted my attention and responded, she shouted down, "The bus doesn't run here on Saturdays!" Then by a combination of shouts and pantomime she directed me around the corner. This woman was one of thousands upon thousands of people in New York who casually take care of the streets. They notice strangers. They observe everything going on. If they need to take action, whether to direct a stranger waiting in the wrong place or to call the police, they do so. Action usually requires, to be sure, a certain self-assurance about the actor's proprietorship of the street and the support he will get if necessary, matters which will be gone into later in this book. But even more fundamental than the action and necessary to the action, is the watching itself.

Not everyone in cities helps to take care of the streets, and many a city resident or city worker is unaware of why his neighborhood is safe. The other day an incident occurred on the street where I live, and it interested me because of this point.

My block of the street, I must explain, is a small one, but it contains a remarkable range of buildings, varying from several vintages of tenements to three- and four-story houses that have been converted into low-rent flats with stores on the ground floor, or returned to single-family use like ours. Across the street there used to be mostly four-story brick tenements with stores below. But twelve years ago several buildings, from the corner to the middle of the block, were converted into one building with elevator apartments of small size and high rents.

The incident that attracted my attention was a suppressed struggle going on between a man and a little girl of eight or nine years old. The man seemed to be trying to get the girl to go with him. By turns he was directing a cajoling attention to her, and then assuming an air of nonchalance. The girl was making herself rigid, as children do when they resist, against the wall of one of the tenements across the street.

As I watched from our second-floor window, making up my mind how to intervene if it seemed advisable, I saw it was not going to be necessary. From the butcher shop beneath the tene-

ment had emerged the woman who, with her husband, runs the shop; she was standing within earshot of the man, her arms folded and a look of determination on her face. Joe Cornacchia, who with his sons-in-law keeps the delicatessen, emerged about the same moment and stood solidly to the other side. Several heads poked out of the tenement windows above, one was withdrawn quickly and its owner reappeared a moment later in the doorway behind the man. Two men from the bar next to the butcher shop came to the doorway and waited. On my side of the street, I saw that the locksmith, the fruit man and the laundry proprietor had all come out of their shops and that the scene was also being surveyed from a number of windows besides ours. That man did not know it, but he was surrounded. Nobody was going to allow a little girl to be dragged off, even if nobody knew who she was.

I am sorry—sorry purely for dramatic purposes—to have to report that the little girl turned out to be the man's daughter.

Throughout the duration of the little drama, perhaps five minutes in all, no eyes appeared in the windows of the high-rent, small-apartment building. It was the only building of which this was true. When we first moved to our block, I used to anticipate happily that perhaps soon all the buildings would be rehabilitated like that one. I know better now, and can only anticipate with gloom and foreboding the recent news that exactly this transformation is scheduled for the rest of the block frontage adjoining the high-rent building. The high-rent tenants, most of whom are so transient we cannot even keep track of their faces,* have not the remotest idea of who takes care of their street, or how. A city neighborhood can absorb and protect a substantial number of these birds of passage, as our neighborhood does. But if and when the neighborhood finally *becomes* them, they will gradually find the streets less secure, they will be vaguely mystified about it, and if things get bad enough they will drift away to another neighborhood which is mysteriously safer.

In some rich city neighborhoods, where there is little do-it-yourself surveillance, such as residential Park Avenue or upper

* Some, according to the storekeepers, live on beans and bread and spend their sojourn looking for a place to live where all their money will not go for rent.

Fifth Avenue in New York, street watchers are hired. The monotonous sidewalks of residential Park Avenue, for example, are surprisingly little used; their putative users are populating, instead, the interesting store-, bar- and restaurant-filled sidewalks of Lexington Avenue and Madison Avenue to east and west, and the cross streets leading to these. A network of doormen and superintendents, of delivery boys and nursemaids, a form of hired neighborhood, keeps residential Park Avenue supplied with eyes. At night, with the security of the doormen as a bulwark, dog walkers safely venture forth and supplement the doormen. But this street is so blank of built-in eyes, so devoid of concrete reasons for using or watching it instead of turning the first corner off of it, that if its rents were to slip below the point where they could support a plentiful hired neighborhood of doormen and elevator men, it would undoubtedly become a woefully dangerous street.

