

# Chapter 37

## The Growth of the City

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The outstanding fact of modern society is the growth of great cities. Nowhere else have the enormous changes which the machine industry has made in our social life registered themselves with such obviousness as in the cities. In the United States the transition from a rural to an urban civilization, though beginning later than in Europe, has taken place, if not more rapidly and completely, at any rate more logically in its most characteristic forms.

All the manifestations of modern life which are peculiarly urban – the skyscraper, the subway, the department store, the daily newspaper, and social work – are characteristically American. The more subtle changes in our social life, which in their cruder manifestations are termed “social problems,” problems that alarm and bewilder us, as divorce, delinquency, and social unrest, are to be found in their most acute forms in our largest American cities. The profound and “subversive” forces which have wrought these changes are measured in the physical growth and expansion of cities. . . .

### Expansion as Physical Growth

The expansion of the city from the standpoint of the city plan, zoning, and regional surveys is thought of almost wholly in terms of its physical growth. Traction studies have dealt with the development of transportation in its relation to the distribution of population throughout the city. The surveys made by the Bell Telephone Company and

other public utilities have attempted to forecast the direction and the rate of growth of the city in order to anticipate the future demands for the extension of their services. In the city plan the location of parks and boulevards, the widening of traffic streets, the provision for a civic center, are all in the interest of the future control of the physical development of the city. . . .

In Europe and America the tendency of the great city to expand has been recognized in the term “the metropolitan area of the city,” which far overruns its political limits, and in the case of New York and Chicago, even state lines. The metropolitan area may be taken to include urban territory that is physically contiguous, but it is coming to be defined by that facility of transportation that enables a business man to live in a suburb of Chicago and to work in the loop, and his wife to shop at Marshall Field’s and attend grand opera in the Auditorium.

### Expansion as a Process

No study of expansion as a process has yet been made, although the materials for such a study and intimations of different aspects of the process are contained in city planning, zoning, and regional surveys. The typical processes of the expansion of the city can best be illustrated, perhaps, by a series of concentric circles, which may be numbered to designate both the successive zones of urban

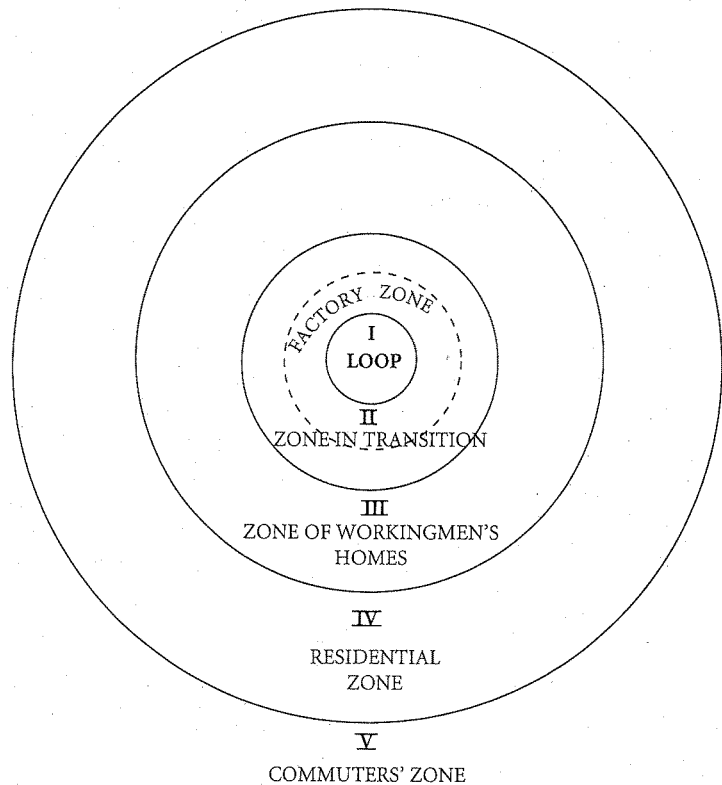


Figure 37.1 The growth of the city.

extension and the types of areas differentiated in the process of expansion.

