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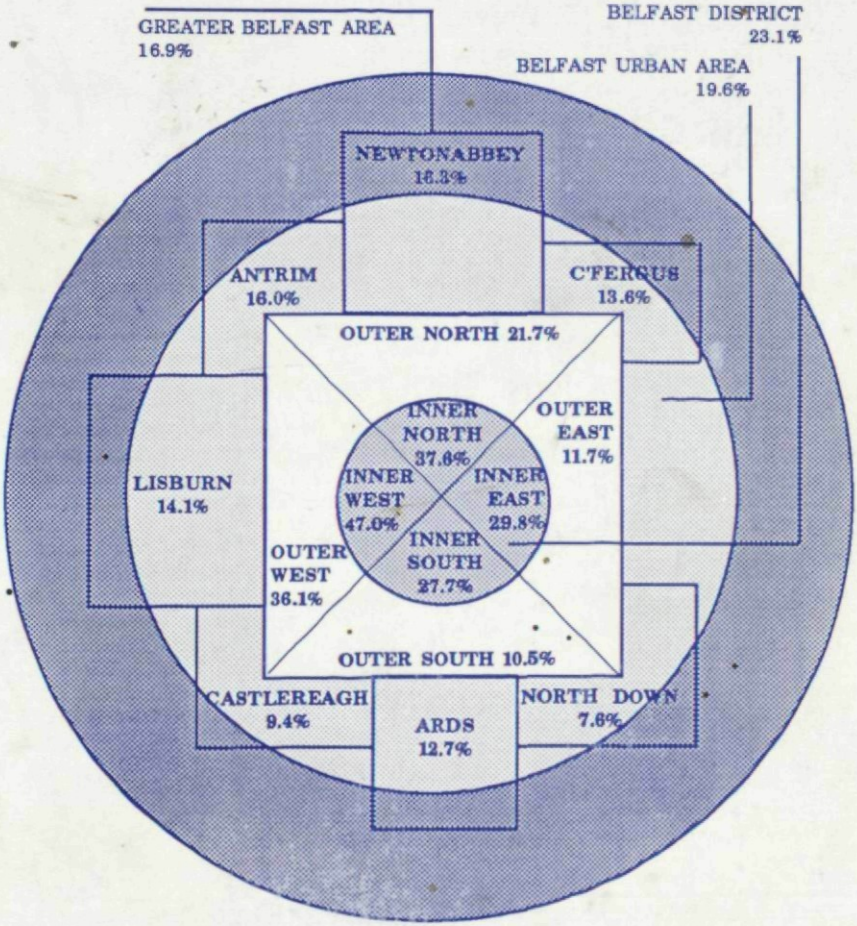

UNEMPLOYMENT RATES IN THE GREATER BELFAST AREA 1985

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EDITORIAL

The British weekly publication *Planning* in its issue of 13th November 1987 included a piece on the closure of An Foras Forbartha. Jill Hague, a respected Edinburgh Planner wrote "Ireland more and more becomes the place to send people to if you want to make the case for what would happen if you did abolish planning altogether". To planners on this side of the Irish Sea there is no pleasure in witnessing the demise of An Foras Forbartha, or the death of the Regional Development Organisations or the still-birth of the Dublin Metropolitan Streets Commission or the short existence of the Dublin Transportation Authority. With the loss of these bodies the concept of proper rational planning received a severe blow. Of course, all this has been officially explained away as being necessary in a time of severe financial restraint. Or is it part of a deeper mistrust of the type of rational planning necessary for a changing Ireland? Is it not perhaps a return to the earlier days of turning a blind eye to the despoilation of the environment and ignoring the concept of proper planning for the common good?

The Irish Planning Institute must remain vigilant in its planning watch-dog role to ensure that sanity prevails and that the dismantling of the planning system stops. The Institute has a wider role in ensuring that its members act in the highest professional manner at all times to enable the planning system to operate fairly and efficiently so that no excuse is provided for the dismantlers of the planning system to continue with their unnecessary work.

One way to promote planning as a valuable and sought-after activity is by way of the concept of community planning. Two articles in this issue of *Pleanáil* illustrate this idea very clearly. The experience in Finglas and Swords as set out in these articles (and in the many examples of similar activities in other parts of the country) show that when planners work hand in hand with local communities to achieve common aims, the results highlight the value of planning and planners in a very positive way. There is a tremendous potential for planners to become involved with local communities in order to solve many local problems. The Finglas and Swords experience has shown how wide-ranging such problems are and how planners can produce a wide range of solutions to such problems.

There is an onus on every planner to show the value of his or her work to the community at large. If this is done the dismantlers of the planning system will fail. Planners must therefore become more active not more reactive.

LOCAL GOVERNMENT PLANNING IN IRELAND AND UNITED STATES

Some Observations

PROF DAVID O. RAFTER

As a Visiting Professor in the Geography Department at University College Cork under the aegis of the U S Fulbright Program, I have been especially interested in examining the Irish local planning system In the United States, I teach urban planning and have been employed as a city planner The approach that I decided to take in analyzing the Irish system was to supplement a review of the literature and interviews of planners with a survey of practicing planners By designing a questionnaire that included questions similar to ones used in surveys of American planners, I hoped to gain some insight into the areas in which U S and Irish planning systems and approaches were similar and dissimilar At the time of this writing, the analysis is only at a very preliminary stage Therefore, the purpose of this paper is to present preliminary findings but more importantly, to gain insight from my Irish colleagues in interpreting the findings

The Irish Planners Survey

In order to obtain information on the opinions of planners towards a variety of subjects, I conducted a survey of members of the Irish Planning Institute The eight page questionnaire inquired into the planners attitudes about issues facing their profession, local government, planning resources, techniques and ethics 178 questionnaires were posted and of this total, six were undelivered and 48 were completed and returned for a 28% response rate A profile of the respondents is presented in Table 1 The Irish Planners Profile indicates that the most common location of employment is county governments, the profession is aging, women are under-represented, and most planners do not have a masters degree in the field

TABLE 1
Profile of Survey Respondents

1.	Place of Employment:	County	46%
		Private Firm	9%
		City	27%
		Other	8%
		National	10%
2.	Average Age	- 36	
3.	Sex:	Male	88%
		Female	12%
3.	Average Length of Time Employed as a Planner - 8 years		
4.	Education (includes multiple responses):		
	Diploma/Certificate in Town Planning		52%
	Bachelors Degree in Architecture/Engineering		38%
	Masters Degree in Town & Regional Planning		29%
	Bachelors Degree in Social Sciences		27%
	Masters Degree in Related Field		25%
5.	Location of Education		
	Ireland	89%	
	United Kingdom	12%	
	United States	2%	
	Other	6%	

Planning Issues

In Part I of the survey questionnaire a series of statements were made about the state of the profession and planners were asked if they agreed or disagreed. Basically, they agreed with the following statements:

- Planning offers satisfying professional career opportunities in Ireland.
- Planners' salaries adequately reflect their education and experience.
- Women have been encouraged to enter the planning profession.
- Opportunities for public access into the planning process are adequate.

However, they disagreed with the statement "There are enough entry level positions for young planners desiring to enter the profession " This response reflects the impact of governmental budget cutbacks which have restricted the number of entry level positions

In addition, the planners were asked to identify the frequency with which they experienced planning problems The majority of planners said that they have the following problems "always" or "frequently"

- Planning office is too removed from implementing agencies
- Planning office needs additional staff in order to complete its tasks
- Planning office spends too much time on short term development projects and not enough time on long term comprehensive planning issues
- Planning office should spend more time on promoting development in designated areas instead of regulating development
- Planning office provides an information function

On the other hand, the Irish planners stated that the following problems "seldom" or "never" existed

- The local authority is too permissive in granting planning permission to private developers
- There is too much interference from elected officials in reviewing planning applications
- Contravention of the local development plan is a serious problem

Based on these responses, the planners are not agreeing with the literature which claims that contravention and political interference are serious problems in local government planning In addition, the planners are saying that they would welcome a wider role in promoting development and in working with implementing agencies

Planning Techniques

In 1979, John Bryson published an article describing his research in the U S where he assigned groups of planners various situations to determine if they would employ different techniques related to the political and technical environment He concluded that planners did vary their techniques according to the situation and then described this as "contingent planning "

In the Irish Planners Survey, 22 techniques were listed and the planners were asked to circle the situation in which they would use each technique or "never use" it. The situations were classified according to the same categories developed by John Bryson namely Easy and Difficult Politically, and Easy and Difficult Technically. Table 2 summarizes the results of the Irish Planners Survey and compares them with Bryson's American sample.

TABLE 2
Planning Techniques and Situations

		Situations				
Techniques		*Easy Politically*	*Difficult Politically*	*Easy Technically*	*Difficult Technically*	*Never Use*
1	Personal Persuasion		IR	IR		US
2	Friendships/Alliances	IR	IR			US
3	Consult w/groups		IR & US		IR & US	
4	Form Coordinating Comm	US	US	US	US	IR
5	Use survey research					IR & US
6	Collect data	US	US	IR & US	IR & US	
7	Literature search		US	IR	IR & US	
8	Structured interviews					IR & US
9	Structured group mtgs	US			US	IR
10	Information mtg	IR	IR & US		US	
11	On site observation	IR & US	IR & US	US	US	
12	Recommend Consultants				IR	US
13	Recommend Consultants				IR	US
14	Circulate draft report	IR & US	IR	US		
15	Include recommendations	IR & US	IR	IR & US	IR	
16	Solicit endorsements		IR		IR	US
17	Bargain & Negotiate					IR & US
18	Prepare counter arguments		IR & US	US		
19	Public announcement	IR & US		US		
20	Pilot project		US	US		IR
21	Technical Assistance	IR & US	US	IR & US	US	
22	Lobby	US	US			IR

KEY *IR* = *Most common situation identified by Irish planners for using the specified technique*
US = *Most common situation identified by American planners for using the specified technique*

The similarities between the Irish and American planners identified in Table 2 involve the likelihood of consulting with groups in difficult (political and technical) situations, collecting data in technical situations, the need to make observations on site in political situations, and the need for technical assistance and including recommendations in easy (political and technical) situations Significant differences between the two groups were use of personal persuasion, friendships and alliances, and soliciting endorsements where the Irish saw these techniques as useful but the Americans never use them

Another interesting difference between the two types of planners involved forming a project coordinating committee to oversee a planning task The U S planners believed this was needed in *all* situations while Irish planners said they would never need it Related to this difference was the unwillingness of Irish planners to engage affected persons in a "structured group meeting" while American planners saw this as a valuable tool in several situations Finally implementing a "pilot project" and lobbying actively to defeat an unacceptable project were also strategies that Irish planners rejected but American planners found useful

Planning Ethics

Ethics provide a "moral compass" for us to follow in determining acceptable behaviour and the commonly held norms of a group of professionals form the body of professional ethics In a survey of American planners in 1979, Howe and Kaufman discovered that the ethical beliefs of planners were not in conformance with the Code of Ethics established by the American Institute of Certified Planners In their survey, Howe and Kaufman posed scenarios to the planners presenting real and difficult situations in which choices had to be made involving a variety of ethical issues The complete list of scenarios are in Part IV of the questionnaire (Appendix A)