Once a street is well equipped to handle strangers, once it has both a good, effective demarcation between private and public spaces and has a basic supply of activity and eyes, the more strangers the merrier.

Strangers become an enormous asset on the street on which I live, and the spurs off it, particularly at night when safety assets are most needed. We are fortunate enough, on the street, to be gifted not only with a locally supported bar and another around the corner, but also with a famous bar that draws continuous troops of strangers from adjoining neighborhoods and even from out of town. It is famous because the poet Dylan Thomas used to go there, and mentioned it in his writing. This bar, indeed, works two distinct shifts. In the morning and early afternoon it is a social gathering place for the old community of Irish longshoremen and other craftsmen in the area, as it always was. But beginning in midafternoon it takes on a different life, more like a college bull session with beer, combined with a literary cocktail party, and this continues until the early hours of the morning. On a cold winter's night, as you pass the White Horse, and the doors open, a solid wave of conversation and animation surges out and hits you; very warming. The comings and goings from this bar do much to keep our street reasonably populated until three in

the morning, and it is a street always safe to come home to. The only instance I know of a beating in our street occurred in the dead hours between the closing of the bar and dawn. The beating was halted by one of our neighbors who saw it from his window and, unconsciously certain that even at night he was part of a web of strong street law and order, intervened.

A friend of mine lives on a street uptown where a church youth and community center, with many night dances and other activities, performs the same service for his street that the White Horse bar does for ours. Orthodox planning is much imbued with puritanical and Utopian conceptions of how people should spend their free time, and in planning, these moralisms on people's private lives are deeply confused with concepts about the workings of cities. In maintaining city street civilization, the White Horse bar and the church-sponsored youth center, different as they undoubtedly are, perform much the same public street civilizing service. There is not only room in cities for such differences and many more in taste, purpose and interest of occupation; cities also have a need for people with all these differences in taste and proclivity. The preferences of Utopians, and of other compulsive managers of other people's leisure, for one kind of legal enterprise over others is worse than irrelevant for cities. It is harmful. The greater and more plentiful the range of all legitimate interests (in the strictly legal sense) that city streets and their enterprises can satisfy, the better for the streets and for the safety and civilization of the city.

Bars, and indeed all commerce, have a bad name in many city districts precisely because they do draw strangers, and the strangers do not work out as an asset at all.

This sad circumstance is especially true in the dispirited gray belts of great cities and in once fashionable or at least once solid inner residential areas gone into decline. Because these neighborhoods are so dangerous, and the streets typically so dark, it is commonly believed that their trouble may be insufficient street lighting. Good lighting is important, but darkness alone does not account for the gray areas' deep, functional sickness, the Great Blight of Dullness.

The value of bright street lights for dispirited gray areas rises from the reassurance they offer to some people who need to go out on the sidewalk, or would like to, but lacking the good light would not do so. Thus the lights induce these people to contribute their own eyes to the upkeep of the street. Moreover, as is obvious, good lighting augments every pair of eyes, makes the eyes count for more because their range is greater. Each additional pair of eyes, and every increase in their range, is that much to the good for dull gray areas. But unless eyes are there, and unless in the brains behind those eyes is the almost unconscious reassurance of general street support in upholding civilization, lights can do no good. Horrifying public crimes can, and do, occur in well-lighted subway stations when no effective eyes are present. They virtually never occur in darkened theaters where many people and eyes are present. Street lights can be like that famous stone that falls in the desert where there are no ears to hear. Does it make a noise? Without effective eyes to see, does a light cast light? Not for practical purposes.

