

# INTERPLAN

APA

American Planning Association  
International Division

Making Great Communities Happen

A Publication of the International Division  
of the American Planning Association

## people going places



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2010 - 2012

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Welcome to *Interplan*!  
by Keith Hall, AICP  
Vice Chair of Communications

This issue of *Interplan* highlights the work of some of the members of the International Division. Special attention is given in this issue to student articles and articles with a transportation theme.

Our transportation-themed and student articles feature a development proposal for Berlin's Hauptbahnhof (central railway station), an experience in community-based planning in the Dominican Republic, streets designed to their land use context in New Zealand, and an alternative development proposal that aims to preserve a street market in Hong Kong. We also have an article from APA-ID grant recipient Alex Sommers on participatory tourism planning in Goa, India and an update from the APA National Conference.

With New Orleans facing yet but another environmental disaster, it may be an ideal time to consider the future of planning as the theme of our next issue of *Interplan*.

As a profession, planning has become more about managing processes than envisioning the future. If we can step out of our more mundane roles and imagine a future where our environmental impacts are more in balance with our economic needs, then what might our cities look like? How might they be planned? Will our current planning systems get us there, and if not, what changes need to take place?

Let's make the next issue of *Interplan* about big, bold and visionary ideas for the global future of the planning profession and how planners can design sustainable cities. No idea is too small; send in your article even if you have time to write only a short paragraph. Have some fun; no idea is too far-fetched! We hope you enjoy this issue of *Interplan*, and we look forward to publishing a collage of ideas on the future of our cities, transportation systems, and how we plan for the future.

APA

American Planning Association  
International Division

Making Great Communities Happen

# Participatory Tourism Planning in Goa

By Alex Sommer

Pratt Institute, Programs for Sustainable Planning and Development

## Introduction

Rat a tat, rat a tat, rat a tat, rat a tat – the rhythmic clacking of unhinged restroom doors and train wheels on track is sending me into a trance. The car is packed and warm bodies and sticky bare arms are pressed against me as sweat drips down my back. Flashes of verdant Karnataka countryside punctuated with muted-orange laterite homesteads are seen through armpits and crotches. I have been able to shove my backpack into a gap between the bulkhead and the propped-open car door and partially squat on it. The car hums with the activity of overstuffed humans talking, eating, calls from the chai wallah, fevered-singing and a harmonium wailing. As I come to terms with my ‘seat’ and an absence of personal-space for the next 10 hours, it finally dawns on me: I am in India.

Four months earlier, back at Pratt Institute in Brooklyn, New York, ten graduate planning students were sitting in a new studio course called Comparative Urbanization. We were tasked by Agonda, a small coastal community in Goa, India to help them with their participatory planning process. Working with the Goa College of Architecture, a regional non-profit the Council for Social Justice and Peace, and the elected Agonda leadership, our goal was to develop a series of public workshops which would culminate in a planning framework. So why a framework and not a plan? While a framework provides guidance and support, unlike a plan, it will not provide all of the details and considerations for Agonda. These details must be developed solely by residents and stakeholders – not an outside organization.

In 1993 India enacted Constitutional Amendments 73 and 74 which were intended to increase participation in governance and planning at the local level, as opposed to the arguably traditional ‘top-down’ style of planning. These amendments required Panchayats (an Indian government body similar to an American municipality) to adhere to a series of guidelines when developing a new community plan. In turn,

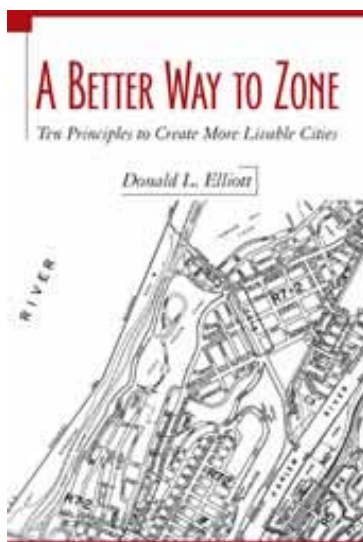
these guidelines aimed to increase participation of residents and stakeholders with the goal of creating equitable comprehensive regional plans. The amendments also mandated that each state develop comprehensive, long-term regional plans on a set schedule. Goa, India’s smallest state sitting astride the central west-coast, created its second comprehensive plan, Regional Plan 2021 (RP 2021). RP 2021 was based on not only the previous regional plan, but also local plans, maps and reports from every Panchayat in Goa in an attempt to adhere to the 73rd and 74th amendments and use a participatory process.

## International Division Grants

The International Division awards several modest grants each year to support the international research activities of division members. Alex Sommer was the recipient of an APA-ID grant and submitted this article on his experience in India.

In January 2010, a team of graduate students from Pratt Institute’s Programs for Sustainable Planning and Development teamed up with the Goa College of Architecture, regional non-profit Council for Social Justice and Peace and representatives from the Panchayat of Agonda to develop a four-day participatory workshop. Based on the input and results from the public workshop series, the project resulted in a framework with which Agonda can apply to its state-mandated comprehensive plan. Priority topics were selected by project partners and stakeholders, although it is important to note that these themes were by no means comprehensive in nature. Tourism was one of the topics chosen as Agonda is facing mounting pressure from visitors and residents – and stakeholders are concerned about the multiple impacts this can produce in their fragile coastal community. As part of the Pratt team, my specific focus was on establishing a framework for participatory tourism development in Agonda. Due to the inability to create a comprehensive plan in such a short amount of time, one of the objectives was that Agonda could take this workshop process and apply it to any number of community issues on their own when developing

*[Continued on Page 4]*



*A Better Way to Zone* explains precisely what has gone wrong and how it can be fixed.

*A Better Way to Zone* explores the constitutional and legal framework of zoning, its evolution over the course of the twentieth century, the reasons behind major reform efforts of the past, and the adverse impacts of most current city zoning systems. To unravel what has gone wrong, Elliott identifies several assumptions behind early zoning that no longer hold true, four new land use drivers that have emerged since zoning began, and basic elements of good urban governance that are violated by prevailing forms of zoning. With insight and clarity, Elliott then identifies ten sound principles for change that would avoid these mistakes, produce more livable cities, and make zoning simpler to understand and use. He also proposes five practical steps to get started on the road to zoning reform.

While recent discussion of zoning has focused on how cities should look, *A Better Way to Zone* does not follow that trend. Although New Urbanist tools, form-based zoning, and the SmartCode are making headlines both within and outside the planning profession, Elliott believes that each has limitations as a general approach to big city zoning. While all three trends include innovations that the profession badly needs, they are sometimes misapplied to situations where they do not work well. In contrast, *A Better Way to Zone* provides a vision of the future of zoning that is not tied to a particular picture of how cities should look, but is instead based on how cities should operate.

Nearly all large American cities rely on zoning to regulate land use. According to Donald L. Elliott, however, zoning often discourages the very development that bigger cities need and want. In fact, Elliott thinks that zoning has become so complex that it is often dysfunctional and in desperate need of an overhaul. *A Better Way*

*to Zone* explains precisely what has gone wrong and how it can be fixed.

## A Better Way to Zone

Author Donald L. Elliott is an attorney and city planner with extensive experience in real estate and land use planning. He is a senior consultant in the Denver, Colorado, office of Clarion Associates, a national land use and real estate consulting firm. Elliott is a Fellow of the American Institute of Certified Planners, a member of the International Division, and a former project director for downtown and Gateway zoning in Denver. For more information on his new book, visit ISLAND PRESS for details.

## The Fulbright Competition

"Educational exchange can turn nations into people, contributing as no other form of communication can to the humanizing of international relations."

- Senator J. William Fulbright, 1983.

The Fulbright program is open to U.S. citizens who will have a bachelor's degree by the beginning date of the grant, but will not have a doctorate degree as of October 18, 2010, and thinking of studying, assistant-teaching English, or conducting research abroad. The program operates in 140 countries, and grants are awarded in nearly all fields and disciplines, including the sciences, professional fields (think planning), and the arts. Planners interested in international research should consider applying.

Visit <http://us.fulbrightonline.org/home.html>

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# Participatory Tourism Planning in Goa

[Continued from Page 2]

a fully comprehensive plan in the near future. As part of this process, a report called “Framework for Sustainable Development” was created by the Pratt student team and included a description of the workshop series, participant inputs and suggestions, as well as a method for integrating and prioritizing these recommendations based on time and cost.

## Site

Agonda is a small 15 sq. km Panchayat along the southern coastal ghats, an extremely diverse hill and river ecosystem, of Goa, India. Based on the RP 2021, the community has an approximate population of 3,600 residents with a density of 240 persons per sq. km, slightly less than South Goa’s average density of 308 persons per sq. km. Among its environmental features, Agonda has a 2.5 KM beach, extensive mangrove estuaries which empty into the Arabian Sea and two promontories covered with state-protected forests. The interior of Agonda is filled with productive paddy fields while most of the low-density built structures of the community cling to the western coastline and river systems. Unique to Goa is the designation of *Comunidade*, or communally owned, land. Agonda has a large portion of its land as *Comunidade* while nearly all privately-held land is owner-occupied. The community has traditionally been a fishing and farming community, but over the past ten years, tourism has outpaced these industries. It is now estimated that more residents are employed in the hospitality and service sector than both fishing and farming combined. In an attempt to ascertain a more up-to-date representation of the community, the Pratt team developed a community survey to collect local demographic data and collected responses from 640 households. The raw data can be manipulated using any statistical software package. Never has Agonda had such a detailed and geographically referenced ‘picture’ of the community before.

## Participatory Tourism Planning

Because tourism is a conglomeration of multiple industries spanning public, private and non-governmental sectors, nearly all facets of a community can have a relationship with tourism, from waste management and road

development to affordable housing and work-force training. Tourism has the potential to enhance local economies and existing industries as well as support cultural communication and encourage environmental stewardship.

However, if it is mismanaged or excludes local guidance, tourism has the potential to devastate livelihoods, create social ills and pollution, and destroy a community’s sense of place and character. It is undeniable that Agonda is under pressure from tourism development and has recognized the importance of action in the face of the negative impacts of tourism. The Panchayat and local stakeholders have decided to employ sustainable tourism planning to ensure active community participation in the decision-making process.