Table 3 provides a comparison of the responses of the Irish and American planners to the same ethical scenarios The scenarios are listed in the table in the order of ethical acceptability to the American planners Planners were asked to circle if they felt that the scenario was Clearly Ethical, Probably Ethical, Not Sure, Probably Unethical, Clearly Unethical In Table 3, the first two and last two choices have been grouped to provide a summary percentage

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4. Form Coordinating Comm.	US	US	US	US	IR
5. Use survey research					IR & US
6. Collect data	US	US	IR & US	IR & US	
7. Literature search		US	IR	IR & US	
8. Structured interviews					IR & US
9. Structured group mtgs.	US			US	IR
10. Information mtg.	IR	IR & US		US	
11. On site observation	IR & US	IR & US	US	US	
12. Recommend Consultants				IR	US
13. Recommend Consultants				IR	US
14. Circulate draft report	IR & US	IR	US		
15. Include recommendations	IR & US	IR	IR & US	IR	
16. Solicit endorsements		IR		IR	US
17. Bargain & Negotiate					IR & US
18. Prepare counter arguments		IR & US	US		
19. Public announcement	IR & US		US		
20. Pilot project		US	US		IR
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Another interesting difference between the two types of planners involved forming a project coordinating committee to oversee a planning task. The U.S. planners believed this was needed in *all* situations while Irish planners said they would never need it. Related to this difference was the unwillingness of Irish planners to engage affected persons in a "structured group meeting" while American planners saw this as a valuable tool in several situations. Finally, implementing a "pilot project" and lobbying actively to defeat an unacceptable project were also strategies that Irish planners rejected but American planners found useful.

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TABLE 3
Rankings on Planning Ethics Scenarios

SCENARIO	% Total Response Ethical* Irish	% Total Response Ethical* U.S.	% Total Response Unethical** Irish	% Total Response Unethical** U.S.	% Not Sure Irish	% Not Sure U.S.	Mean Irish	Mean U.S.
13. Dramatize problem to overcome apathy	66	82	23	13	11	5	2.38	1.91
6. Use expendables as tradeoff	62	68	19	21	19	11	2.40	2.33
15. Assist group overturn official action	35	67	58	24	7	9	3.42	2.31
1. Release draft info. on request to envir. group	44	64	42	27	14	8	3.00	2.46
14. Release draft info. on request to housing group	17	54	64	34	19	11	3.64	2.75
8. Organize coalition of support to induce pressure	52	53	35	35	13	11	2.85	2.74
7. Release draft info. on request to developer	8	47	89	43	3	9	4.44	2.99
11. Change technical judgement due to pressure	17	42	69	39	14	18	3.85	3.01
4. Leak information to low-income group	31	33	58	55	11	12	3.42	3.34
9. Leak information to environmental group	42	31	38	59	20	10	3.64	3.45
3. Distort information	17	22	77	70	6	9	4.06	3.72
10. Distort information	19	17	69	74	12	9	3.91	3.87
12. Leak information to Chamber of Commerce	6	16	85	75	9	8	4.38	3.96
2. Distort information	19	13	73	81	8	8	4.04	4.05
5. Threaten	17	11	72	84	11	5	3.94	4.33

KEY:* = *Column Combines Clearly Ethical and Probably Ethical responses to calculate percentage*
** = *Column Combines Clearly Unethical and Probably Unethical responses to calculate percentage*

In general, the Irish and American planners agreed on many of the scenarios but the Irish planners seemed to hold stronger beliefs about the ethical impropriety of 10 of the 15 situations while the majority of American planners saw 7 of the 15 scenarios as unethical The major differences existed on scenario 15 where a planner helped a citizens group to overturn a zoning decision and on scenario 14 where a planner gave draft information to a citizen group opposed to corporation housing In both of these cases the Americans overwhelmingly believed the action to be ethical while the Irish planners saw the action as unethical The instance that the Irish planners believed to be ethical but the Americans disagreed was scenario nine involving release of information to an environmental group because the information had been suppressed by the planning director The greatest uncertainty among the Irish planners involved inserting expendables in a report (scenario 9) and releasing draft information (scenario 14) The Americans were most unsure about changing their recommendations after being told to do so by the planning director (scenario 11)

Discussion

In order to best understand the reasons for the differences between Irish and American planners we should examine the structural characteristics of the planning systems within which they both work Figure 1 illustrates some of the characteristics of the two planning systems

The fact that Irish planners feel removed from implementation policies do not participate in development decisions, do not use coordinating committees and group techniques or implement pilot projects can be partly attributed to their planning system In Ireland planning is a management function that is restricted to specific activities (e g development plan review and planning permission) while in the U S planning has broad authority to work with the citizen planning commission in addressing physical economic and social issues of the city In the Irish Planners Survey, the planners demonstrated a mood of frustration with the constraints upon them and are disturbed by the negative attitude of the public towards their profession

FIGURE 1
Irish and U.S. Planning Systems

	IRELAND	*UNITED STATES*
Governmental System	CENTRALIZED - National government dominates funding and implementation of public policy.	DECENTRALIZED - Local governments have significant financial resources and authority to implement public services, promote development, and make public policy.
Function of Planning	LIMITED - Local planning restricted to physical planning issues of reviewing development planning and considering planning permissions. Sec. 77 that would give them more authority in promoting development has not been implemented.	FLEXIBLE - While emphasis is on physical planning issues of zoning and comprehensive plan, planning departments are involved in economic development, neighbourhood planning, housing, capital improvements, urban design, environmental planning, etc.
Political Interaction	LIMITED - Planners must work through the city/county managers office in their interactions with public and politicians.	EXTENSIVE - A planning commission consisting of elected and appointed officials oversees planning department and ensures that planning remains relevant to political concerns.
Political Domination of Planning	POWERFUL - The city/county council can grant planning permission even if contrary to managers recommendation.	CONTROLLED - A 2/3 vote is required of the city council to overrule a decision of the planning commission.
Products of Planning	Development Plan. Research and Information.	Comprehensive Plan. Zoning Ordinance. Neighbourhood Plans. Project plans related to environment, housing, economic development, capital improvements, etc. Research and Information.

An Foras Forbartha in its publication *Twenty Years of Planning* suggested a package of reforms that would enable the planning profession to be a more dynamic partner in helping Irish communities to address their physical and economic problems Some of those issues that AFF raised included

- Local authorities are unable to plan because they have no financial autonomy
- The connection between local planning and central financial planning is very weak
- Development plans lack realism because no financial assessment is required to be made prior to the inclusion of objectives
- The control which elected representatives can exert over the executive function of deciding on planning application can be harmful to the planning process
- The arrangements made by planning authorities for public access are inadequate

The Irish Planners Survey discovered that planners strongly support these comments and are eager for reform towards an American style of planning

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An Foras Forbartha 1983 *Twenty Years of Planning* Dublin, Ireland An Foras Forbartha

Bryson, John and Andre Delbecq 1979 A Contingent Approach to Strategy and Tactics in Project Planning *Journal of the American Planning Association*, (April)

Howe, Elizabeth and Jerome Kaufman. 1979. The Ethics of Contemporary American Planners *Journal of the American Planning Association* (July)

APPENDIX A
PART IV - PLANNING ETHICS:

Please give your opinion on the ethical propriety or impropriety of the following scenarios by circling the appropriate letter. These scenarios were developed by an American researcher so they may not apply directly to your situation but would you interpret them to the closest parallel Irish situation and give your opinion.

	Scenario	Clearly Ethical	Probably Ethical	Not Sure	Probably Unethical	Clearly Unethical
1.	City planner gives draft recommendations for pollution control plan to environmental group representative who requests them; no agency policy exists about releasing such information	CE	PE	NS	PU	CU
2.	City planner, who favours low fare to make proposed regional transit system more accessible to the poor, purposely develops estimates showing that system will have high ridership/his revenue yield to counteract low ridership/low revenue yield estimates of regional planners who oppose lower fare.	CE	PE	NS	PU	CU
3.	Planning director urges members of important civic group to publicly endorse "park and ride facility" plan, telling them that many neighbourhood groups support the plan - director knows, however, that less than half of the neighbourhood groups consulted so far have agreed to support plan	CE	PE	NS	PU	CU
4.	City planner assigned to work with particular low income neighbourhood, without authorization, gives information to head of the neighbourhood organization on study being prepared by another city department which recommends substantial land clearance in this neighbourhood	CE	PE	NS	PU	CU
5.	Chief county planning director threatens to use his authority to recommend denial of local projects if local officials do not support regional growth management plan	CE	PE	NS	PU	CU
6.	Chief county planner puts several strong recommendations into a housing plan which planner feels are expendables that might be later traded off to get councillors to support central aspects of plan	CE	PE	NS	PU	CU
7.	City planner gives draft recommendations for development plan for largely undeveloped part of city to land developer who requests them; no agency policy exists about releasing such information	CE	PE	NS	PU	CU
8.	Suburban planner decides to organise support from local people to put pressure on suburb's officials to change community's exclusionary zoning policy (prohibits multi-family housing)	CE	PE	NS	PU	CU

9. County planner who worked on a wetlands preservation study, without authorization, gives certain findings to an environmental group, because planner feels the agency's director purposely left out those findings, which were objectively documented, from the study draft because they do not support agency policy

CE PE NS PU CU

10. Planner who favours increased mass transit use and is preparing a study on need for mass transit decides not to include information from a study done several years ago showing that majority of community's residents opposed expanded mass transit system

CE PE NS PU CU

11. Economic planner who initially criticized, on technical grounds, a proposal by a community development corporation to develop a small industrial park in a low income area before the plan commission, later recommends the project to the commission after being told by the director of the director's support for the project.

CE PE NS PU CU

12. City planner who is a member of Chamber of Commerce, without authorization, gives information to the head of the Chamber of Commerce on an agency study being prepared that will recommend reducing number of on-street parking meters in CBD to lessen traffic congestion.

CE PE NS PU CU

13. Planning director undertakes a campaign to create a crisis atmosphere about the pollution and health hazards of the city's waterways by holding press conferences next to the city's most polluted waterways to get media coverage.

CE PE NS PU CU

14. City planner gives draft recommendations on scattered site public housing plan to the representative of an anti-public housing group who requests them; no agency policy exists about releasing such information.

CE PE NS PU CU

15. County planner, without authorization, gives information and advice on own time to a citizen's group which is trying to overturn in court a county rezoning decision which the county planning staff had opposed; the rezoning allows an oil company to build a refinery on a large, tree-covered waterfront property.

CE PE NS PU CU

COMPENSATION AND RECENT PLANNING NOTES*

PHILIP O'SULLIVAN S.C.

The Planning Acts are under strain today. The original drafters of the 1963 Planning Act seem to have intended that default permissions and compensation payments would be commonplace: they are not. The strains under which the acts are operating today can be seen, for instance, in the refusal by the Dublin County Councillors to back the advice of the planning officials in the Farmleigh case where an undertaking to grant residential development in a road-buffer-zone had been given by these officials as a way of meeting a compensation claim.