Figure 37.1 represents an ideal construction of the tendencies of any town or city to expand radially from its central business district – on the map “The Loop” (I). Encircling the downtown area there is normally an area in transition, which is being invaded by business and light manufacture (II). A third area (III) is inhabited by the workers in industries who have escaped from the area of deterioration (II) but who desire to live within easy access of their work. Beyond this zone is the “residential area” (IV) of high-class apartment buildings or of exclusive “restricted” districts of single family dwellings. Still farther, out beyond the city limits, is the commuters’ zone – suburban areas, or satellite cities – within a thirty- to sixty-minute ride of the central business district.

This chart brings out clearly the main fact of expansion, namely, the tendency of each inner zone to extend its area by the invasion of the next outer zone. This aspect of expansion may be

called *succession*, a process which has been studied in detail in plant ecology. If this chart is applied to Chicago, all four of these zones were in its early history included in the circumference of the inner zone, the present business district. The present boundaries of the area of deterioration were not many years ago those of the zone now inhabited by independent wage-earners, and within the memories of thousands of Chicagoans contained the residences of the “best families.” It hardly needs to be added that neither Chicago nor any other city fits perfectly into this ideal scheme. Complications are introduced by the lake front, the Chicago River, railroad lines, historical factors in the location of industry, the relative degree of the resistance of communities to invasion, etc.

Besides extension and succession, the general process of expansion in urban growth involves the antagonistic and yet complementary processes of concentration and decentralization. In all cities there is the natural tendency for local and outside transportation to converge in the central business

district. In the downtown section of every large city we expect to find the department stores, the skyscraper office buildings, the railroad stations, the great hotels, the theaters, the art museum, and the city hall. Quite naturally, almost inevitably, the economic, cultural, and political life centers here. The relation of centralization to the other processes of city life may be roughly gauged by the fact that over half a million people daily enter and leave Chicago's "loop." More recently sub-business centers have grown up in outlying zones. These "satellite loops" do not, it seems, represent the "hoped for" revival of the neighborhood, but rather a telescoping of several local communities into a larger economic unity. The Chicago of yesterday, an agglomeration of country towns and immigrant colonies, is undergoing a process of reorganization into a centralized decentralized system of local communities coalescing into sub-business areas visibly or invisibly dominated by the central business district. The actual processes of what may be called centralized decentralization are now being studied in the development of the chain store, which is only one illustration of the change in the basis of the urban organization.

Expansion, as we have seen, deals with the physical growth of the city, and with the extension of the technical services that have made city life not only livable, but comfortable, even luxurious. Certain of these basic necessities of urban life are possible only through a tremendous development of communal existence. Three millions of people in Chicago are dependent upon one unified water system, one giant gas company, and one huge electric light plant. Yet, like most of the other aspects of our communal urban life, this economic co-operation is an example of co-operation without a shred of what the "spirit of co-operation" is commonly thought to signify. The great public utilities are a part of the mechanization of life in great cities, and have little or no other meaning for social organization.

Yet the processes of expansion, and especially the rate of expansion, may be studied not only in the physical growth and business development, but also in the consequent changes in the social organization and in personality types. How far is the growth of the city, in its physical and technical aspects, matched by a natural but adequate readjustment in the social organization? What, for a city, is a normal rate of expansion, a rate of expansion with which controlled changes in the social organization might successfully keep pace?

### Social Organization and Disorganization as Processes of Metabolism

These questions may best be answered, perhaps, by thinking of urban growth as a resultant of organization and disorganization analogous to the anabolic and katabolic processes of metabolism in the body. In what way are individuals incorporated into the life of a city? By what process does a person become an organic part of his society? The natural process of acquiring culture is by birth. A person is born into a family already adjusted to a social environment—in this case the modern city. The natural rate of increase of population most favorable for assimilation may then be taken as the excess of the birth-rate over the death-rate, but is this the normal rate of city growth? Certainly, modern cities have increased and are increasing in population at a far higher rate. However, the natural rate of growth may be used to measure the disturbances of metabolism caused by any excessive increase, as those which followed the great influx of southern Negroes into northern cities since the war. In a similar way all cities show deviations in composition by age and sex from a standard population such as that of Sweden, unaffected in recent years by any great emigration or immigration. Here again, marked variations, as any great excess of males over females, or of females over males, or in the proportion of children, or of grown men or women, are symptomatic of abnormalities in social metabolism.