To explain the troubling effect of strangers on the streets of city gray areas, I shall first point out, for purposes of analogy, the peculiarities of another and figurative kind of street—the corridors of high-rise public housing projects, those derivatives of Radiant City. The elevators and corridors of these projects are, in a sense, streets. They are streets piled up in the sky in order to eliminate streets on the ground and permit the ground to become deserted parks like the mall at Washington Houses where the tree was stolen.

Not only are these interior parts of the buildings streets in the sense that they serve the comings and goings of residents, most of whom may not know each other or recognize, necessarily, who is a resident and who is not. They are streets also in the sense of being accessible to the public. They have been designed in an imitation of upper-class standards for apartment living without upper-class cash for doormen and elevator men. Anyone at all can go into these buildings, unquestioned, and use the traveling street of the elevator and the sidewalks that are the corridors. These interior streets, although completely accessible to public

use, are closed to public view and they thus lack the checks and inhibitions exerted by eye-policed city streets.

Troubled, so far as I can determine, less by the amply proved dangers to human beings in these blind-eyed streets than by the vandalism to property that occurs in them, the New York City Housing Authority some years back experimented with corridors open to public view in a Brooklyn project which I shall call Blenheim Houses although that is not its name. (I do not wish to add to its troubles by advertising it.)

Because the buildings of Blenheim Houses are sixteen stories high, and because their height permits generous expanses of shunned ground area, surveillance of the open corridors from the ground or from other buildings offers little more than psychological effect, but this psychological openness to view does appear effective to some degree. More important and effective, the corridors were well designed to induce surveillance from within the buildings themselves. Uses other than plain circulation were built into them. They were equipped as play space, and made sufficiently generous to act as narrow porches, as well as passageways. This all turned out to be so lively and interesting that the tenants added still another use and much the favorite: picnic grounds—this in spite of continual pleas and threats from the management which did not *plan* that the balcony-corridors should serve as picnic grounds. (The plan should anticipate everything and then permit no changes.) The tenants are devoted to the balcony-corridors; and as a result of being intensively used the balconies are under intense surveillance. There has been no problem of crime in these particular corridors, nor of vandalism either. Not even light bulbs are stolen or broken, although in projects of similar size with blind-eyed corridors, light bulb replacements solely because of theft or vandalism customarily run into the thousands each month.

So far so good.

A striking demonstration of the direct connection between city surveillance and city safety!

Nonetheless, Blenheim Houses has a fearsome problem of vandalism and scandalous behavior. The lighted balconies which are,

as the manager puts it, "the brightest and most attractive scene in sight," draw strangers, especially teen-agers, from all over Brooklyn. But these strangers, lured by the magnet of the publicly visible corridors, do not halt at the visible corridors. They go into other "streets" of the buildings, streets that lack surveillance. These include the elevators and, more important in this case, the fire stairs and their landings. The housing police run up and down after the malefactors—who behave barbarously and viciously in the blind-eyed, sixteen-story-high stairways—and the malefactors elude them. It is easy to run the elevators up to a high floor, jam the doors so the elevators cannot be brought down, and then play hell with a building and anyone you can catch. So serious is the problem and apparently so uncontrollable, that the advantage of the safe corridors is all but canceled—at least in the harried manager's eyes.

What happens at Blenheim Houses is somewhat the same as what happens in dull gray areas of cities. The gray areas' pitifully few and thinly spaced patches of brightness and life are like the visible corridors at Blenheim Houses. They do attract strangers. But the relatively deserted, dull, blind streets leading from these places are like the fire stairs at Blenheim Houses. These are not equipped to handle strangers and the presence of strangers in them is an automatic menace.