Clearly, then, the Planning Law requires to be amended and brought up to date; however, any crucial amendment will have to deal with the constitutional guarantee of private property. What are the ways that are open?

The recent (May, 1986) Supreme Court decision in the Grange case deduced that an undertaking could not be given if it breached the zoning; it had to be given well within two months of the relevant decision; and it had to be of sufficient detail to allow its value to be compensated. Moreover, the Chief Justice left open the question as to what degree of public involvement would be required.

The finding that an undertaking cannot be given to breach the zoning is of the utmost importance, it is suggested, when it comes to drafting or reviewing the Development Plan. It will no longer be open to give undertakings for valuable development on lands zoned for open space, amenity purposes or agricultural uses. Therefore, to an extent greater than before, the cost of such zonings will have to be considered at the drafting stage.

The recent Nora Shortt case inaugurated a new period of strain for Local Authorities. The reservation of lands for amenity purposes had to be ignored in the Shortt case and the land treated, for compensation assessment purposes, as if it were zoned in the same way as neighbouring

*(*A summary of a lecture and a question-and-answer session at an I.P.I. public meeting on 24th September 1987)*

lands, that is for housing. The availability of a sewer with capacity to receive effluent meant that the prematurity ground of refusal was not open. For calculation purposes the lands reserved for open space had to be treated as if they were to be catered for by that sewer. Thus the law seems to present a twofold dilemma: (a) lands within the Sanitary Authority's district have a right to connect to the sewer if there is capacity, and (b) lands zoned for open space have such a right in principle when it comes to assessing compensation for refusal (on zoning grounds). There would seem to be an element of "over supply" in relation to the demand not to mention in relation to the capacity of the sewer (which indeed may have been calculated in response to the actual, as distinct from compensatable, demand in the first place).

This leads one to considerations which have as much to do with economics as they do with town planning and with law.

So far as proper planning and development is concerned it is reasonable to say that the purpose of the exercise carried out by the legislators and under it, by the town planners, is to bring on to the market a sufficient supply of raw land to satisfy the actual needs of the community. An economist might say, however, that the price of development land is too high because more land than is required by the actual needs of the community comes onto the market (and has to be dealt with either by re-zoning, undertakings, or, now, payment of compensation).

It is suggested that the kernel of the problem of compensation lies in the concept of "market value". Compensation in planning cases no less than in acquisition cases is measured by reference to the market value of the relevant land. This concept of market value was first introduced in United Kingdom cases in the nineteenth and early twentieth century at a time when the doctrine of laissez-faire applied in the economy and it may be assumed that when the Judges who decided those cases were learning their law any economics they picked up would have been coloured by this doctrine. These Judges insisted in the decisions that a land owner who was being compulsorily divested of his land was entitled to the full market value of those lands to him.

It is suggested, however, that in these times of massive State input of community funds the price produced in the market place may well include elements of value which were simply not available at all or available in a very primitive and attenuated form a hundred years ago. For example, a piece of land with certain God-given attributes such as fertility and a view will attract a vastly enhanced price if it happened to be located near a town centre where the community has spent money in providing

sewers, roads, fire brigades drains schools, shopping centres , etc than the same or similar piece of land lost in the middle of the countryside In both cases the price produced can be described as the "market value" of the land In the town situation however, the market perceives a "hope" that it will be developed for residential purposes but the land in the countryside has no such attraction This "hope" value is derived in the example, however, from State expenditure This element in the price is likely to be vastly more significant today than a comparable element would have been a hundred years ago

Certain sectors of the community at least today perceive the claims (and payments) of large sums of compensation as unacceptable particularly in a period of sustained economic depression These large payments are calculated by reference to today s "market value" Any root and branch alteration of this must take careful consideration of the constitutional guarantee of the property rights of land owners There is a perception, nonetheless that the level of compensation is pitched too high and consideration is even now being given by the I P I Committee on Compensation as to how the law might be changed within the Constitution A number of approaches are as follows

(a) Only "actual loss" or "actual outlay" can be compensated This might well prove unconstitutional
(b) The Kenny approach which was a root and branch attack on the price of building land by removing market value entirely and replacing it with an artificial value of existing use price plus twenty five percent in a designated area
(c) The Joint Oireachtas Committee approach which insisted that the "market place" was a useful instrument for regulating the availability of land and should not be discarded The Committee adopted a piece by piece approach to the perceived weaknesses and shortcomings in the planning compensation law
(d) The present Taoiseach has announced that in principle he would introduce zoning as a non-compensatable ground for refusal Given certain recent obiter dicta from the Judges there is some hope that the Courts may be sympathetic to a law designed to curtail the level of compensation However an unconditional amendment to stipulate that refusal on zoning grounds without any qualification is a non-compensatable ground of refusal might run into constitutional problems

Given that the objective of all this would be to ensure that proper planning and development would not be subjected to undue pressure it is necessary to look at any modification of the compensation laws not only

by reference to market values but also in the context of the planning laws as a whole For example, if a land owner cannot get "full market value" by way of compensation, he will still put pressure on the Planning Authorities to re-zone his land or grant him permission by way of Section 4 or by whatever means comes to hand There will always, it seems, be pressure on Planning Authorities, one s best hope is that such pressure can be reduced to manageable levels if the fine tuning of the relationship between the elements within the code can be got approximately right The current perception is that it is badly out of kilter in favour of the land owner

Some tentative conclusions:

It is suggested that planners themselves have a very important role to play at the stage of drafting the Development Plan or the Review The Plan will be a response to the perceived needs of the market place as well as a form of controlling the same Input from lawyers and also from an economist at this stage may well be of assistance

So far as the law is concerned development can occur in broadly three different ways namely

(a) Do nothing and one test case after another will in the long term produce some kind of solution but it will be piecemeal, delayed and not necessarily coherent.
(b) Statutory reform great care would have to be taken to ensure that any changes are constitutional
(c) Change of the Constitution itself This is often felt to be the absolutely foolproof answer However the debate and hesitation surrounding the *drafting* of the Abortion Amendment is sufficient illustration to show that there are difficulties even at this level

One possibility and it is no more than this - is contained in an interesting sentence from the judgement of McMahon J in the High Court in the Shortt case The sentence reads "The intention of the rule is to protect the owner from the detrimental effect on the value of his land of the reservation of the land for the particular purpose for the benefit of the community *and to ensure that owners of other land do not profit from it* " It would appear that the concept operating in the italicised phrase is not only to preserve the "hope" value of the reserved lands but also the countervailing proposition that the zoned lands should not attract exclusively for their own benefit the entire "hope" increment of value referable to both types of land This idea would seem to be equitable but difficult enough to draft into a statute However, I am not sure that at present compensation claims are dealt with on the basis hinted at in the

above quotation Certainly an applicant who has been refused planning permission and whose lands adjoin other lands zoned at ten houses to the acre would make the case that both those lands and his land should be all zoned at ten houses to the acre resulting in the over-supply to the market referred to above'

To sum up any improvement in the law of compensation will have to concentrate on the nodal concept of market value, it will have to bear the constitutional constraints in mind, and if it is to be effective will also have to bear in mind that pressures can operate on Planning Authorities via Section 4 and the re-zoning procedures

Section 5:

It is suggested that this Section may be underutilised If there is any argument to be made that a particular development (for example and most typically a change of use as to whether it is a material change of use or not) does or does not need planning permission it may be wise at least to consider referring the issue to An Bord Pleanala under Section 5 The Tallaght Block case decided that if an application is made for permission and is refused it is not open subsequently to the applicant to argue that he did not require planning permission because of pre-Act use He is in effect estopped from denying the need for planning permission having applied for it Accordingly if an adviser is faced with a situation where there is an argument that planning permission is not necessary, this argument had better be cleared out of the way first before applying for planning permission

If this produces a flood of Section 5 references to An Bord Pleanala perhaps some of it can be abated if the decisions of the Board already in this area could be published with succinct statement of facts

Section 77:

This is another Section which is, it is suggested, underutilised It provides extremely wide powers for a Planning Authority to carry out either on its own or in association with any other person the development or the preparation for useful development of virtually any land in their area. It may even provide a solution (in part) to the market value problems referred to above

Section 27:

It is worth noting that as things now stand the Courts have decided that

they have no power to order a structure erected without any planning permission to be knocked, a structure erected in excess of a planning permission which has been granted can be dealt with in any way the Courts see fit including portion of it being knocked This is an anomaly and was surely never the intention of the legislature The anomaly arises from the striking difference of wording used in the two sub-sections of Section 27 dealing with the different cases A simple amendment is called for

QUESTIONS

Enda Conway (Dublin Co. Council)

Question Would a law stipulating that a Local Authority which provided a sewer could designate who could and who could not have access as of right into it survive a constitutional challenge?

Answer In principle there would seem to be nothing wrong with that It would be clearly for the benefit of the community that the intentions of the appropriate Authority could be carried out without being diverted Because the Health Act was passed before the Constitution it does not carry the presumption of constitutionality, nor does the scenario which it set up (designed to encourage people to join in the sewerage system as distinct from nowadays) necessarily represent the only constitutional scenario

John Martin (Dun Laoghaire Corporation)

Question For zoning purposes in the compensation context is there any difference between zoning for agricultural purposes and reservation as an open space?

Answer From the point of view of the individual land owner and from the point of view of the law and I believe the Constitution, there is no difference between them Shortts case was decided as it was because of the particular wording governing the reservation for a particular purpose in the regulations The result may have been different if the Shortt lands had been zoned for agriculture

Dominic McPolin (Dublin Corporation)

Question Can you comment on the status of the Draft Development Plan, having regard to Section 2 (7) (a) of the 1963 Act?

Answer The interpretation of this sub-section is open The wording would suggest an historical intention to relate only to before the first Plan was adopted The phrase " until that plan is made " does read as if there was an intention to refer to the first Plan On the other hand it seems entirely contrary to good sense that under its powers contained in Section 26 a Planning Authority which a week later is about to re-zone land is precluded from considering that eventuality I think a Court might be persuaded to take this dynamic approach to the interpretation of the sub-paragraph (Ciaran Treacy Dun Laoghaire Corporation pointed out that the regulations at Regulation II (1) (a) (ix) and (x) made specific reference to a Development Plan or pending the variation of a Development Plan to the draft)

Michael Gough (Dublin Corporation):

Question. Can you comment on whether compensation should be paid where lands are zoned "down" in a review of the Plan? For example, if they are zoned for a less valuable use than in the prior Plan?

Answer If lands are changed from heavy commercial use (for example) to a use of three houses to the acre, assuming that the latter is less valuable then in principle Section 57 is available to head off a compensation claim always providing the Planning Authority can get on within the limits laid down in the Grange case

Furthermore, the strict wording of Section 55 (1) of the 1963 Planning Act would indicate that if a devaluation of the lands occurred at the re-zoning then that reduction in value is not included in the amount awarded by way of compensation because the compensation relates to a reduction in value as a result of the decision not the prior zoning or re-zoning This is a point which has not yet emerged in any case but the strict wording would suggest it is open for argument

Des Johnson (Dublin County Council)

Question Could the validity of an undertaking be challenged on the grounds that third party rights are excluded?