On January 5, 2010, the Pratt team and its partners held a sustainable tourism development discussion and break-out session during the workshop series in Agonda. The discussion guided participants through the in’s and out’s of the tourism industry including market segments, sustainable tourism, and local tourism issues. The program then led participants through the potential policies and methods for regulating and incentivizing sustainable tourism development in Agonda, and included case studies from four different continents. After analyzing these models, participants broke-out into small groups and worked on activities which helped to clarify what the role of tourism should be in the community. We used five goals to ensure that our resultant tourism recommendations were sustainable during the break-out process:

- 1) the tourism plan is community-led and participatory,
- 2) it focuses on supply-driven recommendations, not only the market-side,
- 3) it ensures that there is equitable distribution of both burdens and benefits to businesses, stakeholders and the community-at-large,
- 4) that tourism will not only sustain, but also enhance the community,

5) and that tourism supplements local industries, not replaces them.

The break-out session also had the public locate and discuss unique resources and threats related to tourism in the community and determine a series of action items and potential guidelines for future tourism development. Facilitators from both the Goa College of Architecture and the Pratt team helped to guide the small groups in answering these questions as well as developing maps and policy initiatives in real-time. At the end of the session, each group elected a speaker to present their findings.

On January 8, 2010, these tourism issues were coalesced and turned into framework goals with a final break-out session. While there were a total of 33 hard- and soft-tools recommended by the workshop participants, it was repeated that there was a strong need for creating an independent local body to manage and monitor tourism development in Agonda. Through the Framework for Sustainable Development, an example organization was created with which the community could use to develop tourism planning and policy, regulate and monitor tourism development, facilitate and coordinate state, regional and local tourism stakeholders, market and promote Agonda and the region as a whole, and develop local tourism products and services. It is intended that this organization could help develop and implement

Upon returning to the United States in mid-January, the Pratt team completed the Framework for Sustainable Development. Besides sustainable tourism, the other major foci in the report were economic development, farmland conservation, waste water management, solid waste management and design guidelines. The final chapter in the report analyzes the connections between all of these sectors and uses a matrix to determine projects which could serve as Agonda's 'low-hanging fruit' and can act as catalytic programs. While the Framework was officially finished in March 2010, the partnerships between the Pratt team, local organizations and the Panchayat have grown stronger and we look forward to working together to continue to implement participatory planning. For more information about the project and to stay current on the ongoing partnerships, please visit [www.sustainabledevelopmentworks.com](http://www.sustainabledevelopmentworks.com).

## Concluding Thoughts

On my first trip out of the United States in 2004 I knew I had bitten by the travel-bug. It was not an obsession with the exotic and new; these life-changing experiences quite literally put me on the path to becoming a student of Planning. I saw the price that communities faced from overdevelopment, unguided and unregulated tourism, inequitable distribution of services and facilities, and environmental degradation. But it was not just negatives that I experienced; communities around the world were trying to solve these issues from seemingly infinite different perspectives. It is without a doubt that planners will be faced with opportunities to work in different countries, cultures, and contexts during their careers. Not only has the need for internationally experienced planners increased, but also the need for them to be able to address the local emergent issues that are rooted in internationalization and globalization. This is a call for planners, both students and professionals, to reach out beyond their comfort zones and experience the wide-world around them, keeping their eyes and ears open and ready to absorb unique local approaches to global planning issues.

# Transit(ions): A Proposal for Redeveloping Berlin's Hauptbahnhof

By Joy Kwong

From March 11-19, 2010, 15 Master of Planning candidates from the University of Southern California's (USC) School of Policy, Planning, and Development, and eight Master of Urban Design students from Berlin's Technical University of Berlin participated in a planning studio to re-imagine the potential of the gray field sites surrounding Berlin's newest mega-project, Hauptbahnhof.

Built in 2006, the Hauptbahnhof, or Central Crossing Station, connects Berlin's S-bahn, U-bahn, regional rail, high-speed rail, and bus lines. Approximately 300,000 passengers traverse through the station everyday. In addition to its primary function as a transportation hub, this €1-billion mega-project was built to catalyze economic development for the surrounding derelict areas.

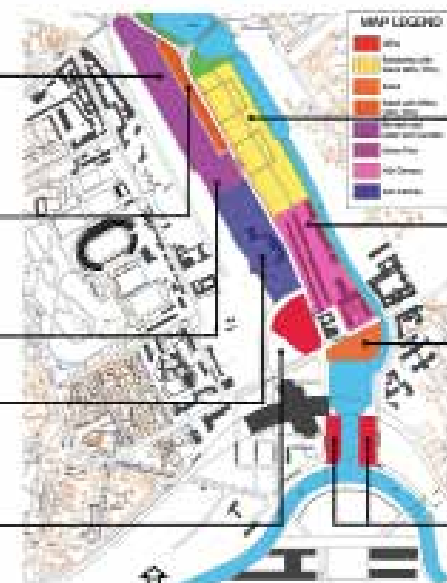
The challenge posed for the students was to redevelop the sites surrounding the station. As part of the USC group, led by Dr. Deike Peters, we studied Berlin's conflicted history, the political and economic transitions post-1989 (after the fall of the Berlin Wall that ended the division between East and West Germany), and the possibilities for future redevelopment.

My group, which also included Jennifer Blackwell, Brettany Shannon, and Michelle Buchmeier, focused on the transit-oriented and waterfront development potential of the Heidestraße, Europaplatz, and Humboldtshafen sites, which are directly north and east of the station.

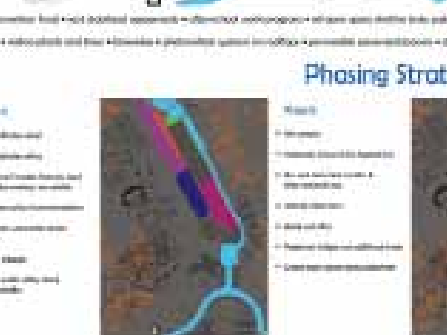
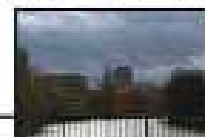
Taking an asset-based approach, our goal for the site would be to establish a Kiez, Germany's cherished sense of neighborhood and place. The area benefits from its location near the

## Objectives

- **Prioritize local assets**  
Large existing and temporary spatial resources for current small businesses to stay
- **Encourage recovered vitality**  
Integrate urban form and function with local existing historic urban fabric
- **Champion sustainability and social justice**  
Build a vibrant urban form to and around the station and its surrounding area
- **Create partnerships with local stakeholders**  
Work with local and state actors to create a vibrant and sustainable future for the area and its residents



## Proposed Master Plan







Berlin's Hauptbahnhof from Europlatz (top) and the view of Heidestraße (below). Photos provided by author.



federal government headquarters to the south and bio-medical uses such as the Bayer-Scherring headquarters to the northeast and the Charite medical school and medical facility to the east. On the other hand, the area suffers

from the economically disadvantaged communities of Moabit to the west, and Wedding to the north. Unemployment rates in these areas reach as high as 25 percent compared to the city's average of 14 percent.

Our proposal called for more green space, public enhancements, and better linkages and connectivity to the train station. By taking a more critical look at the current master plan by private developers Vivico and OVG, our proposal took a slightly different approach to development. Our proposed master plan is summarized in the table below.

In addition, we proposed the use sustainable design features that meet Germany's Green Building Standards, DGNB. We also recommended a Community-Benefits Agreement (CBA). Pioneered in Los Angeles, this practice ensures fair negotiations between the developers and community groups with provisions such as low-income housing, job training, etc.

Europe's current economic crisis hinders development in the near future. However, our current proposal has a long-term, twenty-year phasing strategy. As the economy recovers, we hope that the area will develop and thrive as part of Berlin's urban fabric and maximize upon the full economic development potential of the Hauptbahnhof.

Site Area	Proposal
<i>Heidestraße</i>	<ul style="list-style-type: none"> <li>- keep the existing Kuntz-Campus plan to capitalize on Hamburgerbahnhof, Berlin's contemporary arts museum, which houses the largest Andy Warhol collection, and its interim-use as gallery space, which are currently inhabited by eight eminent international artists;</li> <li>- a mixed-use residential and retail development next to the waterfront, plus retrofit the existing train tracks into a public trolley line;</li> <li>- a clean-tech campus to establish a partnership between Adlershof, the existing clean-tech corridor just southeast of Berlin, and the adjacent bio-medical uses;</li> <li>- an "arts-informed" light industrial corridor to provide quality wage jobs for individuals and relocate some of the existing light industrial uses on site such as the boutique furniture store, Exedra;</li> <li>- an innovative and experiential vertical urban farm; and</li> <li>- Heidestraße School for the Applied Arts, which will be a technical school for the youth in Moabit and Wedding in skills such as graphic arts, fashion design, industrial design, culinary arts, and hospitality services.</li> </ul>
<i>Europaplatz</i>	<ul style="list-style-type: none"> <li>- temporary uses include a farmer's and flea markets; and</li> <li>- temporary installations of arts and cultural exhibits.</li> </ul>
<i>Humboldthafen</i>	<ul style="list-style-type: none"> <li>- park space for a biergarten in the summer and ice skating in the winter;</li> <li>- waterfront restaurant with banquet and event space; and</li> <li>- green office buildings for the government and other service sectors.</li> </ul>

# Experiential Learning in the Dominican Republic

By Monica Bosquez  
Community and Regional Planning and  
Latin American Studies  
University of Texas at Austin

In the spring of 2008, a multidisciplinary team of graduate students from the University of Texas at Austin (UT) embarked on a mission to conduct a participatory planning study examining risk and vulnerability in informal settlements, often referred to as cañadas, in Santo Domingo, Dominican Republic. Dr. Bjørn Sletto, assistant professor in the Community and Regional Planning Program (CRP) in the School of Architecture at UT, supervised the students enrolled in the Applied Geographic Information Systems (GIS) studio course. It was the first crucial step in what has become a multi-year long-term partnership between the University, non-governmental organizations, municipal planners and residents of some of the most distressed areas in the Dominican Republic.