The temptation in such cases is to blame the balconies—or the commerce or bars that serve as a magnet. A typical train of thought is exemplified in the Hyde Park-Kenwood renewal project now under way in Chicago. This piece of gray area adjoining the University of Chicago contains many splendid houses and grounds, but for thirty years it has been plagued with a frightening street crime problem, accompanied in latter years by considerable physical decay. The "cause" of Hyde Park-Kenwood's decline has been brilliantly identified, by the planning heirs of the bloodletting doctors, as the presence of "blight." By blight they mean that too many of the college professors and other middle-class families steadily deserted this dull and dangerous area and their places were often, quite naturally, taken by those with little economic or social choice among living places. The plan designates and removes these chunks of blight and replaces them with

chunks of Radiant Garden City designed, as usual, to minimize use of the streets. The plan also adds still more empty spaces here and there, blurs even further the district's already poor distinctions between private and public space, and amputates the existing commerce, which is no great shakes. The early plans for this renewal included a relatively large imitation-suburban shopping center. But the thoughts of this brought a faint reminder of realities and a glimmer of apprehension in the course of the planning process. A large center, larger than that required for the standard shopping needs of residents in the renewal district itself, "might draw into the area extraneous people," as one of the architectural planners put it. A small shopping center was thereupon settled on. Large or small matters little.

It matters little because Hyde Park-Kenwood, like all city districts, is, in real life, surrounded by "extraneous" people. The area is an embedded part of Chicago. It cannot wish away its location. It cannot bring back its one-time condition, long gone, of semisuburbia. To plan as if it could, and to evade its deep, functional inadequacies, can have only one of two possible results.

Either extraneous people will continue to come into the area as they please, and if so they will include some strangers who are not at all nice. So far as security is concerned, nothing will have changed except that the opportunity for street crime will be a little easier, if anything, because of the added emptiness. Or the plan can be accompanied by determined, extraordinary means for keeping extraneous people out of this area, just as the adjoining University of Chicago, the institution that was the moving spirit in getting the plan under way, has itself taken the extraordinary measure, as reported in the press, of loosing police dogs every night to patrol its campus and hold at bay any human being in this dangerous unurban inner keep. The barriers formed by new projects at the edges of Hyde Park-Kenwood, plus extraordinary policing, may indeed keep out extraneous people with sufficient effectiveness. If so, the price will be hostility from the surrounding city and an ever more beleaguered feeling within the fort. And who can be sure, either, that all those thousands rightfully within the fort are trustworthy in the dark?

Again, I do not wish to single out one area, or in this case one

plan, as uniquely opprobrious. Hyde Park-Kenwood is significant mainly because the diagnosis and the corrective measures of the plan are typical—just slightly more ambitious—of plans conceived for gray area renewal experiments in cities all over the country. This is City Planning, with all the stamp of orthodoxy on it, not some aberration of local willfulness.

Suppose we continue with building, and with deliberate rebuilding, of unsafe cities. How do we live with this insecurity? From the evidence thus far, there seem to be three modes of living with it; maybe in time others will be invented but I suspect these three will simply be further developed, if that is the word for it.

The first mode is to let danger hold sway, and let those unfortunate enough to be stuck with it take the consequences. This is the policy now followed with respect to low-income housing projects, and to many middle-income housing projects.

The second mode is to take refuge in vehicles. This is a technique practiced in the big wild-animal reservations of Africa, where tourists are warned to leave their cars under no circumstances until they reach a lodge. It is also the technique practiced in Los Angeles. Surprised visitors to that city are forever recounting how the police of Beverly Hills stopped them, made them prove their reasons for being afoot, and warned them of the danger. This technique of public safety does not seem to work too effectively yet in Los Angeles, as the crime rate shows, but in time it may. And think what the crime figures might be if more people without metal shells were helpless upon the vast, blind-eyed reservation of Los Angeles.

People in dangerous parts of other cities often use automobiles as protection too, of course, or try to. A letter to the editor in the *New York Post*, reads, "I live on a dark street off Utica Avenue in Brooklyn and therefore decided to take a cab home even though it was not late. The cab driver asked that I get off at the corner of Utica, saying he did not want to go down the dark street. If I had wanted to walk down the dark street, who needed him?"