Answer This point was specifically reserved by the Chief Justice in the Grange case He did not make any specific decision on it In his judgement he said

"I therefore, express no view on the nature of the hearing or the notice to parties which might be necessary before an undertaking to grant planning permission were issued "

Edward Cassidy (Department of the Environment):

Question Can "hardship" comprise a separate element in a compensation claim?

Answer In an oral hearing into objections to the confirmation by the Minister in a Compulsory Acquisition case such a case can be made but will be of little avail where, for example, a road is involved

Regarding a law which allowed a special increment of value in "hardship" cases this may offer some scope for a useful amendment Possibly a law reducing the amount of compensation could be saved for its constitutionality if there were a let-out in relation to "hardship" cases An analogy exists in the Landlord and Tenant code but in that code one is dealing with two private citizens whereas in the Planning and Compensation codes one is dealing with the public vis-vis a private individual

Stephanie Taheny (Waterford Corporation):

Question Following the Dwyer-Nolan case, can you comment on the possibility of planning applications for completion of housing estates where the original permission has expired?

Answer The nub of this case established that provided a subsequent planning application is clearly tied into an earlier one and clearly on its face involves a modification of the earlier one, then it is possible to modify the earlier permission by the later one Success will depend on establishing clearly on the face of the application and the drawings and particulars lodged precisely what is being done to the early planning permission A change of house-type is a relatively simple example, more difficulties may arise where a new layout is involved because open space etc will be interfered with Provided, however, that the application and drawings make clear what is involved in principle the earlier permission can be amended as in fact happened in the Dwyer-Nolan case itself There is perhaps an analogy here with the Silverhill Development Company Ltd v an Bord Pleanala case (unreported O Hanlon J 16th March, 1984) which decided that an application for approval relating to portion of the site covered by the original grant of outline permission must show the entire area affected by the outline permission notwithstanding that the approval is for portion only of it Perhaps one can, by analogy, suggest

that if a later housing estate application involves reorganising a portion of an area originally authorised for development under a "parent" permission, then the subsequent application, even though it is only for a portion of the original site should show all of the original site for reference purposes

Douglas Hyde (Dublin County Council)

Question Could Planning Authorities make greater use of views and prospects in Development Plans in order to avoid compensation?

Answer Certainly In the Dun Laoghaire Development Plan three separate series of views were marked on the Development Plan itself by stamping arrows on the maps There was no doubt as to which views and prospects were in question and as a result it was open to Dun Laoghaire Corporation to argue in the XJS claim that any structure for which planning permission would be sought on Roches Hill would have to be buried into the Hill (at enormous cost) in order not to interfere with the views and prospects which were clearly stamped on the Development Plan

Therefore a list of views and prospects, the preservation of which is a specific objective of the plan and which might be set out as an appendix at the back of the plan clearly defining the views and prospects in question and accompanied by arrows on the map can be very useful in framing a refusal which does not attract compensation

Michael Reynolds (Dublin Corporation)

Question A Planning Authority can experience great difficulty where, for example an office block developer goes bankrupt and leaves the block unfinished Can you comment?

Answer If the permission has the usual standard "Condition 1" to the effect that the development must be completed in accordance with the plans and particulars lodged, this might give a sufficient lever to justify an Order under Section 27 If the planning permission has ceased to have effect there is a provision in Section 2 (2) (b) (ii) of the 1982 Planning Act to the effect that the withering of the permission does not exonerate the developer from complying with any condition attached to the planning permission

Jim Brogan (An Bord Pleanala)

Question With reference to the condition I referred to above surely this is implied in the grant of a permission and need not be stated as a condition?

Answer It is implied of course The only disadvantage might appear to be that if it does not appear as a condition attached to the grant of permission, Section 2 (2) (b) (ii) of the 1982 Planning Act might not apply (It should be said, however that a Court might take the view that a wide reading of this sub-section in effect destroys the result intended to be produced by the section as a whole, namely the withering of the permission If every permission was granted subject to a condition that the development be completed in accordance with the plans and particulars lodged and that this condition creates obligations which survive the withering of the permission then what is the purpose of the section in the first place?)

Patrick Brady (Solicitor)

Question With reference to Section 27 (1) could it be that an Order restraining the continuing use of an unauthorised building would result in an empty building remaining vacant?

Answer Yes it could Perhaps the ultimate answer would be to revoke the planning permission but this could produce difficulties about compensation

Enda Conway (Dublin County Council) suggested that Section 77 could be used in such a case.

TREES AND WOODLAND BILL, 1987

ROB GOODBODY

On 8th April 1987, Dick Spring, TD presented to the Dail the Local Government (Planning and Development) (Trees and Woodlands) Bill, 1987 In a week dominated by three big news stories - the budget, the death of the Archbishop of Dublin and the Supreme Court ruling on the constitutionality of the Single European Act - this Bill did not win great media attention It reached its second stage by the end of May, and was defeated by 72 votes to 54 on the 10th of June However, it is an interesting Bill, and well worth a close look In the absence of an explanatory memorandum the following notes attempt to summarise the Bill, comment on its provisions and put them in context

In March 1984 the Dail Deputies from Dun Laoghaire, led by Labour TD and Minister for Health, Barry Desmond promised to press for legislation to amend the existing laws relating to tree felling The problem at the time was woodland in Shankill Co Dublin being felled for housing development A year later Wicklow County Council found itself being bombarded with applications for consent to fell woodland at Coollattin Again Tree Preservation Orders (TPO s) were involved but in this case it was felling for forestry purposes but on a massive scale tantamount to asset-stripping rather than forestry management On the entire Coollattin estate there were 480 hectares of woodland, and 35 TPO s had been made covering the finest trees and woodland, a large proportion of it oakwood The scent beauty and amenity value of the woodland were immense, not to mention its rarity as a large expanse of oakwood in a country which is severely deficient in hardwoods particularly oak Significantly Coollattin is in the constituency of another Labour TD, Liam Kavanagh, who was Minister for the Environment when the applications for felling first started before transferring to Forestry until Labour left the Coalition government

The problem highlighted by the Coollattin case is that whereas a planning authority would not be liable for compensation for refusing consent to fell trees or groups of trees where they are covered by a TPO and are stated to be of special amenity value or special interest the same does not apply to woodland This is the case even though the present owners of Coollattin bought the estate in full knowledge of the TPO's The owners, in the applications for consent to fell left the County Council in no doubt that they understood the compensation provisions of the legislation

The reason for liability for compensation being incorporated in the TPO legislation is explained in the DoE's notes for planning authorities on the 1963 Planning Act where it states that "the timber of woodlands is a valuable commercial crop and it is not anticipated that planning authorities will interfere with forestry activities" This sentiment overlooks the possibility that woodland may be cleared for purposes other than forestry and also that it might be desirable to regulate the nature of commercial forestry - e.g. by insisting on selective or phased felling rather than massive scale clearance

The 1987 Bill is designed to reduce the number of instances when compensation would be payable and to make TPO legislation more responsive to public opinion and more in tune with present thinking on amenities and natural beauty. It is interesting that the phrase "in the interest of the common good" which had previously been borrowed from Article 43 of the constitution and incorporated in the preambles to the Planning Acts here moves out into the provisions of the Act, in relation to instances when compensation would not be payable

The body of the Bill starts (s2) by adding a paragraph into section 45 of the 1963 Act with the effect that compensation would not be payable for refusing consent to fell woodlands in certain instances. These instances include not only special amenity value and special interest, as apply at present to trees and groups of trees, but also recreational value, outstanding natural beauty and a view or prospect of special amenity value or special interest. As before, these provisions must be stated in the original TPO rather than merely as a reason for refusal of consent. So, to avoid compensation, any existing TPO relating to woodland would need to be replaced by a revised one

Section 3 proposes that any local authority which issues a grant or refusal of consent to fell trees must advertise the decision both in a daily newspaper circulating throughout the State and in a local newspaper if any circulating in the County. This section recognises the public right to be informed of planning decisions but why stop at trees? Why not all decisions on planning applications?

Section 4 introduces a right of appeal against any decision in relation to a consent to fell where a TPO contains provisions whereby a planning authority may give consent. While it may seem absurd that a TPO could have been made without provisions for granting consent, there is no obligation to do so under s45 of the 1963 Act, and this Bill did not propose to introduce one

Various provisions were included in relation to appeals It is interesting to note that the time limit for lodging appeals would start with the newspaper advert and not the decision itself The most interesting provision, however, relates to the conditions which the Board may attach to a grant of consent These may include

a regulating the development or use of adjoining land in the control of the applicant

b requiring replanting or landscaping

c requiring the provision of open spaces, roads, car parks, sewers etc

d requiring compliance with conditions laid down by the planning authority in the TPO

e requiring the carrying out of any landscaping or other works designed to secure or improve the amenity of the lands

This list of conditions is pretty radical, compared with the rather unadventurous list in the DOE's Advice and Guidelines on tree preservation In between these two is a gulf of ignored but perfectly permissible conditions, such as those which would require the retention of a shelter belt or young trees govern the method of felling, or insist on management phasing or the lodgement of a bond However the Advice and Guidelines is the place of giving respectability to such conditions The Bill seems to be attempting to push forward the frontiers of thinking on TPO consents and it is curious that this list of conditions applies only to decisions on appeal It also addressed itself to large scale TPO s and the list of potential conditions could frighten the life out of any householder who find s a TPO being made on the copper beech in his or her front garden

Where following an appeal dec ision relating to an application for consent to fell TPO trees there is a reduction in the value of someone's interest in the land compensation may be payable under section 5 However, there is a list of cases where compensation would be excluded This includes

a special amenity value or special interest

b trees that are part of any view or prospect of special amenity value or special interest

c where the application is premature having regard to the age and state of maturity of the trees or of surrounding adjoining or adjacent trees

d where, having regard to the type, nature and age of the trees and their extent, state or condition throughout the State the trees constitute a unique and special feature of the natural environment which in the national interest ought to be conserved for the common good

e trees of outstanding natural beauty or importance which it is in the interests of the common good to preserve

f where, given the extent to which nearby trees have already been removed, it is in the best interests of the proper management, protection and preservation of the environment of the area that the trees should not be lopped, topped or removed

Compensation is also precluded for a replanting condition where the Bord considers it to be essential in the interests of amenity

Finally, section 6 allows the Minister to make regulations in relation to appeals and "such incidental consequential or supplementary provisions as may appear to him to be necessary or proper to give full effect to the intent of any provisions of this Act " This latter provision is somewhat sweeping and seems to be designed to allow for strengthening or improving the Act without amending it

This Bill was a welcome proposal though not unreservedly To a significant extent it would have complicated the existing legislation Following a planning authority s refusal of consent, we would have had different instances under which compensation would be payable, depending on whether or not woodland was involved, and as yet no one has defined woodland adequately If the decision then is refused on appeal, yet another set of criteria would apply