The initial connection to the Dominican Republic was made when a Dominican alumnus of the University of Texas became the planning director of the newly formed municipality of Santo Domingo Norte some years after his graduation from the UT planning program. Like many Latin American cities, the capital city, Santo Domingo, had experienced profound growth over the past three decades as the country urbanized and migrating residents created settlements on the city periphery. A tumultuous urban renewal project initiated in 1986 under then-President Joaquin Balaguer also contributed to a drastic spatial reorganization of the city and created a physical push of the population out of the city center. The state-funded mega-construction model of the 1980's resulted in a dramatic increase of the Santo Domingo footprint, and the city is now one of the largest cities in the Caribbean with a population of approximately 2.2 million residents.

In order to facilitate the planning and management of this continually expanding urban area, the municipality of Santo Domingo was split into five municipalities (ayuntamientos) in 2001. The municipality of Santo Domingo Norte was one of the fastest growing of these areas



Photo: Los Platanitos resident with community vision

and creating and establishing a planning department in light of rapid urbanization, administrative reorganization, and limited resources proved to be extremely challenging. The Santo Domingo Norte planning office capitalized on its contacts with the University of Texas and the foundation for the collaboration was established.

A team of ten students from the CRP, Geography, Public Policy, and Latin American Studies programs was assembled in fall 2007 and began to develop a theoretical framework for a participatory planning model that would be relevant to the informal settlements of Santo Domingo. Dr. Sletto selected the community of Los Platanitos as the project site due to the community's interest in working with the students and their location in a low-lying area prone to flooding and in need of municipal attention. The settlement had been built up over time in a creek bed that had become a drainage ditch, also known as a cañada, and residents suffered from high exposure to water-borne illnesses, severe waste-management problems, environmental contamination and risk of catastrophic flooding and landslides. The cañada had been patched together with piece-meal attempts to control the water flow using cinder blocks and concrete. The community of Los Platanitos represented only one of the approximately thirty informal settlements located in Santo Domingo Norte and a primary goal of the project was to develop a model that could be used as a framework in



other areas throughout the city.

Students were divided into three teams so that fieldwork could encompass distinct, time-intensive objectives under a compressed schedule. Those teams were organized around GIS and mapping, physical survey and ethnography, and social documentation. Principles of rapid rural appraisal models informed the methods, as fieldwork was limited to two ten to fifteen day visits over the span of the semester.

Using a Google Earth image as a starting point, the GIS team worked to map the footprints and identify the uses of businesses, residences, and public places in the greater Los Platanitos area, taking upstream and surrounding neighborhoods into consideration as part of the larger context of the cañada. This was especially critical as the students strove to understand the hydrology of the area and identify key watershed features, such as impermeable surface cover, storm drains, and blockage areas that clogged with trash and impeded water flow. Creating a viable base-map, apart from being a fundamental project component, had been a request of the ayuntamiento of Santo Domingo Norte, who had been unable to update area maps with limited municipal staff. Before the project, the community of Los Platanitos had been literally off the map and, because of this, one step further from public investment than more-accessible, better-understood areas.

The physical survey team focused on documenting the structural environment of the cañada basin, working with local residents and youth to measure the dimensions of the approximately 1km-long channel and systematically inventory the houses and other buildings abutting the cañada. In-depth interviews were conducted with residents along the basin and used to inform the history of the community documented by the students. Detailed drawings were transferred into AutoCAD, ArcGIS, and PhotoShop and formed the basis for detailed maps and renderings of the area.

The social documentation team designed a household survey to capture demographic information regarding household size and composition, employment and family income, and land tenure and residence patterns. The

random-sample survey was also designed to measure health and well-being indicators, such as type and frequency of illnesses experienced and availability of household appliances like washing machines, refrigerators, and gas stoves. Hazard mitigation factors and exposure to risk were measured by analyzing access to television and radio, examining notification patterns in times of emergency, documenting evacuation frequency and length, and measuring flood occurrence and severity by household. Waste management was also examined by looking at trash and solid waste disposal strategies, including sewage and black-water disposal. The social documentation team also conducted problem-ranking focus groups and worked with children to understand their perception of the environment through drawing. This information was used in part to create thematic maps of hazard locations.

## An Award-Winning Project

**Note:** The “Risk and Vulnerability Assessment in Santo Domingo, Dominican Republic” project, conducted by the Graduate Program in Community and Regional Planning, School of Architecture University of Texas at Austin, received the 2010 AICP Student Project Award for Applied Research. Research products included posters, a documentary, maps, and a report. Some components of the project design have been previously discussed in the following article:

Bosquez, Monica and Martin Thomen. “Risk and Vulnerability Assessment: Santo Domingo, Dominican Republic.” Platform. University of Texas School of Architecture. Winter 2008-2009 Edition.

At the core of each of the three teams’ activities was the concerted effort to work as collaboratively as possible. Community members, including children, assisted in the measuring and cataloging of physical structures, identified key watershed areas, and instructed the students as to the neighborhood boundaries. Local women in particular assisted in the design and implementation of the household survey and were key actors in the problem-ranking activities.

*[Continued on Page 10]*

# Experiential Learning in the Dominican Republic

*[Continued from Page 9]*

In addition to the focus groups, mapping, interviews, and physical survey, the students facilitated a visioning process upon termination of the second site visit. By the second visit, students had developed a significant level of trust with local residents and had also learned enough about the community to facilitate a dialogue using terms that were relevant to the participants. The visioning process proved to be a crucial component in expanding the breadth of the community-identified needs woven into the project, connecting the full picture of the environmental, economic and social challenges of the community to the physical risks of the cañada at the center of the initial focus. Issues such as gender-based violence, drugs, and community/police relations were brought forth for the first time.

Instead of using a traditional Strength/Weakness/Opportunity/Threat (S.W.O.T) analysis, the student facilitators used a modified version of the Project Design & Management framework developed by the Peace Corps. The activity included an analysis of local, regional, and national assets in order to stimulate consideration of the resources already available to and within the community. Participants were asked to close their eyes, observe a minute of silence, and imagine their ideal community, forgetting financial or logistical limitations. The crowded room went silent, and when the minute of silence had passed, components of a clear, concise, deliberate community vision poured forth. The components were listed on white paper and represented pictographically.

An action plan developed measurable steps to reach goals identified in the community vision. Trash management was a principal action plan component and a second group of students has since taken the 2008 analysis and moved it forward towards implementation. Being able to look back to the first project and work on community-identified goals has been important to the continuity and effectiveness of the project. Phase two of the long-term project, which began in spring of

2010, is heavily focused on trash management and residents have enthusiastically formed community organizations to tackle the issue.

The experiential-learning project has been mutually beneficial for many of the people and institutions involved. Student research has flourished and several of the students who have participated in the studios have gone on to conduct individual research for their Master's theses on topics including informal employment, gender, hazard mitigation, and children and the environment. Community organization in Los Platanitos has been strengthened through improved networks and many tangible improvements have already taken place since the project's inception. Dominican planners have appreciated the support offered to them by student researchers. As institutions such as the American Planning Association (APA) look forward to increased involvement in Latin American planning, applied research facilitated through community-university partnerships will be fundamental in developing a new generation of international planners.

## A SPECIAL THANKS

The International Division thanks all the authors who contributed to this issue of *Interplan*. Our publication would not be possible without the contributions of its members.

Editorial guidelines are posted on the division's pages in the APA website, and we encourage you to contribute to future issues of *Interplan*. In the next issue of *Interplan*, we ask authors to contemplate the future of planning thinking specifically about natural and manmade disasters, our natural environment, and our reliance on natural resources. The *editorial guidelines* provide more detail on specifications for written articles.

## INTERPLAN isn't just for Division Members Anymore!

Now anyone can enjoy Interplan! Interplan, once reserved as a member-only benefit, can now be shared with your friends, colleagues, and anyone else interested in international planning issues. As member of the International Division, you'll always be the first to know when the next issue of *Interplan* comes out, and you'll be on our mailing list for *eNews*, our regular newsletter. The small annual fee of \$25.00 you pay as a member of the International Division still comes with a big benefit. Each year, we offer 3-4 webinars eligible for AICP CM credits FREE OF CHARGE to APA-ID members.

**The FUTURE of Transportation is Here. It's lightweight, has 2 wheels, and is powered by humans... or electricity.** At a factory in Aurora, Ontario, an hour north of Toronto, a small assembly line with a handful of workers are assembling the transportation of the future.

The BionX ([www.bionx.ca](http://www.bionx.ca)) three component system provides a retrofit kit for existing bicycles, turning them into electric two-wheel vehicles ideal for commuters. The system includes three main components: a control console, a rechargeable battery pack, and rear wheel motor generator - the entire system is designed to fit most existing bicycles and can operate up to 56 miles on a single charge, well within the journey-to-work range of many commuters.

The BionX system is ideal for those who live in areas with a bit of terrain, for those who want a quick boost to keep up with traffic when lights turn green, and for those who need to arrive at the office dry and sweat-free. In addition to its electric bicycles, BionX is testing hardware designed for public bicycle systems that would allow users to swipe a credit card and pick up a standard or electric bicycle anywhere in town!



American Planning Association  
**Women in Planning Division**

*Making Great Communities Happen*

*By Libby Tyler, FAICP*

One of the earliest divisions of the American Planning Association, the Planning and Women Division was formed in 1979 as a platform from which to transmit ideas and career concerns of particular interest to women and to the general membership of the American Planning Association. Among the purposes of the Division are the following:

- Address issues facing the planning and development of communities, cities, regions, states, and the nation related to the changing roles of women and men as a means of promoting social equity;
- Create a national network of planners, decision makers and persons actively involved in organizations which are concerned about similar issues;
- Promote professional growth of women in planning and advocate for equitable treatment and advancement of female planners at all stages of their careers;
- Recognize and celebrate the accomplishments of women in planning;
- Advance technical knowledge and improve techniques of dealing with the issues of women and planning; and
- Promote the analysis and examination of the issues of women and planning at every level of government and in colleges and universities.

We welcome your participation with over 150 other members in activities pertaining to women in the profession and the role of women in society as it pertains to planning. On our website you will find information about our division's activities and services. Please feel free to contact any of the division leaders with your suggestions and inquiries.







Photos by K. Hall

## News and Reviews from the APA National Conference in New Orleans

### *Planners Gather in New Orleans*

Planners from throughout the country and around the world got a first hand look at progress toward the city's recovery. Who knew then that another disaster was on the horizon for the Louisiana coastline?