The third mode, at which I have already hinted while discuss-

ing Hyde Park-Kenwood, was developed by hoodlum gangs and has been adopted widely by developers of the rebuilt city. This mode is to cultivate the institution of Turf.

Under the Turf system in its historical form, a gang appropriates as its territory certain streets or housing projects or parks—often a combination of the three. Members of other gangs cannot enter this Turf without permission from the Turf-owning gang, or if they do so it is at peril of being beaten or run off. In 1956, the New York City Youth Board, fairly desperate because of gang warfare, arranged through its gang youth workers a series of truces among fighting gangs. The truces were reported to stipulate, among other provisions, a mutual understanding of Turf boundaries among the gangs concerned and agreement not to trespass.

The city's police commissioner, Stephen P. Kennedy, thereupon expressed outrage at agreements respecting Turf. The police, he said, aimed to protect the right of every person to walk any part of the city in safety and with impunity as a basic right. Pacts about Turf, he indicated, were intolerably subversive both of public rights and public safety.

I think Commissioner Kennedy was profoundly right. However, we must reflect upon the problem facing the Youth Board workers. It was a real one, and they were trying as well as they could to meet it with whatever empirical means they could. The safety of the city, on which public right and freedom of movement ultimately depend, was missing from the unsuccessful streets, parks and projects dominated by these gangs. Freedom of the city, under these circumstances, was a rather academic ideal.

Now consider the redevelopment projects of cities: the middle- and upper-income housing occupying many acres of city, many former blocks, with their own grounds and their own streets to serve these "islands within the city," "cities within the city," and "new concepts in city living," as the advertisements for them say. The technique here is also to designate the Turf and fence the other gangs out. At first the fences were never visible. Patrolling guards were sufficient to enforce the line. But in the past few years the fences have become literal.

Perhaps the first was the high cyclone fence around a Radiant

Garden City project adjoining Johns Hopkins Hospital in Baltimore (great educational institutions seem to be deplorably inventive with Turf devices). In case anyone mistakes what the fence means, the signs on the project street also say "Keep Out. No Trespassing." It is uncanny to see a city neighborhood, in a civilian city, walled off like this. It looks not only ugly, in a deep sense, but surrealistic. You can imagine how it sits with the neighbors, in spite of the antidote message on the project church's bulletin board: "Christ's Love Is The Best Tonic Of All."

New York has been quick to copy the lesson of Baltimore, in its own fashion. Indeed, at the back of Amalgamated Houses on the Lower East Side, New York has gone further. At the northern end of the project's parklike central promenade, an iron-bar gate has been permanently padlocked and is crowned not with mere metal netting but with a tangle of barbed wire. And does this defended promenade give out on depraved old megalopolis? Not at all. Its neighbor is a public playground and beyond this more project housing for a different income class.

In the rebuilt city it takes a heap of fences to make a balanced neighborhood. The "juncture" between two differently price-tagged populations, again in the rebuilt Lower East Side, that between middle-income cooperative Corlears Hook and low-income Vladeck Houses, is especially elaborate. Corlears Hook buffers its Turf against its next-door neighbors with a wide parking lot running the full width of the super-block juncture, next a spindly hedge and a six-foot-high cyclone fence, next a completely fenced-in no man's land some thirty feet wide consisting mainly of dirty blowing papers and deliberately inaccessible to anything else. Then begins the Vladeck Turf.

Similarly, on the Upper West Side, the rental agent of Park West Village, "Your Own World in the Heart of New York," on whom I have foisted myself as a prospective tenant, tells me reassuringly, "Madam, as soon as the shopping center is completed, the entire grounds will be fenced in."

"Cyclone fences?"

"That is correct, madam. And eventually"—waving his hand at the city surrounding his domain—"all that will go. Those people will go. We are the pioneers here."

I suppose it is rather like pioneer life in a stockaded village, except that the pioneers were working toward greater security for their civilization, not less.