What is needed here is a complete redraft of section 45 of the 1963 Act, to incorporate the sentiments of this Bill This should be rehashed to remove the inconsistencies by enabling a planning authority to use non-compensatable reasons for refusals without their having to be included in the original order If this is done then the exact same criteria could apply to appeal decisions At the same time, the differing provisions for woodland and other trees could be removed as no longer necessary The

opportunity may then be taken to carry out a few other important amendments to section 45, notably

a the introduction of a 5 year duration for consents to fell

b the amendment of s45(7) to allow a planning authority 21 days to check dead, dying or dangerous trees before felling

c the introduction of a 10 year validity for TPO's to force planning authorities to review each TPO in the light of changing circumstances or tree condition

d a clear-cut division of responsibility and harmony of purpose with the Forestry Acts

However, all of this ignores a central issue - the lack of sufficient staff time in planning authorities to carry out the necessary survey work to make TPO's and the lack of funds for employing consultants In the present time of frozen vacancies and reduced budgets, it is curious to find a circular to planning authorities urging the redrafting of existing TPO's, when there are these difficulties in making them in the first place However, that circular together with the Trees and Woodlands Bill, last year's Advice and Guidelines on Tree Preservation, and various political statements in recent times all point to a most welcome growth in political awareness which it is hoped, will be translated into action

The defeat of the Bill seems to have been for party political reasons The government's opposition to the case was based primarily on the issue of compensation and constitutionality but its spokesman refused to elaborate, despite telling counter arguments from the opposition parties Other grounds included a claim that certain sections were unnecessary The Minister for the Environment stated that the compensation provisions are being studied and that he intends to set up a working group to consider how best the responsibility for the protection and preservation of woodlands can be allocated as between the planning authorities and the state and to consider what changes need to be made in view of the proposal to assign responsibility for forestry development to a separate semi-state body The Minister of State at the DoE said that the government will bring forward legislation, together with whatever other changes are needed to improve the situation in relation to the preservation of woodland, and it is hoped that this Bill will be brought in by the New Year From the tone of the government opposition to Dick Spring s Bill, it is unlikely that the provisions to reduce the liability for compensation will be as radical However it is hoped that it will be a more comprehensive review and redrafting of the legislation in relation to trees

WOMEN AND THE ENVIRONMENT

WOMEN IN PLANNING GROUP

One piece of literature which gives us a regular look at the direction in which our society is developing is *Community Report*, the monthly bulletin published by the Irish Office of the Commission of the European Communities *(1)* In the September 1987 issue, on Pages 8/9, we are presented with the news that we may soon avail of "A TECHNOLOGY WITHOUT FRONTIERS" and a "FULLY MOBILE TELEPHONE FOR 1991", so that we can "receive calls from Milan or Barcelona while bowling along the motorway between Amsterdam and Cologne" Precisely who is going to be bowling along these motorways taking calls from Milan or Barcelona is not defined However we get an idea of who is *not* going to be when we return to Page 11 of the Report for the very next headline is "WHY THE IRISH LIKE THE WIFE TO STAY AT HOME" This is over an article about a recent Survey within the EEC area which informs us that "Nowhere in Europe is there more support for the idea that the wife should stay at home"

Although not intentional, these headlines encapsulate the position in which many Irish women find themselves in relation to environmental development Technology advances with an ever increasing effect on the lives of women Mobility increases for some members of the population But women are still pressurised into staying at home

By separating Women s lives from the world of work - the world in which decisions about development are taken we have removed half of our population from the public sphere of work into a private' sphere of domesticity and the two are not expected to merge Yet it becomes increasingly clear that the knowledge, the values and the priorities of that private' sphere are essential to the public sphere if the environmental crisis brought about by the values and priorities of that 'public' sphere is to be averted

Just why this separation has occurred has been the subject of a great deal of literature in recent years It is too wide for discussion in this article, but for example, Davies, K , in a historical analysis, relates it to early Western philosophy which allowed people to treat their minds, with all their thoughts and feelings, as completely separate from their physical bodies It also encouraged people to see themselves as different and apart

from the natural world They assumed that they could conduct experiments on the natural world, record the results and develop hypotheses to explain their observation in ways that were free from value judgements and their own opinions Many people still believe this (2)

In Davies opinion, as the scientific revolution progressed mechanistic theories of universal order heralded the likening of human bodies and brains, as well as the physical universe, to machines Earlier images of nature as the nurturer and sustainer of life became a cultural constraint that increasingly limited men s actions It became more difficult to reconcile visions of the earth as a sustainer and provider of human needs with increasing human exploration, control and conquest of the earth Nature was seen as wild erratic and causing the onset of plagues famines and storms The more uncontrollable nature appeared the stronger was the perceived need for control

As in previous centuries nature was associated with the female so women as well as being nurturers and symbols of fertility, were also seen as irrational erratic emotional and requiring control During the same period, the female witch became a symbol of nature's disorder

The domination of both the earth and women has continued throughout history but so too has the positive relationship between women and the environment been sustained The word "ecology" was created by a woman, Ellen Swallow in 1892 It was derived from the Greek word oikos meaning house and Swallow envisaged ecology as a new science concerned with water and air quality transportation and nutrition She felt that anyone who used natural life-sustaining elements selfishly was squandering the human inheritance At the recent Third International Interdisciplinary Congress on Women held in Dublin Kamla Bhasin of India referred to women in her country clinging to trees about to be felled for commercial purposes From life experience those women knew the value of trees in their environment In the South Pacific women campaign desperately to stop the use and destruction of their environment for nuclear testing In Greenham Common small groups of women have courageously faced the armed might of British and American forces and a hostile media who present them as drop-outs and trouble-makers

But men feel strongly about these issues too and men are not less natural than women So how have we evolved into a situation where a world dominated by men faces the possibility of destruction because of our knowledge and technological progress a world in which our cities become intolerable for living and where resources such as land and water are abused by pollution to the extent that in many cases they can not nurture and sustain life?

This situation cannot be natural It is more like a distortion of nature We have taken wrong turnings in scientific and social order, and it becomes more and more urgent to change direction and try to redress the balance

One wrong turning has been the separation of life into men's and women's worlds This is not to say that male and female' principles are exclusive As Margrit Kennedy a German urban planner and architect, has suggested, they are rather poles defining a continuum along which female principles in contrast to male principles, tend to be

more user oriented than designer oriented
more ergonomic than large scale monumental
more functional than formal
more flexible than fixed
more organically ordered than abstractly systematized
more holistic than specialised
more complex than one dimensional
more socially oriented than profit oriented
more slowly growing than quickly constructed

It is this female kind of thinking which according to Kennedy, tends to be omitted from the public world of work where male principles predominate Women are within the private sphere, the world of homes, children and domesticity In their world we expect to find an emphasis on emotion, understanding caring tenderness and love The public' sphere, perceived as being the men s realm is expected to produce rationality, assertiveness factual knowledge education and experience *(3)*

The foolishness of that separation, and its inherent contradictions, are obvious For example loving and caring for children means caring about the quality of the water they drink and the air they breathe Is it right that the caring women should be excluded from the decisions which produce water and air pollution? And if the male world is so rational, why is the air and water being polluted?

It is not being argued here that women are somehow more natural than men or have a greater affinity with nature It is not being argued that women in public life will automatically change the situation Rather, it is suggested that the values priorities concepts and norms of behaviour in the private sphere are unnaturally excluded from the 'public' sphere occupied by men This has allowed a one-sided approach to predominate without the natural checks and balances which are more likely to be provided by the inclusion of the other half of the population

Change can be brought about Many people are seriously questioning the direction of economic and technological growth There is greater public awareness of the direct danger to our environment Larger numbers of women are entering male-dominated fields with, as Kennedy states a "consciousness of female values and the courage to express them in the professions" *(4)* There is also an extensive and rapidly growing body of theoretical and analytic material which deals with women and the natural environments, and challenges the very basis of our knowledge of the world Planning Schools are placing an increasingly high importance on Women's Studies and the relationship between feminism and the environment

Planning is only one profession which is applying this consciousness of female values to its articles of faith' Technology, Education Architecture, for example, are all facing the same challenge and developing a female scholarship that proposes sound reasons for doing things differently Planners however, are in a unique position to re-examine the relationship of people with the built environment When female scholarship is applied to common assumptions on how people and communities operate we see how pervasive male perspectives of life have been While much research is being done in Europe and in the Americas in correcting the balance between male and female values in Planning Theory, there is tremendous scope for Irish-based scholarship based on the unique features of our own communities

At a more hands on' level the working planner is in a unique position to question how male assumptions of life translate into policies and development on the ground For most women the translation is an environment that does not match their physical, mental, social and recreational needs

To examine this more closely, it is worth looking at some of the issues with which we deal directly or indirectly in planning

For example, *single use zoning*, applied in almost every country where our profession has been active in this century, has had an adverse effect on the lives of women, and has contributed directly to the separation of the male and female realms of life By separating residential areas from the centres of employment and commercial activity the quality of life for many women has been reduced by isolation in the home Likewise, their contribution to society has been greatly reduced Physical planning reinforces assumptions about the role of women in society The scarcity of educational and cultural facilities in single-use housing areas is a major constraint on the lives of women who spend most time there

At the same time this separation of home and work place residential area/major centre has been facilitated by *transportation policies* which do not give priority to the needs of women The criteria for transport provision has always been the cost-effectiveness and efficiency of different types of transport infrastructure - road, rail, public transport and private rather than the real mobility needs of different sections of the community There has always been the assumption of a male head of household travelling to work and home again at peak hours The same attention has never been given to the mobility needs of women who generally take charge of the very young and the elderly Travelling to dentists doctors hospitals schools keeping in contact with elderly relatives can be excessively difficult for women because for so many private transport is not available and public transport is inflexible and expensive

The effects of transportation policies on local areas where so many women have to spend their time is also frequently overlooked In an apparent obsession with the private car we in Ireland continue to propagate the implementation of devastating roads programmes This costs millions of pounds and destroys social and physical fabric But even the assumption that everyone will have access to a private car is wrong One study in Dublin showed that only 30% of housewives had regular use of a car, and the figure dropped to only 18% when housewives in Finglas were interviewed *(5)* Even in Milton Keynes which was designed for a car-driving society studies have shown that only 60% of the households had one or more cars while approximately 75% of women at home did not have access to the car during the week *(6)*

We would prefer to see transportation policies which analyse and try to accommodate the needs of all groups in society particularly the less mobile We feel that public expenditure should be directed towards the prioritization of public transport in all its present forms - bus train taxi, DART cycle and pedestrian as opposed to personal car transport More flexible vehicular units such as taxis or mini buses would provide a speedy and flexible service Flexibility in service can often improve security for women too If a small vehicle can penetrate a housing area, the need to board and alight from buses on lonely main roads can be avoided

We also regard it as essential that in considering the improvement and development of the existing road network, that greater cognisance be given to the retention of street patterns and buildings in recognition of the fact that they accommodate existing communities, and that they form an important part of our heritage