A few changes were obvious at this conference. There was no opening reception, and the conference was a day shorter. A larger number of higher cost optional specialty workshops were available prior to the conference. And, of course, given the conference theme - Delta Urbanism - sessions were focused on solutions for New Orleans and coastal cities facing similar challenges.

Among the most interesting presentations at the conference were those given not by other planners but by the local volunteers, citizens, and community advocates shaping post-Katrina New Orleans. These were more than presentations; they were the stories of people with great ideas, working against all odds (and through government red tape) to rebuild their neighborhoods and communities.

While the tourists are back, a trip through the Lower Ninth Ward is proof that much remains to be done. Most progress at the neighborhood level is being made by NGOs, volunteers, and people in the community taking action. Only a fraction of the community has been rebuilt, and the major challenges that require the clout and resources of a large government still remain to be done.

It was a special conference for the International Division. The International Division was recognized as the ONLY division exceeding its performance goals. More notably, the APA-ID

received an award from the Divisions Council for the World Town Planning Day Online Conference. Manjula Boyina led the organization of the online conference and received the award on behalf of APA-ID (see page 13). Many thanks to all of the division members who supported this successful conference!

### *The Future of APA Divisions*

The Task Force on the Divisions Future held a discussion at the APA national conference focused on how things would need to change if membership in a division were required as part of APA membership. The Divisions Council supported this concept in the past, but this would mean many more members for divisions to support. Alternative membership structures are still under review.

The Divisions Council Chair committed to a more open process of involvement of the Divisions membership at the Business Meeting and also added a new members to the Task Force. The Task Force has committed to:

- (a) Post materials on the APA website to develop a repository of background reports and meeting notes accessible to division leaders.
- (b) Hold a second discussion of the Task Force in June 2010 to focus on some suggested revisions to the principles and some other structural models used by other membership organizations.
- (c) Develop a blog or posting site open to all Division membership.
- (d) Meeting with the APA Board (or a sub-group of the Board) at the Board retreat in July in order to get some early feedback on universal membership.

# planners in the news

- (e) Subsequent to the meeting with the APA Board, schedule additional conference calls of the Task Force and the Divisions Chairs.
- (f) Follow-up with a discussion during the Leadership Meeting in September.

The APA staff has had no role in the proposal so far; it was shared with them only a couple of days before sending it to the Divisions on the list serve. The proposal is not a “done deal” as too many have suggested; but the start of an open discussion. The Task Force looks forward to your continued participation in this process.

For more information, visit the Divisions Council Task Force website located at: [www.planning.org/leadership/committees/dc/reform.htm](http://www.planning.org/leadership/committees/dc/reform.htm).

## *Comment on the Future of APA-ID*

As indicated above, the Task Force made its proposal several days before the national conference. This had the potential to “slip past under the radar screen,” but APA-ID distributed the proposal to International Division members as well as the leaders of other divisions. We received considerable feedback on the new structure, one that would have merged the International Division with the Federal Planning Division. Members were overwhelmingly against this proposal, and APA-ID is committed to keeping a closer watch on this Task Force to ensure that future proposals have adequate opportunity for input from division members.

## **APA-ID Member Manjula Boyina Recognized at the 2010 National Planning Conference**

*Manjula Boyina, AICP, Senior Planner with D.B. Hart, Inc. in Cleveland was recognized at the 2010 National Planning Conference in New Orleans in April. She accepted the APA Divisions Council Award for Contribution to the Profession at the APA/AICP Annual Meeting for her service as chair of the 2009 World Town Planning Day Online Conference and on behalf of the APA International Division. She also received a Certificate for Exemplary Service from APA ID for her service as Co-Chair of the APA ID Liaison Committee and Chair of the conference.*

*APA Divisions Council Awards are awarded annually to divisions with outstanding efforts in four categories - communications, education, contribution to the planning profession, and overall division performance.*

*The 2009 World Town Planning Day Online Conference was an innovative, three-day conference, the first of its kind to be offered under the APA umbrella. APA ID proposed the concept and partnered with eight other professional international planning associations to provide a virtual online conference that focused on international planning for global climate change. Partnering organizations included APA ID, the Commonwealth Association of Planners, Canadian Institute of Planners, European Council of Spatial Planners, International Federation for Housing and Planning, New Zealand Planning Institute, Planning Institute of Australia, and the Royal Town Planning Institute.*

*The conference was structured as a collection of webinars held sequentially over three days. Sixteen case studies presented by international planning practitioners provided key insights into how professional planners are thinking about - and practicing - planning around the globe in response to climate change. Presentations focused on topics such as effective approaches to mitigating or adapting to climate change; evaluation of the effectiveness of approaches, and “lessons learned” that can guide planners in addressing this crucial issue in their own communities. A total of 75 participants attended, representing 14 countries (Australia, Bangladesh, Canada, Greenland, Iceland, Italy, The Netherlands, New Zealand, The Philippines, Qatar, Samoa, Spain, the United Kingdom, and the United States).*



*The award nomination noted that the program “is a significant example of the potential for collaboration in support of climate change across the global community of planners... this event also demonstrates the potential for using technology to bring planners together around vital planning challenges.*

*Manjula Boyina accepts the Divisions Council Award at the 2010 National Planning Conference in New Orleans. Article and photo courtesy of the Ohio Chapter of the American Planning Association.*

# A New Street Standard in New Zealand: Integrating Transportation and Land Use

By Keith C. Hall, AICP

## Background

Over a period of fifteen months, I had the opportunity to serve on a committee charged with the innocuous task of performing a minor update to the infrastructure design elements of New Zealand's subdivision and land development engineering standard (New Zealand Standard 4404). The update was undertaken by a committee consisting primarily of engineers representing various aspects of the infrastructure design process (from pipe and concrete to traffic and stormwater), but there was also a surveyor, a landscape architect, an urban designer, and me, the planner, serving on the committee.

In my experience, "we can't do that here" and "that won't work here" are among the most common reasons for maintaining the status quo. Traditional public works and traffic engineers often cite non-compliance with design standards as a reason for not implementing a new idea, even though we know that business as usual will not deliver a new and better outcome. In tracking statistical data reported by the Ministry for the Environment, Statistics New Zealand (census), and the Ministry of Social Development, I concluded that New Zealand was simply following the path that North America had already taken. Per capita carbon (and inorganic) emissions were skyrocketing; surface waterways were increasingly contaminated; and suburban developments were becoming indistinguishable from those in California, Texas, and Nevada, in terms of access, mode share, and other outcomes. As New Zealand's "urban" context had become every bit as auto-dominated as that of North America's sprawling western cities, I went into the committee ready to wage war against the existing standard and do battle with any engineer willing to defend it.

Having said that, I recognize that engineering standards and land use requirements do have a place in guiding urban and regional development. I simply hold the view that planners and engineers should (1) continually evaluate the contemporary relevance of requirements adopted

in the past *and eliminate them if they no longer serve a purpose*; (2) consider whether rigid adherence to requirements delivers a desirable outcome, both broadly and in specific contexts, *and change them if outcomes have failed to meet expectations*; and (3) always question the validity of universal assumptions in light of the specific facts of particular situations *and change the underlying assumptions when they no longer hold true*. These three points effectively describe the process the committee used in evaluating the details of the previous standard while maintaining the bigger picture focus on environmental sustainability, community livability, and performance objectives for the new standard.

Street design standards cannot sit in isolation. District plans (zoning), urban design guidelines, and environmental policies continue to play a role, as do very specific guidelines for transit, cyclist and pedestrian facilities, and standards for accessibility. In New Zealand, urban and regional planning goals commonly emphasize environmental sustainability, recognizing that land use affects both water quality (stormwater runoff) and air quality (transport-related emissions), while heavily emphasizing an effects-based approach in land use planning.

The update of the NZS 4404 standard simply represents greater harmonization of detailed standards with broader policy goals and desired land use outcomes that have been adopted at national, regional and local levels. As such, New Zealand's new design standard represents only the first step toward a framework for a new development paradigm that is more compatible with New Zealand's environmental and urban development goals.

## Road Standards in New Zealand

Current road standards in New Zealand are quite similar to those in North America. For the most part, developers design streets in a subdivision to meet design requirements specified by local governments. Road design requirements are most often represented by a cross section that specifies widths for right-of-way, sidewalks (if



# A NEW PROCESS FOR APPLYING STREET DESIGN STANDARDS

## Step 1: Identify the Land Use Context

### Summary of NZS 4404:2010 Land Use Context (Table 3.1)

Table 3.1 in the standard provides guidelines for determining density based on households per hectare (residential) and floor-area ratio (commercial). Typical area characteristics, including trip demand, are also indicated in the full version of Table 3.1. Illustrations in this article are based on a typical suburban residential area (shown in yellow).