Some members of the gangs on the new Turfs find this way of life hard to take. Such was one who wrote a letter to the *New York Post* in 1959: "The other day for the first time my pride at being a resident of Stuyvesant Town and of New York City was replaced by indignation and shame. I noticed two boys about 12 years old sitting on a Stuyvesant Town bench. They were deep in conversation, quiet, well-behaved—and Puerto Rican. Suddenly two Stuyvesant Town guards were approaching—one from the north and one from the south. The one signaled the other by pointing to the two boys. One went up to the boys and after several words, quietly spoken on both sides, the boys rose and left. They tried to look unconcerned . . . How can we expect people to have any dignity and self-respect if we rip it from them even before they reach adulthood? How really poor are we of Stuyvesant Town and of New York City, too, that we can't share a bench with two boys."

The Letters Editor gave this communication the headline, "Stay in Your Own Turf."

But on the whole, people seem to get used very quickly to living in a Turf with either a figurative or a literal fence, and to wonder how they got on without it formerly. This phenomenon was described, before the Turf fences came into the city, by the *New Yorker*, with reference not to fenced city but to fenced town. It seems that when Oak Ridge, Tennessee, was demilitarized after the war, the prospect of losing the fence that went with the militarization drew frightened and impassioned protests from many residents and occasioned town meetings of high excitement. Everyone in Oak Ridge had come, not many years before, from unfenced towns or cities, yet stockade life had become normal and they feared for their safety without the fence.

Just so, my ten-year-old nephew David, born and brought up in Stuyvesant Town, "A City Within a City," comments in wonder that anyone at all can walk on the street outside our door. "Doesn't anybody keep track whether they pay rent on this

street?" he asks. "Who puts them out if they don't belong here?"

The technique of dividing the city into Turfs is not simply a New York solution. It is a Rebuilt American City solution. At the Harvard Design Conference of 1959, one of the topics pondered by city architectural designers turned out to be the puzzle of Turf, although they did not use that designation. The examples discussed happened to be the Lake Meadows middle-income project of Chicago and the Lafayette Park high-income project of Detroit. Do you keep the rest of the city out of these blind-eyed purlieus? How difficult and how unpalatable. Do you invite the rest of the city in? How difficult and how impossible.

Like the Youth Board workers, the developers and residents of Radiant City and Radiant Garden City and Radiant Garden City Beautiful have a genuine difficulty and they have to do the best they can with it by the empirical means at their disposal. They have little choice. Wherever the rebuilt city rises the barbaric concept of Turf must follow, because the rebuilt city has junked a basic function of the city street and with it, necessarily, the freedom of the city.

Under the seeming disorder of the old city, wherever the old city is working successfully, is a marvelous order for maintaining the safety of the streets and the freedom of the city. It is a complex order. Its essence is intricacy of sidewalk use, bringing with it a constant succession of eyes. This order is all composed of movement and change, and although it is life, not art, we may fancifully call it the art form of the city and liken it to the dance—not to a simple-minded precision dance with everyone kicking up at the same time, twirling in unison and bowing off en masse, but to an intricate ballet in which the individual dancers and ensembles all have distinctive parts which miraculously reinforce each other and compose an orderly whole. The ballet of the good city sidewalk never repeats itself from place to place, and in any one place is always replete with new improvisations.

The stretch of Hudson Street where I live is each day the scene of an intricate sidewalk ballet. I make my own first entrance into it a little after eight when I put out the garbage can, surely a prosaic occupation, but I enjoy my part, my little clang, as the

droves of junior high school students walk by the center of the stage dropping candy wrappers. (How do they eat so much candy so early in the morning?)