Employment is yet another area where we, as women and as planners are concerned Zoning policies and transport policies which restrict the mobility of women have contributed to their inability to make their way in the labour market, and increases their dependence on male members of society for their livelihood Yet in spite of difficulties the proportion of women in the work force has increased

Women work for the same variety of reasons as men need, self esteem utilisation of skills Yet their involvement in the labour force to date has been characterised by inequality and access to paid employment lower pay (61% of average wage) and occupational segregation In addition many of them have the onerous task of combining work within and outside the home

The fertility rate is falling, and the labour force participation rate for women is rising *(7)* This means that there are going to be more women working Strategic planning must increase women s opportunities for work and the range of jobs available to them Strategic planning must also ensure that the valuable contribution that an increasingly educated female workforce can make to the economy is not lost due to artificial barriers

Public transport zoning objectives and design have fundamental influ ences on Women s access to paid employment If our communities continue to be planned on the basis of single family car ownership inadequate public transport rigid zoning objectives and low density development paid employment will be pushed further away from women Child care is not the female perogative but because of women s tradi tional caring role paid employment has not been a realistic option We therefore need comprehensive child care facilities to be combined with employment opportunities Planning should promote these facilities with the Statutory Authorities They are as equally essential components of community development as education and shopping facilities

Whether in paid employment or engaged in full time domestic work one area where women will always be particularly concerned is the *house* and *housing policies* In relation to house design and layout we feel that Local Authorities should become more involved in the detailed design and layout of housing to ensure a better match between what is being provided by the free market and the real needs of those seeking housing To this end, the provision of a greater variety in housing is recommended both in internal layout and in terms of house and site size so that existing and future needs of individuals and families may be accommodated Many modern housing schemes in particular the 'town house' housing at the

lower end of the market, and housing in the public sector, fail to prioritise the needs of those people spending most time in the house that is, the stay at-home parent mainly women Kitchens tend to be too small for family use there is little or no storage space, and additional downstairs toilets would be classed as a luxury, although they are an essential in bringing up a family Improvements in these areas would make many of the daily chores of those at home more tolerable

Related to house design and layout and particularly relevant to women, are the issues of safety security and privacy Guidelines in these areas should be devised against which all developments could be assessed

With regard to policy for housing there is a need to broaden the scope of housing provision to include greater emphasis on alternative household types This need is indicated by changing demographic trends For example in the Dublin area in 1986 50% of all live applications for housing from Dublin Corporation were from unmarried mothers separated and deserted spouses *(8)* Single person houses are needed to accommodate the elderly living alone More and more single people need housing due to changes in health policies which have led to closure of large institutions and hospitals Also to be considered are the needs of the homeless, and travelling people

Research is needed into all the options available in the area of special needs housing, and these findings should be translated into a comprehensive housing policy Allied to that is the need to re-assess the policy of building vast areas of single type housing New developments should attempt to break down the social segregation which results from this A greater emphasis on smaller estates infill development in established areas and schemes such as Joint Venture housing would go some way towards improving this situation In particular Local Authorities should facilitate voluntary co operative housing associations in providing good quality, cheaper housing

Both in the public and private sector greater emphasis should be placed on the linking of the housing to services such as transport and amenities to ensure that people who have moved from established communities do not become quickly isolated in an unknown environment Greater flexibility in population densities is worth investigating to ensure more viable services such as shopping and recreational facilities More flexibility in zoning control to lessen the strict segregation between work and home could help provide a more satisfying living environment

One of the main problems which has arisen with the development of new housing areas in new towns distant suburbs has been the lack of understanding to the importance of *support services* for the women living there This reflected a lack of understanding of the social educational and support roles played by female *friends* relatives and neighbours in established areas Also in the established area, there will have been greater choice in shopping transport and recreational facilities It is for these reasons that we feel that Planning and Housing Authorities should concentrate on smaller scale incremental development without towns and cities rather than large developments in isolated areas which isolates individuals without the informal supports which are so necessary in life

However, when new areas are planned they could be planned with a greater knowledge of the priorities of women For example, it could be remembered that most women will be walking to the shops and suitable distances' should be measured from the point of view of walking in cold weather probably wet with shopping bags and small children It is a very difficult thing to do when it is done every day perhaps more than once a day For this reason we would urge a greater variety of corner shops and more flexible zoning policies which would permit spontaneous developments as need arises Consideration could be given to conversion of existing houses where no sites are available

The inaccessibility of essential higher order shopping facilities is a problem in many new residential areas and Planners should lobby for a more flexible transport system

Very often events like informal education courses spontaneous meetings social gatherings cannot take place easily because of lack of venue We would urge that *Local* Authorities should ensure that all public buildings are designed so as to maximise the accessibility of them to everyone It seems to us that a great many public buildings are underutilised having been provided by different Authorities for one specific use Health Centres and schools are valuable public resources both of which could be designed to afford space for other community activities outside their strict sphere of interest

In doing so, particular attention should be paid to the width of doorways and the provision of ramps, lifts, toilets, changing and feeding facilities It goes without saying that shopping centres should also be designed with these features in mind

In order to provide additional public buildings for community use like drop-in centres, recreational facilities serious consideration should be given to levying developers for these support facilities in lieu o providing all of their open space requirements Local Authorities should examine the legal position on this point, and pursue a change in the law if it is necessary

This last point is directly related to *recreation* for women, yet another area of planning where examination shows that male assumptions are very much in evidence

Recreational provision in the past has tended to be related to field sport activities and 'open space has thus become established as a standard requirement in the planned environment But that type of space is only usable for a limited range of activities, and is generally of benefit only to the able-bodied members of society For the very young, the old and the house-bound this type of isolated open space has little or no recreational value In fact it can have an adverse effect on the quality of life of women who have to live near them Large tracts of unused open space can be obstacles to identity and familiarity in a particular area The larger the space the more difficult it is to give it a uniqueness which will distinguish it from other spaces elsewhere Large spaces can also exaggerate the effects of our climate and can increase the distances to be walked daily by women and children, between home and essential services Where it leads to isolation it can increase Women's feeling of vulnerability, for themselves and their children leading to additional worry and stress

In the linking of recreation and open space we think it would make more sense to relate open space in housing areas to use by all members of the community and as far as possible to design it so that it is afforded maximum supervision from overlooking dwellings and other public buildings Small pockets of open space at frequent intervals, suitable for children s play and facilitating supervision from parents and neighbours is essential and often more appropriate than large tracts suitable for field sports Certainly they should not be excluded in favour of the large sites

In fact a greater concentration on quality rather than quantity of open space is necessary and a recognition that for many women there is not such a sharp division between work and recreation in their lives It is more difficult to establish a cut off point in the unpaid work of the home, and an interest such as hand-crafts for example House design should give consideration,and space for recreation within the home At times it is difficult to distinguish between recreation and education, between self-improvement courses for leisure and acquisition of skills for work

Shopping can be both work and leisure Playing with and providing recreation for children in streets or parks can be both work and leisure

In view of this we would recommend that designs for living a' ' working areas do not assume that each can be sharply divided Particularly in the residential areas efforts should be made to reflect the fact that they are both the work place and recreational location for many women A higher emphasis is needed on flexibility, and on design quality, to reflect this Buildings, roads and streets which are visually interesting and socially stimulating can change a depressing walk to the shops into a pleasant experience

One feature which is frequently overlooked in the built environment is *colour* We cannot state categorically that colour is more important to women, but it frequently seems that way If considered at all, it is usually as an after-thought Cost constraints are often given as reasons for monotonous visual effects and where colour is referred to in conditions of planning permissions it is frequently to insist on neutral colour Even though we attach a great deal of importance to colour in clothes and interior design, the external built environment can often be described as colourless

Historically colour was seen as an essential element in the external built environment of the ancient Greek and Roman worlds Vivid colours were used externally, and even denoted the use of the buildings Today, we use the colour grey extensively It is non stimulating and its wide use exaggerates our dull grey climate We are not noted for relating positively to our built environment as a society In fact many people use it to express their anger through vandalism and destruction It would be interesting to know whether improved visual features such as colour would improve this situation

Retailers, advertisers and restauranteurs all place great importance on the use of colour to persuade a l appeal It can be a useful factor in relieving a monotonous environ nt and adding interest to it On the other hand a dull, colourless environment contributes to a sense of depression and isolation

There are modern buildings where colour has been used to enhance the structure for example many modern schools, where surprise and pleasure are achieved while maintaining dignity and harmony with other buildings At the same time there are other recent schemes - such as the Henry Street pedestrianisation scheme in Dublin, where an opportunity for interest and vibrance was lost through lack of colour

We believe that greater emphasis on all the issues mentioned in the foregoing paragraphs would contribute to a better and more concentrated use of the built environment An environment which provides a sense of identity, familiarity and informal supervision is one which is more secure This issue of *personal security* is very important to women because of their vulnerability to personal attack Many women fear going out, especially at night This is a societal phenomenon, but with environmental aspects As planners we have to address the problem, and examine the conditions within the environment which contribute to a perceived or real lack of security and to try to avoid them where possible This ranges from building design which can shield muggers, unsupervised areas in street pattern which can attract vandals, frontage free roads which remove all informal supervision Open space located away from houses, community facilities positioned on islands, separated by roads, car parks and open spaces from the people who use them, are all undesirable In so far as planning contributes to this type of development, we all must share the place for the alien environment which many people, especially women, experience

One way of avoiding mistakes in the future is by *listening to women.* We should take positive steps to consult women about all aspects and stages of development We do not just mean women planners, but women who are the consumers of our plans Because of their experience as carers in society and because of their sharpened awareness of say security issues women are an excellent resource group It makes sense too, to avail of the experience gained by women who are using the community and neighbourhood on a day-to day basis

But consultation should be realistic It should be recognised that women are less well organised, and may not always be reached via specific associations and organisations Research should be based on home visits, visits to shopping areas visits to work places where women are employed

Until there is full participation of women in the plan making process, it must be accepted that imbalanced plans are being produced - resulting in an imbalanced environment

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THE NEW PLAN FOR BELFAST - A Model for the Future or Dancing on a Volcano