Normally the processes of disorganization and organization may be thought of as in reciprocal relationship to each other, and as co-operating in a moving equilibrium of social order toward an end vaguely or definitely regarded as progressive. So far as disorganization points to reorganization and makes for more efficient adjustment, disorganization must be conceived not as pathological, but as normal. Disorganization as preliminary to reorganization of attitudes and conduct is almost invariably the lot of the newcomer to the city, and the discarding of the habitual, and often of what has been to him the moral, is not infrequently accompanied by sharp mental conflict and sense of personal loss. Oftener, perhaps, the change gives sooner or later a feeling of emancipation and an urge toward new goals.

In the expansion of the city a process of distribution takes place which sifts and sorts and relocates individuals and groups by residence and occupation. The resulting differentiation of the

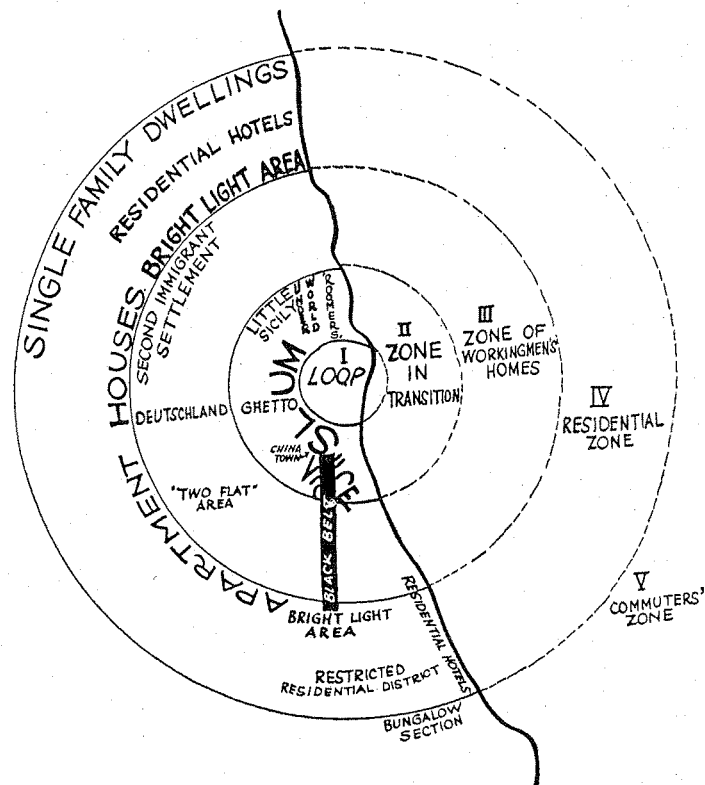


Figure 37.2 Urban areas.

cosmopolitan American city into areas is typically all from one pattern, with only interesting minor modifications. (See figure 37.2.) Within the central business district or on an adjoining street is the "main stem" of "hobohemia," the teeming Rialto of the homeless migratory man of the Middle West. In the zone of deterioration encircling the central business section are always to be found the so-called "slums" and "bad lands," with their submerged regions of poverty, degradation, and disease, and their underworlds of crime and vice. Within a deteriorating area are rooming-house districts, the purgatory of "lost souls." Near by is the Latin Quarter, where creative and rebellious spirits resort. The slums are also crowded to overflowing with immigrant colonies – the Ghetto, Little Sicily, Greek-town, Chinatown – fascinatingly combining old world heritages and American adaptations. Wedging out from here is the Black Belt, with its free and disorderly life. The area of deterioration, while essentially one of decay, of stationary or declining population, is also one of regeneration, as

witness the mission, the settlement, the artists' colony, radical centers – all obsessed with the vision of a new and better world.