Area Type Land Use	Rural OUTSIDE URBAN AREAS	Suburban LOW DENSITY URBAN AREAS	Urban MEDIUM DENSITY MIXED USE	Center HIGH DENSITY NODES
Live and Play	Rural homes and lifestyle blocks	Predominately single use residential	Residential (low/mid rise with other uses)	Residential (mid/high rise buildings)
Work and Learn	Rural schools and services	Suburban office parks and schools	Urban education and office campuses	High intensity offices and education
Shop and Trade	Rural/roadside retail and services	Suburban retail/big box centers	Urban corridor retail and mixed uses	Focused retail in mid/high rises
Make and Move	Agricultural facilities and production farms	Industrial and warehousing districts	Low intensity and small scale uses	Generally undesirable land use

↑  
VARYING TRIP  
CHARACTERISTICS  
↓

← LOWER DENSITY

HIGHER DENSITY →

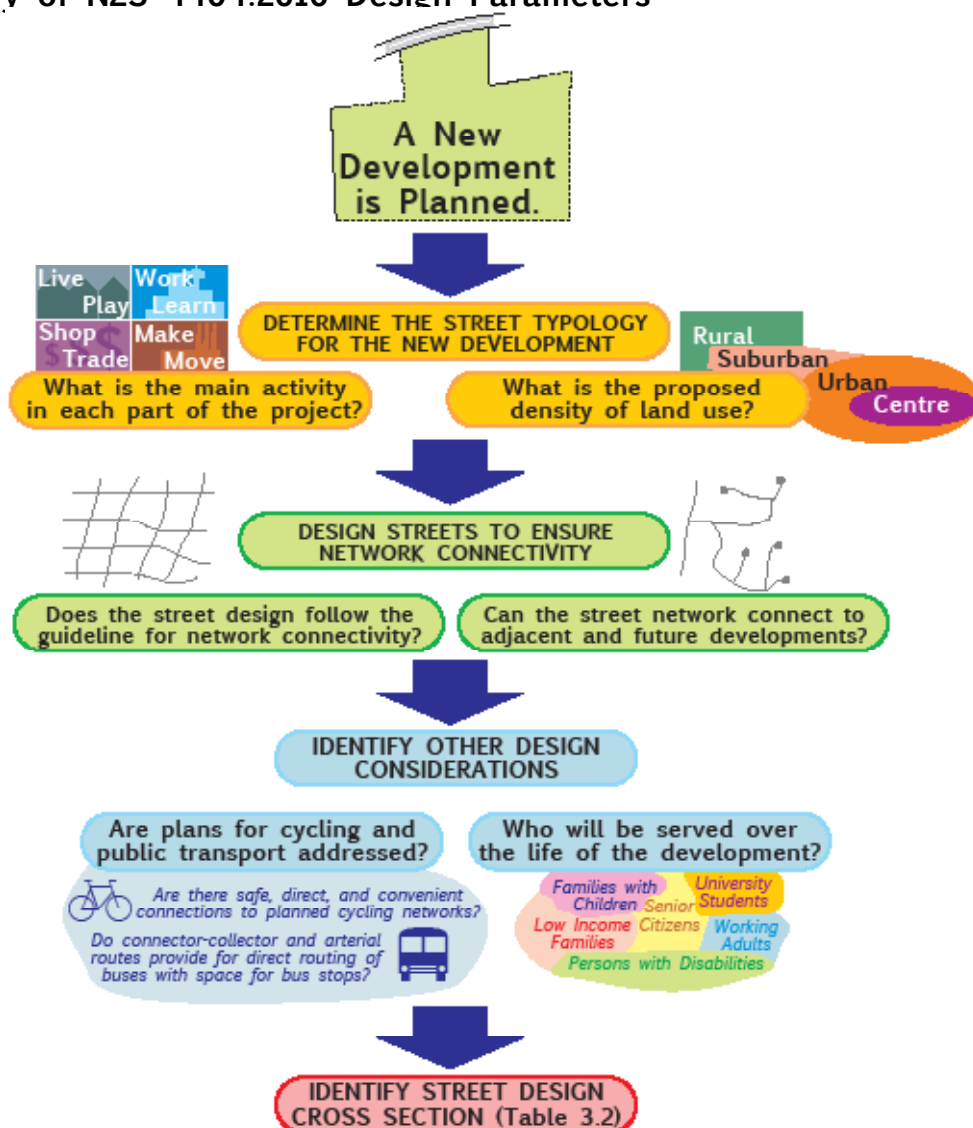
## Step 2: Identify Features and Desired Outcomes During Design Process

### Summary of NZS 4404:2010 Design Parameters

Since NZS 4404 covers the breadth of development-related impacts, detailed design guidance addresses a range of desired outcomes. In particular, the 2010 update to the standard emphasizes low impact stormwater design, greater connectivity of street networks, and more thought into the relationships between land use, transportation, and community outcomes for both sustainability and livability.

The chart to the right illustrates the conceptual design approach in the new standard. The initial street selection process begins with an understanding of the land use context. As design progresses, the standard addresses network connectivity and provides guidance on low impact stormwater design. In addition, the standard encourages consideration of user needs in the design process. Although not formally described as a “complete streets” guideline, the needs of a range of potential street users are specifically identified. Only after this process is the street categorized in the street hierarchy.

The design process concludes with a “Design and Access Statement” that forms part of the project approval process as a self-audit form submitted with the resource consent (subdivision application).

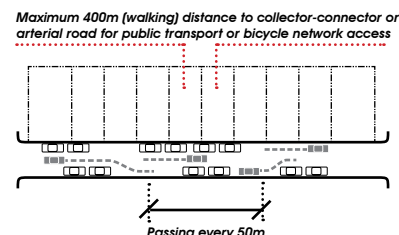
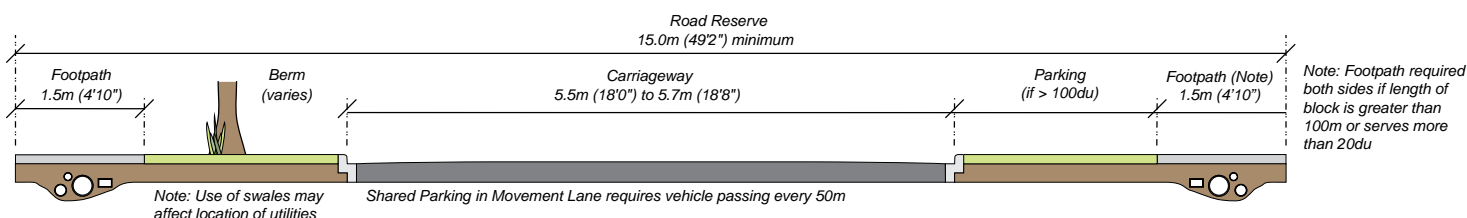
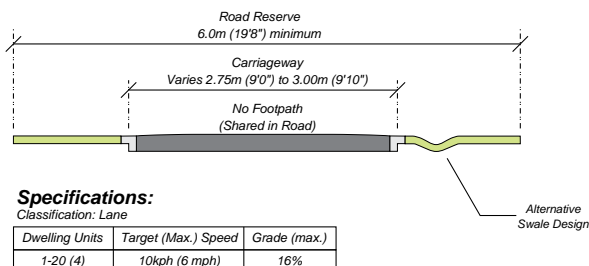
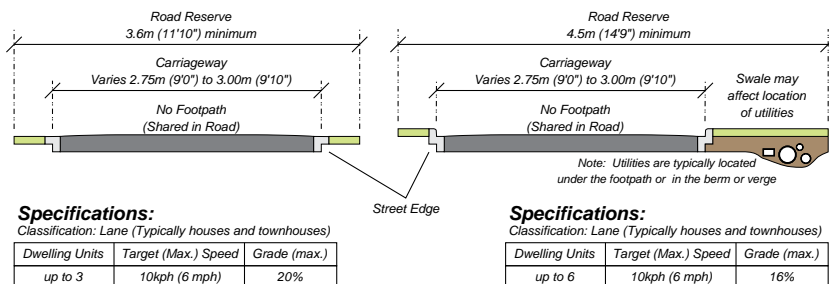


## Step 3: Select the Road Type

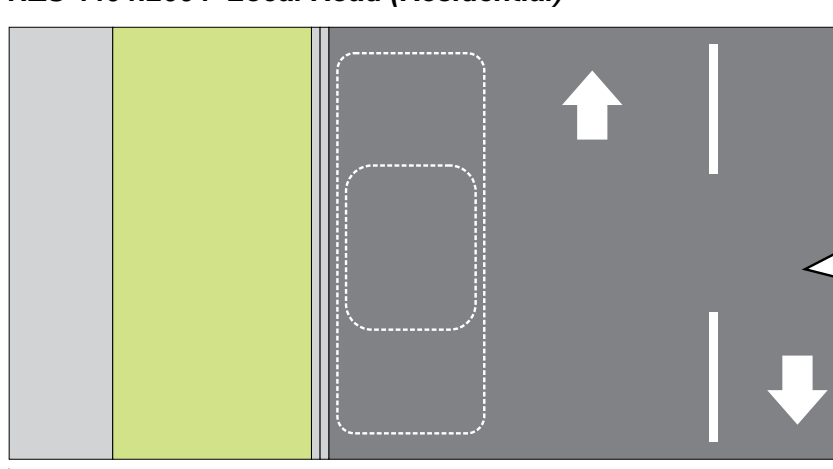
### Cross Section of a Typical Suburban Residential Road in NZS 4404:2010 (adapted from Table 3.2)

Streets in the updated NZS 4404 are generally much narrower than the current national standard, and the new standard provides a much broader range of street types to match the area type (density) and local activity (dominant land use). In the new standard, on-street parking is generally recessed with the amount of onstreet parking determined by offstreet parking requirements in local plans. Transit and bike routes are accommodated on the connector-collector and arterial streets that can be no further than 400m (1/4 mile) walking distance from a lot in a lower density suburban neighborhood.

#### The New Standard: Options for Local Roads in a Suburban Residential ("Live and Play") Area



#### Contrast: A Much Wider Local Street in the Old Standard NZS 4404:2004 Local Road (Residential)



#### Typical Subdivision Plan

Area served includes other local roads and cul-de-sacs

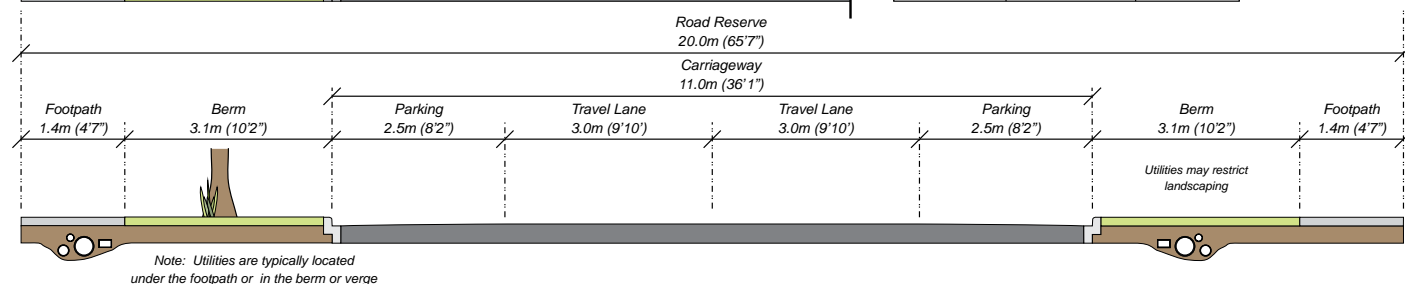


#### Comments:

The Standard specifies a fixed roadway width with a kerb and channel design; thus, alternative street edges and on-site stormwater treatment are non-standard. Utilities may be placed under the footpath but not the roadway, limiting the type of landscaping that make take place in the berm area (grass is specified). Parking is required by design regardless of off-street parking requirements or actual demand. The standard appears to suggest that roads with fewer than 21 dwelling units must be cul-de-sacs, limiting options for short through-streets that improve network connectivity. Different design specifications exist for local industrial roads.