DR WILLIAM J V NEILL

Introduction

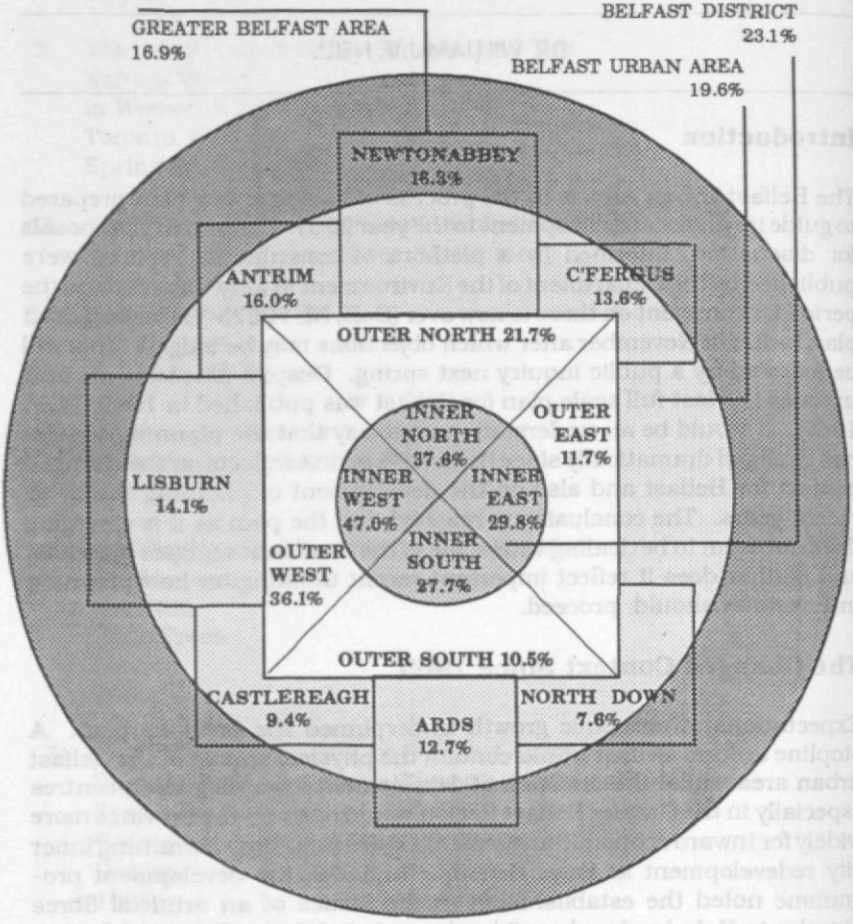
The Belfast Urban Area is in the process of having a new plan prepared to guide its physical development to the year 2001 Preliminary proposals for discussion, informed by a plethora of consultants' reports, were published by the Department of the Environment in May this year and the period for comment on these is now over (DoE NI, 1987) The actual draft plan is due in November after which objections may be lodged This will be followed by a public inquiry next spring Despite amendments and updates the last full scale plan for Belfast was published in 1969 (BDP, 1969) It would be an understatement to say that the planning context has changed dramatically since then This article reflects on the changed context for Belfast and also on the development of planning theory in recent years The conclusion is reached that the plan as it is emerging does not seem to be dealing with some of the dominant realities in Belfast and neither does it reflect important recent thinking on how planning intervention should proceed

The Changed Context Since 1969

Expectations of economic growth underpinned the previous plan A stopline around Belfast would contain the physical spread of the Belfast urban area whilst the direction of development towards growth centres especially in the Greater Belfast Region would open up the Province more widely for inward economic investment, at the same time permitting inner city redevelopment at lower density In 1970, the development programme noted the establishment in the sixties of an artificial fibres complex in N Ireland and confidently predicted that substantial further growth was already assured (Government of NI, 1970, p 72) However, since the mid-1970s many of the Province s large multi-national employers have closed, with a couple of exceptions man-made fibre plants in the North are now virtually extinct (Teague, 1987) Against the background of a loss of 48 000 manufacturing jobs since 1979 (Coopers & Lybrand,

UNEMPLOYMENT RATES IN THE GREATER BELFAST AREA 1985

Fig. 1



Source: **N.I.H.E. Greater Belfast Area Household Survey 1985**

Note - the definition of unemployment rate in the survey is the ratio of unemployed persons to the total resident economically active population.

1987) new inward investment has been reduced to a trickle In the past two years the Industrial Development Board has promoted only about 640 jobs from this source (IDB 1987)

The change in economic fortunes has been reflected most acutely in the Belfast urban area within the inner city (Fig 1) Here forces of decentralisation common throughout the United Kingdom but also propelled in N Ireland by "the troubles" have contributed to much larger population loss from such areas than was envisaged leaving them as repositories for the most economically disadvantaged and marginalised In the 1970s, Belfast local government district lost over 100,000 people (NIEC, 1986, p 11) Whilst housing land for private development can fetch up to £150,000 an acre in suburban locations it comes as no surprise to observe that the private sector house building industry is not engaged in rebuilding inner city Belfast to any major extent (Hendry and Neill, 1987)

The face of the city has also been changed by "the troubles" In 1973, a statement by the NI Ministry for Development on the previous Belfast Urban Plan held to the notion that "while the disturbances have caused specific short-term problems it is the Ministry's view that their effect upon long term land use patterns and upon the transportation system within the Belfast Urban Area is not generally significant, although certain adjustments may be required in particular areas" (Ministry of Development NI, 1973 p 3) Fourteen years later no such illusion can be sustained "Peace walls" are still here now so engrained that in places they are being built with the best facing brick to be aesthetically acceptable for the longer term With physical segregation of population now so entrenched and incorporated into government policy, Belfast is unique in planning terms in Western Europe

Theory of planning has also undergone substantial change since the 1960s The 1970s saw the collapse of the dominance of the rational comprehensive procedural planning theory position (Healey et al 1982) The humbler view that planning cannot through appeal to rationality and comprehensiveness determine what is in the public interest would find readier acceptance now There is greater recognition not just of the truism that planning operates in a political environment, but also of the following two points Firstly that planning itself, operating in a context where some groups and interests have more power over decision making than others, is intrinsically political (Paris, 1982) Secondly, that while planning can inform and illuminate policy choices and advise on the most appropriate way to implement them, it cannot by itself with reference to substantive rationality validate them That should be an openly political matter (Reade 1985)

Healey et al in a position paper for a major conference on planning theory in 1981 link the past dominance of procedural planning theory to an underpinning consensual view of political power

> " ideologically procedural planning theory is based on a particular socio-economic and political viewpoint which bears a strong resemblance to the American "end of ideology" theorists (eg Bell) It rests upon a consensus view of society where major conflicts over values and interests and consequently over social distribution are absent Its operating values are technicist and conservative and deny the political nature of planning practice Furthermore, procedural planning theory assumes that society will experience economic growth and that this will ensure that political and social harmony will be maintained (Healey et al. 1982, p 14)

Healey et al see this view as appealing to planners in Britain in the early seventies according as it did to some of the dominant tendencies of the time - the tendency to depoliticise decision making, to emphasise technical expertise and corporate management Things, however, have changed

> " the premises of procedural planning theory meant that it could not cope with any breakdown of political and social consensus with challenges to the structure and processes of decision-making Consequently as the seventies progressed and the economic crisis and fiscal crisis of the state intensified, procedural planning theory could neither explain what was happening nor provide a suitable mode of operation for planning activity " (Healey et al 1982 p 15)

In Belfast, it is against a background of an even more acute breakdown in political and social consensus aggravated by economic stagnation that preparation of the new urban plan takes place

The Response of the New Belfast Plan

As at the time of writing (September, 1987) the actual draft plan is not yet available comments must be based on the preliminary proposals, consultants' reports and press comments which are already in the public domain Attention will focus firstly on the mode of plan preparation which seems to underlie the exercise as a whole and secondly on the content of the emerging plan, in particular the "centrepiece" - proposals for the continued revitalisation of Belfast's downtown

The general methodology employed seems to be a truncated version of the traditional rational planning process The preliminary proposals identify the following principal aims of the plan

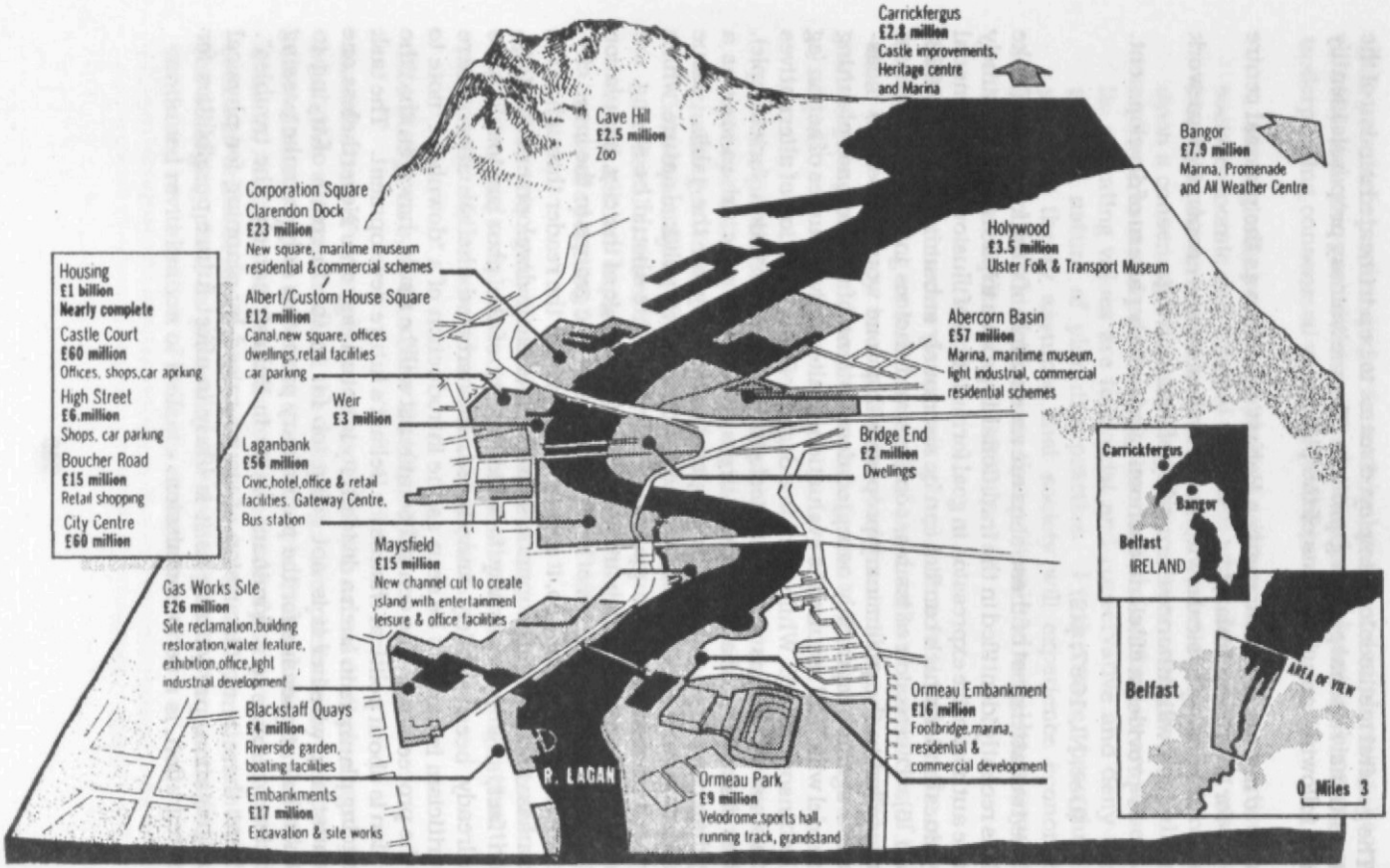
- to maintain and strengthen Belfast's position as the regional centre for Northern Ireland
- to create a physical environment and social and economic framework which will enhance the quality of urban living
- to provide an efficient, economic and orderly pattern of development