The next zone is also inhabited predominately by factory and shop workers, but skilled and thrifty. This is an area of second immigrant settlement, generally of the second generation. It is the region of escape from the slum, the *Deutschland* of the aspiring Ghetto family. For *Deutschland* (literally "Germany") is the name given, half in envy, half in derision, to that region beyond the Ghetto where successful neighbors appear to be imitating German Jewish standards of living. But the inhabitant of this area in turn looks to the "Promised Land" beyond, to its residential hotels, its apartment-house region, its "satellite loops," and its "bright light" areas.

This differentiation into natural economic and cultural groupings gives form and character to the city. For segregation offers the group, and thereby the individuals who compose the group, a place and a rôle in the total organization of city life. Segregation limits development in certain directions, but releases

it in others. These areas tend to accentuate certain traits, to attract and develop their kind of individuals, and so to become further differentiated.

The division of labor in the city likewise illustrates disorganization, reorganization, and increasing differentiation. The immigrant from rural communities in Europe and America seldom brings with him economic skill of any great value in our industrial, commercial, or professional life. Yet interesting occupational selection has taken place by nationality, explainable more by racial temperament or circumstance than by old-world economic background, as Irish policemen, Greek ice-cream parlors, Chinese laundries, Negro porters, Belgian janitors, etc.

The facts that in Chicago one million (996,589) individuals gainfully employed reported 509 occupations, and that over 1,000 men and women in *Who's Who* gave 116 different vocations, give some notion of how in the city the minute differentiation of occupation "analyzes and sifts the population, separating and classifying the diverse elements." These figures also afford some intimation of the complexity and complication of the modern industrial mechanism and the intricate segregation and isolation of divergent economic groups. Interrelated with this economic division of labor is a corresponding division into social classes and into cultural and recreational groups. From this multiplicity of groups, with their different patterns of life, the person finds his congenial social world and – what is not feasible in the narrow confines of a village – may move and live in widely separated, and perchance conflicting, worlds. Personal disorganization may be but the failure to harmonize the canons of conduct of two divergent groups.

If the phenomena of expansion and metabolism indicate that a moderate degree of disorganization may and does facilitate social organization, they indicate as well that rapid urban expansion is accompanied by excessive increases in disease, crime, disorder, vice, insanity, and suicide, rough indexes of social disorganization. But what are the indexes of the causes, rather than of the effects, of the disordered social metabolism of the city? The excess of the actual over the natural increase of population has already been suggested as a criterion. The significance of this increase consists in the immigration into a metropolitan city like New York and Chicago of tens of thousands of persons annually. Their invasion of the city has the effect of a tidal

wave inundating first the immigrant colonies, the ports of first entry, dislodging thousands of inhabitants who overflow into the next zone, and so on and on until the momentum of the wave has spent its force on the last urban zone. The whole effect is to speed up expansion, to speed up industry, to speed up the "junking" process in the area of deterioration (II). These internal movements of the population become the more significant for study. What movement is going on in the city, and how may this movement be measured? It is easier, of course, to classify movement within the city than to measure it. There is the movement from residence to residence, change of occupation, labor turnover, movement to and from work, movement for recreation and adventure. This leads to the question: What is the significant aspect of movement for the study of the changes in city life? The answer to this question leads directly to the important distinction between movement and mobility.

### Mobility as the Pulse of the Community

Movement, per se, is not an evidence of change or of growth. In fact, movement may be a fixed and unchanging order of motion, designed to control a constant situation, as in routine movement. Movement that is significant for growth implies a change of movement in response to a new stimulus or situation. Change of movement of this type is called *mobility*. Movement of the nature of routine finds its typical expression in work. Change of movement, or mobility, is characteristically expressed in adventure. The great city, with its "bright lights," its emporiums of novelties and bargains, its palaces of amusement, its underworld of vice and crime, its risks of life and property from accident, robbery, and homicide, has become the region of the most intense degree of adventure and danger, excitement and thrill.

Mobility, it is evident, involves change, new experience, stimulation. Stimulation induces a response of the person to those objects in his environment which afford expression for his wishes. For the person, as for the physical organism, stimulation is essential to growth. Response to stimulation is wholesome so long as it is a correlated *integral* reaction of the entire personality. When the reaction is *segmental*, that is, detached from, and uncontrolled by, the organization of personality, it tends to become

disorganizing or pathological. That is why stimulation for the sake of stimulation, as in the restless pursuit of pleasure, partakes of the nature of vice.