#### Specifications:

Dwelling Units	Vehicles per Day	Speed
21 to 150	up to 750	30kph (20mph)



DRAWINGS NOT TO SCALE

any), curbs, and pavement. Some specify total pavement area, while others include detailed parking and lane widths (and bicycle lane widths in a few cities). Additionally, there are specifications for turning radii, sight distances at intersections, maximum slopes, drainage specifications, and so on.

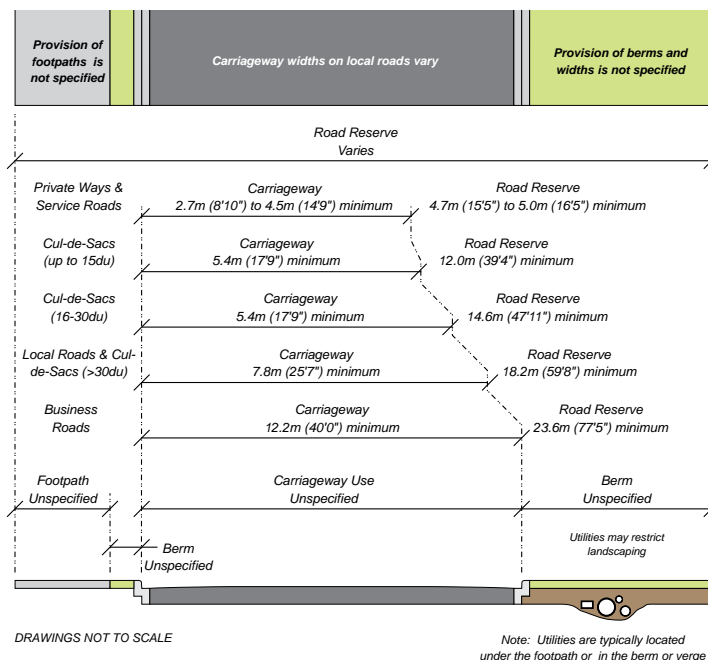
The current process for designing subdivision streets is simply a matter of the developer designing a proposed street network and following the street cross sections for cul-de-sacs, local streets, and collectors within a subdivision. In practice, developers will minimize costs by maximizing the use of streets with smaller footprints (the narrower cul-de-sacs) while minimizing the use of local through roads which have higher construction costs (*consider the design of local roads in Manukau City at right*). In short, the current standard encourages exactly the types of developments that strategic plans and design guides seek to avoid. The current street design specifications drive the design for all streets, ensuring that every local street looks like every other local street, that every collector looks like every other collector, and so on.

Across regions, there are quite a few variations on how street design standards are presented in plans and public works specifications, and there are minor variations in the actual specifications, such as the presence and widths of sidewalks and bicycle lanes and even roadway lane widths themselves. However, in North America, and in Australia and New Zealand, roads are classified according to a simple hierarchy that generally includes, at a minimum, lanes and alleys, local roads, collectors, minor and major arterials, and highways and freeways.

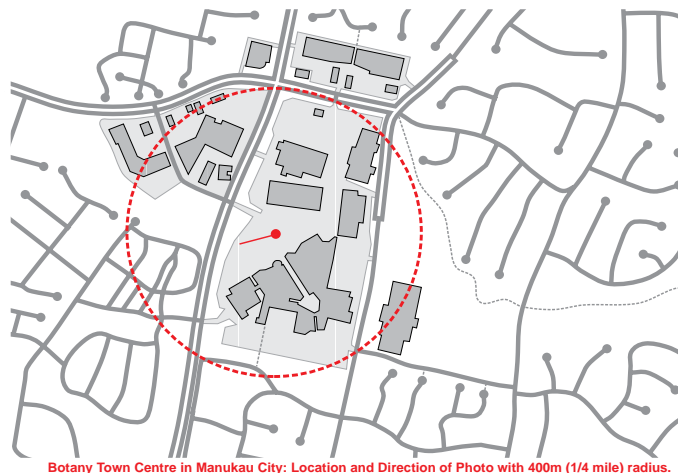
For developers, the builders of the local and collector roads, the process is simply one of selecting the road type during the subdivision design process. Local roads identified as cul-de-sacs typically are typically smaller than local through streets, both in right-of-way and paved area, giving developers every incentive to build “loops and lollipops” subdivisions. A few cities, however, actually prefer disconnected street networks. The District Plan in Christchurch specifies a “corridors and rooms” approach to contain

## Manukau City Local Road Standards

Road standards in the Manukau District Plan (Appendix 2) emphasize cul-de-sacs.



## The Disconnected Street Network at Botany Town Centre in Manukau City



## A View of Retail (left) and Apartments (background) at Botany Town Centre





## Continued: A New Street Standard in New Zealand: Integrating Transportation and Land Use

traffic in subdivisions and restrict through traffic on local streets, while Manukau City (a large suburb of Auckland), includes a range of cul-de-sac design specifications for local streets; the one local through street type is reserved only for larger subdivisions, ensuring that most local streets will be designed as dead ends.

And we wonder why our suburbs and cookie-cutter subdivisions all look the same!

### *The Kiwi Perspective and Process*

Much to my surprise, there was complete consensus among committee members at our first meeting that the current standard had failed to achieve transportation, land use, and environmental outcomes and that it needed more than minor modifications. It is difficult to imagine that a similar state-level committee North America could agree that streets needed to be smaller and slower, focus more on pedestrians and cyclists, and provide for better water quality and land use outcomes.

Having agreed that the standard needed to be substantially rewritten, the committee then began the process of reviewing, editing, debating and finalizing the new standard. Although there was unanimity with regard to the high level goals for the update, lengthy discussions often turned into heated debates when contemplating detailed changes to the standard. In total, the process took about fifteen months – it took longer, required more meetings, and cost more than originally anticipated. Yet somehow, widely divergent viewpoints culminated in a strong sense of collective ownership as the committee voted to approve the standard.

### *The New Process: Its Influences and Features*

Whereas the old process simply involved the design of a street network in a new subdivision followed by the selection of street cross sections from a simple table, the new the new standard follows a more rigorous process that requires the subdivision designer to contemplate the road typology based on activities and intensity of development taking place in the street (refer to

*the illustration of the new street design process on page 15).*

As part of the update, the committee conducted considerable research into new street design standards. New standards recommended by the Institute of Transportation Engineers (ITE) and innovative standards adopted by state and local jurisdictions in Queensland and Western Australia were considered. Ultimately, new approaches from the UK were viewed as the most desirable models; these included the **Manual for Streets** and **Link and Place**. While both references provided for the integration of land use and place context in selecting street design, they were extremely complex in their approach and therefore unsuitable as the base street design standard.

Simplicity in application was key, as initial subdivision design is often undertaken by junior-level engineering and surveying technicians. The committee also recognized that the new standard will require greater oversight by senior practitioners in applying the new standard - and in achieving improved outcomes. Thus, the multidisciplinary committee reinforced the need for collaboration among architects, engineers, landscape architects, planners, and surveyors throughout the development process.

### *What the Future Holds*

The real test of the new standard will not be seen until cities adopt, then implement it. The standard is not mandatory, and many New Zealand cities will be reluctant to adopt a new and radically different development approach. Indeed, some planners have opined that the new standard provides “substandard” streets that are too narrow and provide for traffic flows too slow to solve their mobility problems. The new approach is not designed to move more traffic at a faster speed; it simply gives planners more tools - and flexible complete street designs - to create sustainable and livable communities.

*NZS 4404:2010 is available at [standards.co.nz](http://standards.co.nz). Courses in applying the new standard are being offered by both the Institute of Professional Engineers of New Zealand (IPENZ) and jointly by the New Zealand Planning Institute (NZPI) and Urban Design Forum (UDF). For more information, contact the author at [interplan@khal.net.nz](mailto:interplan@khal.net.nz).*

# Hong Kong's Graham Street Market Area: WCC Alternative Proposal - A Sustainable & Sensitive Approach to Regenerate Hong Kong's Oldest Street Market Neighbourhood

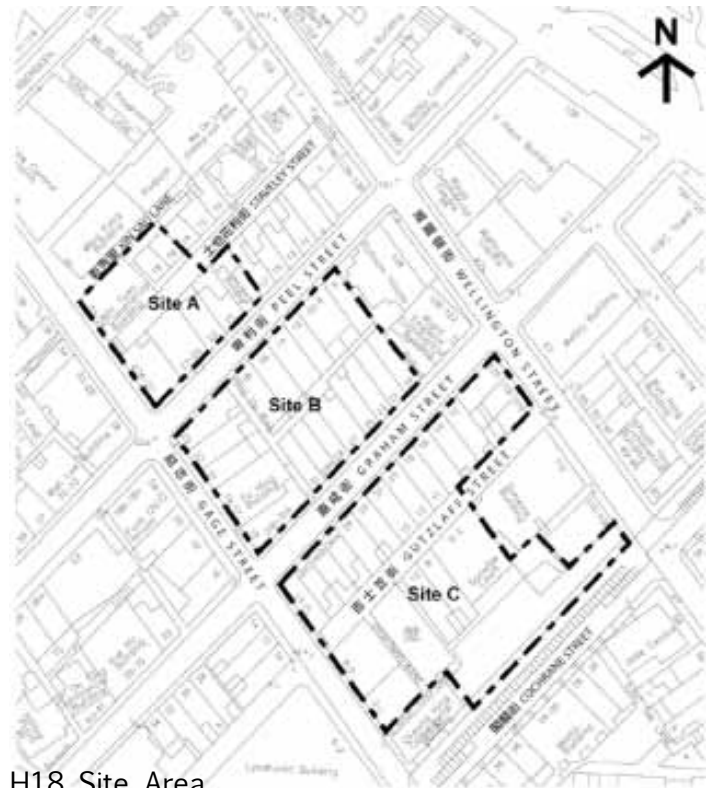
By Sujata Govada

The Peel Street and Graham Street area is indisputably one of the oldest urban districts of Hong Kong, and has a long historical establishment as the neighbourhood for Chinese settlements since 1841, when the British gained control of Hong Kong. The Graham Street neighbourhood is one of the few areas where this historic pattern can still be witnessed today, representing not only a historically relevant cityscape of Hong Kong, but a dynamic, functioning and well-used enclave. It is important to the wider community, and has become a popular destination for local residents and visitors alike. The area is also home to the longest operating street markets of Peel Street, Graham Street and Gage Street, giving it a unique identity and character.