While I sweep up the wrappers I watch the other rituals of morning: Mr. Halpert unlocking the laundry's handcart from its mooring to a cellar door, Joe Cornacchia's son-in-law stacking out the empty crates from the delicatessen, the barber bringing out his sidewalk folding chair, Mr. Goldstein arranging the coils of wire which proclaim the hardware store is open, the wife of the tenement's superintendent depositing her chunky three-year-old with a toy mandolin on the stoop, the vantage point from which he is learning the English his mother cannot speak. Now the primary children, heading for St. Luke's, dribble through to the south; the children for St. Veronica's cross, heading to the west, and the children for P.S. 41, heading toward the east. Two new entrances are being made from the wings: well-dressed and even elegant women and men with brief cases emerge from doorways and side streets. Most of these are heading for the bus and subways, but some hover on the curbs, stopping taxis which have miraculously appeared at the right moment, for the taxis are part of a wider morning ritual: having dropped passengers from midtown in the downtown financial district, they are now bringing downtowners up to midtown. Simultaneously, numbers of women in housedresses have emerged and as they crisscross with one another they pause for quick conversations that sound with either laughter or joint indignation, never, it seems, anything between. It is time for me to hurry to work too, and I exchange my ritual farewell with Mr. Lofaro, the short, thick-bodied, white-aproned fruit man who stands outside his doorway a little up the street, his arms folded, his feet planted, looking solid as earth itself. We nod; we each glance quickly up and down the street, then look back to each other and smile. We have done this many a morning for more than ten years, and we both know what it means: All is well.

The heart-of-the-day ballet I seldom see, because part of the nature of it is that working people who live there, like me, are mostly gone, filling the roles of strangers on other sidewalks. But from days off, I know enough of it to know that it becomes

more and more intricate. Longshoremen who are not working that day gather at the White Horse or the Ideal or the International for beer and conversation. The executives and business lunchers from the industries just to the west throng the Dorgene restaurant and the Lion's Head coffee house; meat-market workers and communications scientists fill the bakery lunchroom. Character dancers come on, a strange old man with strings of old shoes over his shoulders, motor-scooter riders with big beards and girl friends who bounce on the back of the scooters and wear their hair long in front of their faces as well as behind, drunks who follow the advice of the Hat Council and are always turned out in hats, but not hats the Council would approve. Mr. Lacey, the locksmith, shuts up his shop for a while and goes to exchange the time of day with Mr. Slube at the cigar store. Mr. Koochagian, the tailor, waters the luxuriant jungle of plants in his window, gives them a critical look from the outside, accepts a compliment on them from two passers-by, fingers the leaves on the plane tree in front of our house with a thoughtful gardener's appraisal, and crosses the street for a bite at the Ideal where he can keep an eye on customers and wigwag across the message that he is coming. The baby carriages come out, and clusters of everyone from toddlers with dolls to teen-agers with homework gather at the stoops.

When I get home after work, the ballet is reaching its crescendo. This is the time of roller skates and stilts and tricycles, and games in the lee of the stoop with bottle-tops and plastic cowboys; this is the time of bundles and packages, zigzagging from the drug store to the fruit stand and back over to the butcher's; this is the time when teen-agers, all dressed up, are pausing to ask if their slips show or their collars look right; this is the time when beautiful girls get out of MG's; this is the time when the fire engines go through; this is the time when anybody you know around Hudson Street will go by.

As darkness thickens and Mr. Halpert moors the laundry cart to the cellar door again, the ballet goes on under lights, eddying back and forth but intensifying at the bright spotlight pools of Joe's sidewalk pizza dispensary, the bars, the delicatessen, the restaurant and the drug store. The night workers stop now at

the delicatessen, to pick up salami and a container of milk. Things have settled down for the evening but the street and its ballet have not come to a stop.