The mobility of city life, with its increase in the number and intensity of stimulations, tends inevitably to confuse and to demoralize the person. For an essential element in the mores and in personal morality is consistency, consistency of the type that is natural in the social control of the primary group. Where mobility is the greatest, and where in consequence primary controls break down completely, as in the zone of deterioration in the modern city, there develop areas of demoralization, of promiscuity, and of vice.

In our studies of the city it is found that areas of mobility are also the regions in which are found juvenile delinquency, boy's gangs, crime, poverty, wife desertion, divorce, abandoned infants, vice.

These concrete situations show why mobility is perhaps the best index of the state of metabolism of the city. Mobility may be thought of in more than a fanciful sense, as the "pulse of the community." Like the pulse of the human body, it is a process which reflects and is indicative of all the changes that are taking place in the community, and which is susceptible of analysis into elements which may be stated numerically.

The elements entering into mobility may be classified under two main heads: (1) the state of mutability of the person, and (2) the number and kind of contacts or stimulations in his environment. The mutability of city populations varies with sex and age composition, the degree of detachment of the person from the family and from other groups. All these factors may be expressed numerically. The new stimulations to which a population responds can be measured in terms of change of movement or of increasing contacts. Statistics on the movement of urban population may only measure routine, but an increase at a higher ratio than the increase of population measures mobility. In 1860 the horse-car lines of New York City carried about 50,000,000 passengers; in 1890 the trolley-cars (and a few surviving horse-cars) transported about 500,000,000; in 1921, the elevated, subway, surface, and electric and steam suburban lines carried a total of more than 2,500,000,000 passengers. In Chicago the total annual rides per capita on the surface and elevated lines were 164 in 1890; 215 in 1900; 320 in 1910; and 338 in 1921. In addition, the rides per capita on steam and electric suburban lines almost doubled between 1916 (23) and 1921 (41), and the

increasing use of the automobile must not be overlooked. For example, the number of automobiles in Illinois increased from 131,140 in 1915 to 833,920 in 1923.

Mobility may be measured not only by these changes of movement, but also by increase of contacts. While the increase of population of Chicago in 1912-22 was less than 25 per cent (23.6 per cent), the increase of letters delivered to Chicagoans was double that (49.6 per cent) - (from 693,084,196 to 1,038,007,854). In 1912 New York had 8.8 telephones; in 1922, 16.9 per 100 inhabitants. Boston had, in 1912, 10.1 telephones; ten years later, 19.5 telephones per 100 inhabitants. In the same decade the figures for Chicago increased from 12.3 to 21.6 per 100 population. But increase of the use of the telephone is probably more significant than increase in the number of telephones. The number of telephone calls in Chicago increased from 606,131,928 in 1914 to 944,010,586 in 1922 an increase of 55.7 per cent, while the population increased only 13.4 per cent.

Land values, since they reflect movement, afford one of the most sensitive indexes of mobility. The highest land values in Chicago are at the point of greatest mobility in the city, at the corner of State and Madison streets, in the Loop. A traffic count showed that at the rush period 31,000 people an hour, or 210,000 men and women in sixteen and one-half hours, passed the southwest corner. For over ten years land values in the Loop have been stationary but in the same time they have doubled, quadrupled, and even sextupled in the strategic corners of the "satellite loops," an accurate index of the changes which have occurred. Our investigations so far seem to indicate that variations in land values, especially where correlated with differences in rents, offer perhaps the best single measure of mobility, and so of all the changes taking place in the expansion and growth of the city.

In general outline, I have attempted to present the point of view and methods of investigation which the department of sociology is employing in its studies in the growth of the city, namely, to describe urban expansion in terms of extension, succession, and concentration; to determine how expansion disturbs metabolism when disorganization is in excess of organization; and, finally, to define mobility and to propose it as a measure both of expansion and metabolism, susceptible to precise quantitative formulation, so that it may be regarded almost literally as the pulse of the community. . . .