The Section 16 Application was submitted by Urban Design & Planning Consultants Limited in association with Oren Tatcher, AIA on behalf of the World City Committee, for an alternative proposal attempting to provide a comprehensive review of the URA's current blanket redevelopment approach and the approved scheme for the site justifying the need for the alternative proposal. However, as it was submitted by a voluntary concern group with limited resources, it was hoped that the TPB would merit the scheme and request that the URA commission more comprehensive and rigorous technical assessments of the proposal. Although the TPB rejected the application under the basis that it lacked technical assessments to support the proposal, we are delighted to state that the WCC Alternate Proposal recently won the AIA Hong Kong Honor Award for Urban Design Excellence.

The World City Committee (WCC) agreed that the area needed to be significantly upgraded as the living conditions, environmental quality and hygiene of the street markets was poor. The WCC recognised the importance for the URA to

continue with the resumption of the area, as residents have waited a long time and are expecting compensation for their properties in light of URA's intended redevelopment of the area. However, WCC expressed their viewpoints in line with concerned academic, professional and local community groups, and strongly disagreed with URA's blanket redevelopment approach that was adopted for the urban renewal of the older urban area of Central, Hong Kong.



H18 Site Area

## The Existing Area

Located between Central and Sheung Wan, in close proximity to the CBD and the dining and entertainment hubs of Lan Kwai Fong and Soho, the site area of 5320m<sup>2</sup> includes three separate contiguous blocks bounded by Gage Street, Cochrane Street, Wellington Street and Kin Sau Lane in Sheung Wan. The 37 blocks within the sites are mainly four- to seven- storey buildings were built between the mid 1950s and the late 1960s. The street markets along Peel, Graham and Gage Streets date back to the 1800s.

## Continued: An Alternative Proposal for Hong Kong's Graham Street Market Area

### URA's "Blanket Redevelopment" Approach

The Town Planning Board approved the Master Layout Plan for the URA project H18 at Peel Street and Graham Street in May 2007. The approved development consisted of four towers, including two residential towers of 30- and 32-stories, a 33-storey office tower, and a 26-storey hotel, all of which would be elevated on a four-storey podium over a large basement covering the entire site and the existing street markets on Graham and Peel Streets.

The existing Peel Street and Graham Street markets have been functioning and operating for more than 100 years, and the redevelopment plan put forward by the URA for the

Graham Street Market area represents an outdated approach to urban renewal, insensitive to the fact that the site is located in an old and historic district of Hong Kong. The plan pays lip service to heritage conservation, however, the actual design proposed for the site is very much old-school wholesale redevelopment. The URA proposal ignores the Washington Charter and more recent trends to successful urban regeneration in Asia and the West, for example the famous Pike Place in Seattle, survived redevelopment due to community groups. Today, it is still a popular tourist destination, and was recently voted as one of the top ten neighbourhoods by the American Planning Association.



WCC's Alternative Master Plan





A Rendering of the URA Scheme

The URA scheme would deal a fatal blow to this old urban quarter and the street market, by altering the character and economic parameters of the new street-level commercial facilities, market shops and hawkers are unlikely to be able to operate there. The URA plans indicated hawker stands sprinkled around the public spaces of the new development, but those could not survive without significant servicing provisions and without a critical mass of market facilities, which would maintain the crucial “one-stop-shop” element necessary for successful food markets. Most important, the URA scheme, driven as it is by the need to guarantee attractive returns to the prospective bidders on the vacated sites, clearly promotes an upscale retail environment, essentially a mega shopping mall. Such an environment, comprising of designer boutiques and alfresco dining, is obviously incompatible with a food market. The hawker stands will be presumably selling souvenirs and trinkets, not fruits and vegetables.

The URA’s “blanket redevelopment” approach may be the most economically viable and the easiest to implement, however, the approved development plan will not safeguard the continuity of the existing street markets or enhance their viability. It will threaten the very existence of Peel Street and Graham Street markets, and essentially wipe out the heart of this old urban district identity of Hong Kong.

### WCC’s Alternative Proposal

A more sensitive approach to urban regeneration was needed to retain the urban morphology and the markets to function with minimum disruption. The World City Committee recognises that the Graham Street Market area is currently run-down and needs upgrading. The alternative approach calls for carefully upgrading and regenerating the market neighbourhood through a combined mechanism of market-driven, incremental redevelopment and design guidelines meant to maintain the urban character of a medium-scale, mixed-use, walkable environment in the heart of the historic old district of Hong Kong. The key features of the WCC’s Alternative Proposal are detailed below.

#### Residential and Commercial Towers

The alternative proposal aims to maintain and upgrade the existing market and ensure that it continues to be a popular destination for residents and visitors. Large parts of the Graham Street Market will be maintained, where existing buildings will be upgraded or redeveloped within the existing building envelop. Two “anchor sites” will be featured, where more substantial development will take place, including an 18-storey residential tower to accommodate the market servicing area within its seven storey podium structure, and a 23-storey combined office and service apartment tower also accommodating street market loading/unloading facility within the seven storey podium.

## Continued: An Alternative Proposal for Hong Kong's Graham Street Market Area

### Preserving the Market and its Buildings

By keeping the market's key physical spatial features, including connectivity and concentration of shops and hawker stalls, while upgrading the infrastructure to achieve a more comfortable, attractive and hygienic market environment, the existing market will be maintained and upgraded. Hawker stalls will be refurbished and placed at random alternate modules with storage space behind, and as a result, more pedestrian space will be created and direct physical access to the shops within the buildings is also achieved. Repaved streets, proper drainage and improved lighting will all help improve the street market environment significantly.

While few of the buildings possess any architectural distinction, as an assembly they still preserve the feel of "old Hong Kong", a lively and picturesque mix of densely-packed small buildings with their colourful shop fronts and signs. The majority of the existing fabric, mostly within the heart of the market itself will be preserved by either keeping the existing buildings and renovating them, or replacing them with similar-scale new buildings. For the renovated or rebuilt market buildings, the WCC promotes the sensitive approach of adaptive reuse for the upper floors above the shops. Their small size is ideal for certain uses, such as small offices, serviced apartments, galleries and cafes. As experience in other cities demonstrates, upgraded old buildings in authentic and lively urban environments are a strong draw to the "creative classes" and cultural industries, which are actually attracted to the stimulating environment of traditional market streets. Two of the best contemporary examples are Old Spitalfields Market area in London, and the Meatpacking District in Manhattan.

### Scale & Phasing of Development

One of the key goals of the alternative scheme is to introduce a more incremental and organic redevelopment concept, which will allow the market neighbourhood to evolve gradually and harmoniously. By keeping the existing plot sizes as the main building block of the redevelopment, the existing heri-

tage of the city's urban fabric, comprising medium-scaled street wall buildings is maintained. As proven in many cities around the world, including Hong Kong, fine-grain parcelisation creates a more architecturally interesting cityscape, for examples areas like Soho and parts of Causeway Bay. Smaller parcels support a more diverse ownership, as the entry costs are lower, and will tend to create a more dynamic mix of uses and architectural expressions. This in turn, supports a more urbane environment compared to single-owner podium or tower developments.

The open-air market's chances of survival is directly linked to its continued operation, hence, the WCC's alternative scheme will strive to achieve that. Negative impacts to the neighbourhood will be minimised by phasing the redevelopment as follows:

1. Begin with redeveloping the anchor sites at the east and west ends. This will:
  - a. Allow the market to continue operation relatively uninterrupted;
  - b. Provide the critical servicing infrastructure for the upgraded market; and
  - c. Provide significant cash flow at the start of the redevelopment project from the sale of the two highest value sites.
2. Continue with a step-by-step redevelopment of market blocks, always maintaining at least one side of the market streets (Peel and Graham) in operation. In each phase, renovation

### *GFA Comparison between URA and WCC Proposals*

	URA's Proposal	WCC's Proposal
Residential	22,360	7,390
Retail	7,280	7,691
Office	8,950	17,654
Hotel	28,770	-
Mixed-Use	-	10,092
G/IC	1,260	-
Total GFA (m2)	68,620	42,827

*Summary of Market Provisions within the Redevelopment Site*

	Existing	URA Scheme	WCC Alternative*
Hawker Stands	32	10	25
Market Shops	30	0	30-35
Storage	7	0	5-10
Retained Buildings GFA (m2)	N/A	0	15,809

and/or new construction work will proceed on the buildings, the street market operations and improved pedestrian environment. The character of single-design development is fundamentally different from, and inconsistent with, the small-grain texture of the urban fabric in the neighbourhood.