I know the deep night ballet and its seasons best from waking long after midnight to tend a baby and, sitting in the dark, seeing the shadows and hearing the sounds of the sidewalk. Mostly it is a sound like infinitely pattering snatches of party conversation and, about three in the morning, singing, very good singing. Sometimes there is sharpness and anger or sad, sad weeping, or a flurry of search for a string of beads broken. One night a young man came roaring along, bellowing terrible language at two girls whom he had apparently picked up and who were disappointing him. Doors opened, a wary semicircle formed around him, not too close, until the police came. Out came the heads, too, along Hudson Street, offering opinion, "Drunk . . . Crazy . . . A wild kid from the suburbs."*

Deep in the night, I am almost unaware how many people are on the street unless something calls them together, like the bagpipe. Who the piper was and why he favored our street I have no idea. The bagpipe just skirled out in the February night, and as if it were a signal the random, dwindled movements of the sidewalk took on direction. Swiftly, quietly, almost magically a little crowd was there, a crowd that evolved into a circle with a Highland fling inside it. The crowd could be seen on the shadowy sidewalk, the dancers could be seen, but the bagpiper himself was almost invisible because his bravura was all in his music. He was a very little man in a plain brown overcoat. When he finished and vanished, the dancers and watchers applauded, and applause came from the galleries too, half a dozen of the hundred windows on Hudson Street. Then the windows closed, and the little crowd dissolved into the random movements of the night street.

The strangers on Hudson Street, the allies whose eyes help us natives keep the peace of the street, are so many that they always seem to be different people from one day to the next. That does

* He turned out to be a wild kid from the suburbs. Sometimes, on Hudson Street, we are tempted to believe the suburbs must be a difficult place to bring up children.

not matter. Whether they are so many always-different people as they seem to be, I do not know. Likely they are. When Jimmy Rogan fell through a plate-glass window (he was separating some scuffling friends) and almost lost his arm, a stranger in an old T shirt emerged from the Ideal bar, swiftly applied an expert tourniquet and, according to the hospital's emergency staff, saved Jimmy's life. Nobody remembered seeing the man before and no one has seen him since. The hospital was called in this way: a woman sitting on the steps next to the accident ran over to the bus stop, wordlessly snatched the dime from the hand of a stranger who was waiting with his fifteen-cent fare ready, and raced into the Ideal's phone booth. The stranger raced after her to offer the nickel too. Nobody remembered seeing him before, and no one has seen him since. When you see the same stranger three or four times on Hudson Street, you begin to nod. This is almost getting to be an acquaintance, a public acquaintance, of course.

I have made the daily ballet of Hudson Street sound more frenetic than it is, because writing it telescopes it. In real life, it is not that way. In real life, to be sure, something is always going on, the ballet is never at a halt, but the general effect is peaceful and the general tenor even leisurely. People who know well such animated city streets will know how it is. I am afraid people who do not will always have it a little wrong in their heads—like the old prints of rhinoceroses made from travelers' descriptions of rhinoceroses.

On Hudson Street, the same as in the North End of Boston or in any other animated neighborhoods of great cities, we are not innately more competent at keeping the sidewalks safe than are the people who try to live off the hostile truce of Turf in a blind-eyed city. We are the lucky possessors of a city order that makes it relatively simple to keep the peace because there are plenty of eyes on the street. But there is nothing simple about that order itself, or the bewildering number of components that go into it. Most of those components are specialized in one way or another. They unite in their joint effect upon the sidewalk, which is not specialized in the least. That is its strength.

3

The uses of sidewalks: contact

Reformers have long observed city people loitering on busy corners, hanging around in candy stores and bars and drinking soda pop on stoops, and have passed a judgment, the gist of which is: "This is deplorable! If these people had decent homes and a more private or bosky outdoor place, they wouldn't be on the street!"

This judgment represents a profound misunderstanding of cities. It makes no more sense than to drop in at a testimonial banquet in a hotel and conclude that if these people had wives who could cook, they would give their parties at home.

The point of both the testimonial banquet and the social life of city sidewalks is precisely that they are public. They bring together people who do not know each other in an intimate, private social fashion and in most cases do not care to know each other in that fashion.

Nobody can keep open house in a great city. Nobody wants