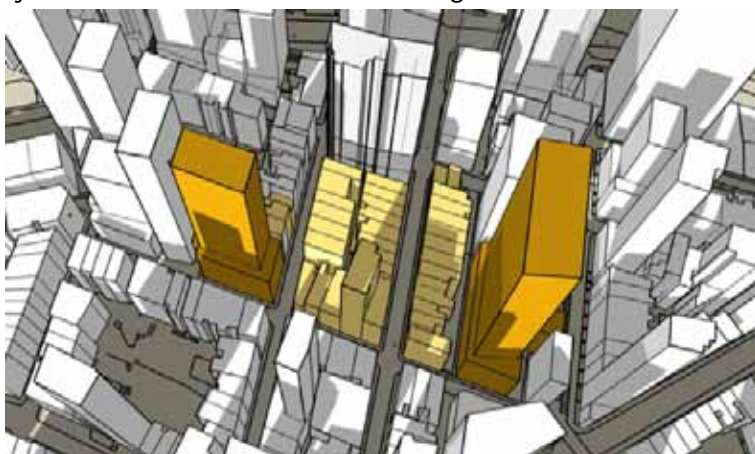
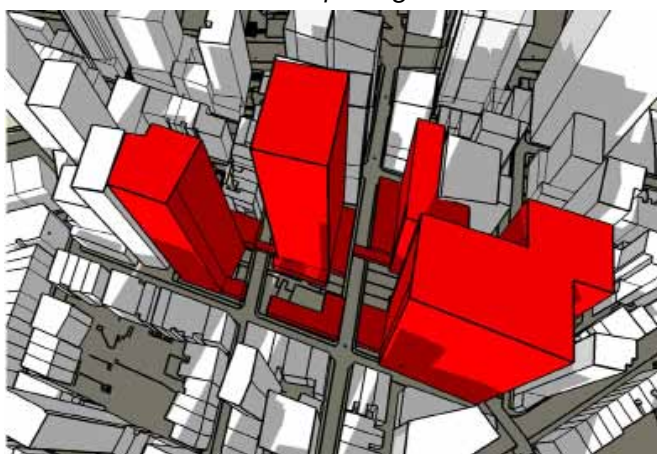
Existing movement patterns will be mainly kept, maintaining the system of pedestrian links crisscrossing the market and linking it to the surrounding neighbourhoods and thoroughfares. Improvements will be made to pavements to increase comfort and safety. The renewed Peel Street and Graham Street markets will have a spillover effect to rejuvenate the short blocks between Gage Street and Hollywood Road, thereby extending the pedestrian network further south to Hollywood Road. This area could easily be developed as an area of restaurants offering specialty cuisine from the market produce as demonstrated in New York's successful Greenmarket area of Union Square. The reduced scale of the development and appropriate mix of uses will reduce overall traffic demand and distribute it more evenly around the site, and will also offer a more efficient market

servicing arrangement. By introducing serviced apartments in place of a hotel, traffic flows are significantly reduced.

One must assume that the key goal of the URA's approach is to maximise profit when the cleared sites are auctioned off to the highest bidder. The WCC alternative suggests that by scaling back the financial goals of the land sales, a far more balanced and appropriate redevelopment solution can be implemented. Sufficient high-value new construction is included to ensure the public works required under the alternative scheme, such as upgrading of the market infrastructure and public space, will be paid for by the land proceeds. The upgraded environment will also guarantee that the sale of individual buildings in the "core" market area will turn a profit over the purchase price.

Considering the positive contribution of sensitive regeneration to the overall economic well-being of Hong Kong, restored and regenerated old quarters have proven to be major economic drivers for inner cities, as in other major cities. They have been known to increase economic activity and draw in new visitors, both locals and tourists. It is difficult to

*Comparing the URA Scheme (left) with the WCC Alternative (right)*





## Continued: An Alternative Proposal for Hong Kong's Graham Street Market Area

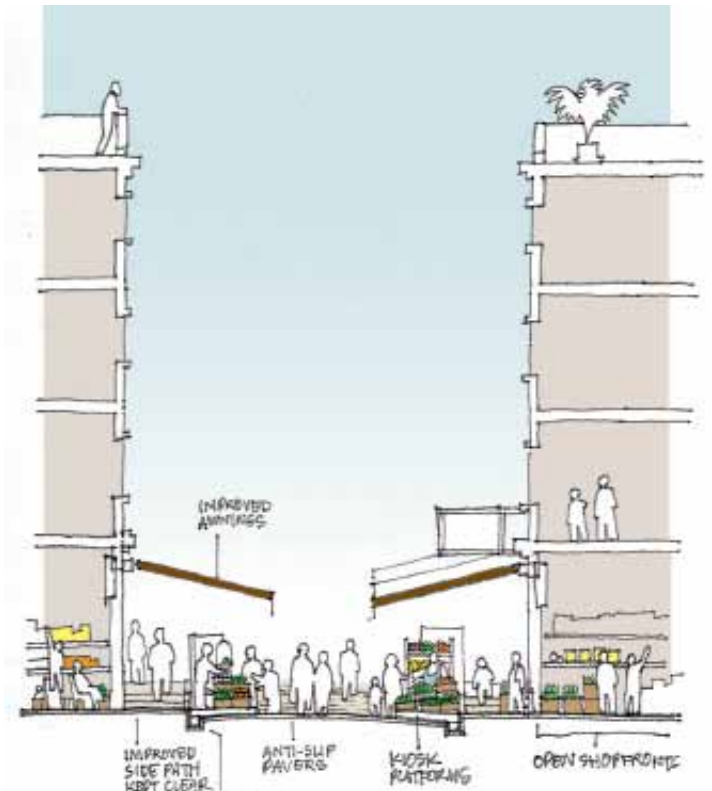
see how the replacement of this old neighbourhood, with a massive, non-descript and another podium/tower commercial project with all its negative environmental impacts, will contribute to the long-term prosperity of Central, Hong Kong.

### *Planning & Urban Design Justifications*

The WCC's alternative proposal follows the principles of preservation of character of historic sites put forward in the Washington Charter. Among other elements, priority should be given to respect existing urban patterns which are defined by lots and streets, and the appearance of buildings as defined by scale, size and style; and when it is necessary to construct new buildings or adapt existing ones, the existing spatial layout should be respected, especially in terms of scale and lot size. It is recognised that the environment of the area needs improvement, therefore, new design guidelines will ensure that market facilities including shops, hawker stands, storage and servicing provisions are upgraded to the highest aesthetic and hygienic standards. Care has been taken to select areas where redevelopment of those properties that would not directly jeopardise the operation of the market, nor completely alter the character of the area.

With the environmental improvement works and refurbishment of buildings and limited redevelopment, the proposed alternative plan will bring about significant planning gains to the neighbourhood, namely the genuine preservation and enhancement of architectural, historical and cultural features, retention of the traditional streetscape, enhancement in the vibrancy of the neighbourhood, as well as pedestrian circulation in a safe environment, and the enhancement of existing open space. One must bear in mind that all these gains are not at the expense of the neighbouring community because there is only limited increase in development density. The alternative plan proposed would not significantly overload the existing infrastructure, including the road network, and would not create an even more congested urban area in an already congested Central.

The approved URA scheme will not safeguard the continuity of the existing street markets or enhance their viability, but rather threaten the



*Artists Rendering of WCC Proposal*

very existence of Peel Street and Graham Street markets. It is not justifiable and rather contradictory that there exists a Conversation Advisory Panel, and yet a more context sensitive approach was not pursued.

Our proposal does not contradict the idea that, in some cases, urban renewal requires that a government agency resume properties in order to allow a large-scale redevelopment of a run-down area. We do, however, challenge the design solution, and in accordance with best practices elsewhere in the world, a more nuanced and sensitive approach needs to be adopted. This may lead to less profit for government in the short term and a more complex and extended redevelopment programme, but ultimately will yield much better results serving the broader, long-term goals of the community and its government. We acknowledge that it is necessary to continue the resumption process in the case of the Graham Street area, but recommend that current practices be reviewed carefully to give options to residents and tenants to stay or move back to the area, so social networks and the community ecology is

maintained.

### Conclusion

Street Markets are colourful, dynamic, diverse and vibrant. They offer a variety of street life and culture in Hong Kong, and create a unique sense of place. They not only form part of Hong Kong's local street culture, but also support the local economy. Within street markets and the surrounding areas, residents, shop owner, hawkers and shoppers know each other, creating a tightly knit human network. This network helps to strengthen the community and the community ecology, bringing people together, with a strong sense of belonging.

The URA's proposal will be implemented at a time when Hong Kong's heritage assets are under close public scrutiny. While there is not Government policy to guide the preservation of Hong Kong's historic and heritage asset, we are convinced that WCC's Alternative Proposal is a viable solution. The questions the TPB should ask are;

1. Can Hong Kong afford to wipe out these areas as we have done in Wan Chai?
2. Why not learn the positive lessons from other places, such as Pike Place in Seattle, where historic markets were preserved and became sources of urban pride and major attractions to both locals and tourists?; and
3. What is the best way forward for Peel and Graham Streets, and is it not time to seriously rethink before we embark on a path that will irreversibly destroy the character of the area?

However, despite the criticism on URA's scheme, the authority has in fact carried out a number of public engagement activities regarding the redevelopment and is in the process of



*Artists Rendering of WCC Proposal*

formulating a revised plan.

More information and the full WCC report on the Graham Street Market Area can be found at <http://www.savethestreetmarket.com>.

### Current Update

As a result of the WCC alternate proposal, URA has refined its Master Layout Plan to adopt some measures to retain the vibrancy of the market during the construction of the proposed development by limiting the extent of the basement, but without reducing the bulk and massing of the proposed number of towers or the total development GFA that will go into the site based on commercially prudent principles. URA has also adopted a phased implementation strategy within their revised plan enabling the hawkers to continue their business during the prolonged construction stage, but without any provision for much needed storage space within the proposed plan, which will make it difficult for the street market to function effectively. Another related issue is that although street markets are very popular among the locals and the visitors alike as they offer a more vibrant, convenient affordable alternative to the supermarkets, offering a livelihood for a segment of the population, the issuing of new hawkers licenses

## Continued: An Alternative Proposal for Hong Kong's Graham Street Market Area

or renewals is currently up in the air, as street markets are generally seen by Govt. as dirty and unhygienic places, not befitting for Asia's World City, which will eventually hamper the survival of the trade and the street market culture of Hong Kong.

Interestingly, the Urban Renewal Strategy in Hong Kong has been under review for almost 2 years now with extensive public engagement involving several district based studies that have indicated a much needed change to a more sensitive, district based, bottom up approach allowing for same district relocation of residents and shops after redevelopment, and more preference for revitalization, rehabilitation and preservation rather than redevelopment,

especially in the older urban districts of Hong Kong, which is very encouraging and a step in the right direction. However, Graham Street Market has been excluded right from the outset in this Urban Renewal Strategy Review process, as it has an approved plan and resumption process that has already begun and construction is set to start soon. Several professionals and the larger community are still against URA's proposed development, and have recently been requested by the Govt. to withdraw their objections so that that project can be developed as planned by the URA.

More information of the Urban Renewal Strategy Review can be found at the following link: [www.ursreview.gov.hk](http://www.ursreview.gov.hk).

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