(Doe NI, 1987 p 2)

The two uppermost of these aims are an example of a failing which Cooke has recently identified in the traditional approach to plan making, namely the authoritative expression in goal formulation of illusionary consensual values under which conflict can be spuriously subsumed (Cooke, 1983, ch 5) Discussion of issues conflicts and choices in fact is even more curtailed in the preliminary proposals than one would expect as measured against commonly accepted descriptions of the rational planning model which all require the evaluation of alternative courses of action (eg Robinson 1972) While there is a degree of consideration of alternatives in some of the consultants subject studies (transportation, for example) the discussion of alternative courses of action for the urban area as a whole is missing from the proposals presently on the table Issue identification and conflicts and recognition of their political nature which recent developments in planning theory indicate should be strong, are weak The issues which are identified (the image of the city population decline a concentration of lower socio economic groups in the inner city, for example) are done so it seems only to usher the reader through to the unassailability and "common sense" of the basic development strategy In fact the "upbeat" way in which many of the plan proposals have already been publicly announced has created the situation where criticism is likely to be seen as the introduction of a "downbeat" note to the proceedings The central point must still be made, however that the plan is about political *choices* for Belfast s future development The task facing planners in such a divided city is not an easy one Nevertheless one must ask whether it is not going too far in the interests of trying to marshall consensus for the preliminary proposals only to make passing reference once to a dominant reality in Belfast, namely "the troubles" That there is no discussion of issues raised by planning for physical segregation, particularly as it is likely to affect future possibilities for integration, is a serious omission

BELFAST'S FACELIFT

Fig.2



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Over eleven hundred separate representations were made to the Department of the Environment during the period for consultation on the preliminary proposals. Many of these have centred on the adverse amenity effects of new road and stopline extension proposals. Others have been concerned with shopping proposals, office location policy and conservation policy. A comprehensive review is beyond the scope of this article. Rather attention will focus on the downtown property development aspects of the plan which provide some insight into the economic scenario or rather lack of it within which the plan is seen as unfolding. Multi-million pound downtown development proposals are the centrepiece of overall strategy. They are outlined in Fig. 2. The intention is the continued revitalisation and normalisation of the core drawing particularly on the experience of riverfront based "urban renaissances" in Britain and the United States. Major riverfront housing developments have been envisaged by consultants (even Belfast has Yuppies) along with new entertainment facilities, a "leisure island", a marina and new retail, hotel and office developments. A new cross river suspension bridge would increase the sense of urban "drama" which Belfast already has to offer (Shepheard, Epstein and Hunter/BDP 1987). While the private sector is seen as the motive force behind the implementation of the proposals, in the context of Belfast substantial public funds would still be required not only for infrastructure but also to offset private risk. The consultants' report foresees one public pound leveraging approximately eight private pounds (Shepheard, Epstein and Hunter/BDP 1987). With the concept already raised that government should provide rent guarantees for some projects this leverage ratio seems hopelessly optimistic. The private sector is also keen on a partnership with the public sector through the creation of a new Laganside Urban Development Corporation which would oversee implementation. Whilst a consultant's report discussing possibilities for implementation has significantly not been made public such an outcome does seem likely.

Two major criticisms of the central development proposals suggest themselves. Firstly, it is not clear into what economic vision of the future the plan fits. Whereas the previous Belfast plan was at least articulated within an economic scenario that appeared coherent at the time, this one seems a lot shakier. In the same month that the preliminary plan proposals were released, the majority of the Queen's Island workforce in Belfast marched into the city centre to warn the public of the threat to the shipyard, N. Ireland's second largest industrial employer. Over the past year 1300 redundancies have been announced at Harland & Wolff and a report to the European Commission last December mentioned the Belfast yard as a possibility for closure. A report just issued by the N.I. Department of Economic Development has concluded that while government subsidy to the manufacturing sector in N. Ireland in 1986/1987

was equivalent to £39 per week per manufacturing employee "we do not seem to be creating a vibrant self-generating economy" (Dept of Economic Development N I 1987, p 23) Since the profitability of property investment is related fundamentally to the underlying state of the economy, this must be cause for concern The consultants proposals for urban rejuvenation centred on "Laganside" contain no feasibility analysis at all (Shepheard Epstein and Hunter/BDP 1987) In a foreword to this Laganside "concept plan" the N I Minister for the Environment refers to it as "visionary" having the potential "to transform completely the environmental quality of a vital part of the City, and by this means to help transform perceptions of Belfast at an international level " While Belfast s international image may need improvement, one must wonder if the underlying development strategy goes much deeper than an exercise in international public relations

The second criticism centres on the question of equity Assuming such visionary ideas are successful who will they benefit? In a city which has been starved of new property investment in the past, criticism of any new development is likely to be regarded by some as churlish However, notwithstanding the large public investments in housing and recreational facilities in Belfast in the eighties the plan as presented so far offers an exclusionary economic vision of 2001 to Belfast s economic underclass A vague trickle down theory of job creation underlies consultants reports with no attempt to relate this explicitly to unemployment rates of 30% and above in the inner city including a rate of 47% in inner West Belfast (NIHE 1986 p 30) The preliminary proposals contain the statement that the plan itself cannot create jobs but can only create the conditions which are conductive to this (DoE N I 1987, p 4) However as the document acknowledges elsewhere the plan will establish "priority areas for co ordinated investment programmes involving the partnership of public and private agencies in comprehensive development" (DoE N I 1987 p 2) The political decision to spend public funds in this way will have an impact on jobs The question is whether the impact is enough to justify such expenditure and whether the resources would be better spent in other ways The consultants in preparation of the Laganside study visited American cities with experience of water centered urban revitalisation Baltimore seems to have been a particular favourite The vision brought back is the rosy one usually encountered by the tourist However, in too many cases while the affluent congregate in high security environments over chablis and quiche to experience the urban spectacle the urban dispossessed wait at the gates or if they are lucky wait on tables Nowhere is this more stark than in Detroit a city with some of the worst problems of unemployment crime and deprivation in the United States Here the riverfront revitalisation got underway in a

specially constructed "Renaissance Center" which is physically aloof from the rest of the city behind a massive two-storey berm The real problems which exist only a matter of city blocks away can be screened out There is the danger of being melodramatic about this and one need not travel as far as the States to make the point London Docklands is an example closer to home of the exclusionary nature of some riverfront based redevelopments It is difficult nevertheless, not to register indignation at recent comments on Belfast by the American developer James Rouse, who is generally credited as providing the spark for Boston's Quincy Market and Baltimore s Harbourplace Referring to the potential of Belfast he says

> "Cities are beginning to understand the new potential of the waterfronts strong impressions are irresistible and one such was the impression that the waterfront at the foot of High Street constituted a huge potential opportunity for Belfast In a perverse way the present image of Belfast might even be made a plus in attracting people to this dramatic new waterfront There is excitement in finding things different than expected, in finding good where there is supposed to be bad In a spirit of venture into what may seem a little dangerous" (Rouse, 1985)

From a developer who has built about 35 suburban shopping centres before discovering the profit potential of "urban chic" (Rosenball, 1987), this must be regarded as somewhat insulting Urban policy in Belfast will be truly bankrupt when the city starts marketing its troubles, however controlled as a source of vicarious thrills for tourists

Conclusion

In conclusion it may be asked what needs to be changed? At a minimum two campaigning issues suggest themselves

> That the plan be more explicit about the benefits it has to offer to Belfast's economically disadvantaged Recent EEC disquiet with the lack of employment results from the way its integrated operations funds are being used in Belfast provides some leverage for change as such funds will be used to implement many of the BUAP proposals (EEC, 1986, p 8) One way the question of equity could be taken on board would be to tie N I Urban Development Grant funds, envisaged as underpinning many of the projects, more closely to this objective Precedent exists in the United States where the Urban Development Action Grant, model for UDG, requires the submission of employment plans as part of grant applications This can extend as far as

requiring that 75% of jobs resulting from the assisted project go to "low and moderate income persons" (U S Government, 1982)

With the danger existing that implementation of a major part of the plan will be hived off to an unaccountable U D C it is important that the Belfast Action Teams appointed earlier this year paralleling the British Inner City Task Forces, assume an advocacy role for their communities in relation to the plan Two interdepartmental teams from government have been established and more are promised With independent budgets their job is described as being to improve the quality of life for people living in some of the worst areas of inner city dereliction in Belfast by identifying the major needs in each area and co-ordinating ways of tackling them in co-operation with the local community (NIIS, 1987) What these communities want to see in their vision of Belfast 2001 needs to be brought out much more than is presently apparent

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FUNCTIONAL SUB-ZONES IN DUBLIN'S INNER CITY

DICK GLEESON

Interest in the inner city of Dublin (between the canals) is now at a passionate level Never has there been such a groundswell of official, voluntary and private support for the welfare and future of the city One would imagine that with such broadly based political support ranging from community groups to the political parties themselves that the vitality of the inner city would be assured Apart from a programme of Government incentives limited to fairly small areas there is as yet no indication that the major problems are being tackled in any fundamental way

In this article I wish to explore the possibility of articulating and developing a sub-zone approach based on a strong function as an alternative means of solving some of Dublin's inner city problems I feel the approach is needed because the existing zoning approach is not adequately responding to the needs and potential of many grey areas within the inner city It is also true that weak mental maps are ensuring that large areas are no longer visited by the ordinary Dubliner or considered seriously for investment by financial institutions The mental maps which people have of the inner city have become weakened due to

i people travelling in and out on commuter radial corridors and thus isolated in cars never experience the richness of the city off these routes.

ii too much of the area is characterised by decaying fabric, poor environment and social problems and thus people feel uncomfortable in being there

iii walking in Dublin has become an unpleasant experience and is discouraged in many ways This has led to large areas having a crisis of identity which affects not only the individual's perception of the area but also that of the larger institutions

In a recent lecture Mr Gerry Linehan of Royal Liver stated that pension funds which invest a sizeable percentage of their funds in the property

market dependent on the land use zoning and development control approach of the local authority to protect their long term investments

In some parts of the inner city where the function is apparently secure, e g the retail core of Grafton Street/Henry Street there is no crisis of identity and the investment pours in The perception from investor to user is that the function is secure Perception is indeed a key word and any proposed solutions for other areas must be based on an awareness of those elements that shape our perception of an area For instance if the perceived experience of the retail core is one of difficulty in parking, risk of robbery streetscape of plastic signs loud garish uses with sandwich boards all over the pavement and amidst all of this continual confrontation with traffic then the planner is likely to say I can do without all this hassle and go to suburban shopping centres However perception of the area can be changed to one of delightful anticipation where fine buildings provide the context for exciting shopfronts where pedestrianised paved areas protect one from the presence of vehicular traffic and delight the eye with good lighting street furniture and flowers and where the primary enjoyment of walking in the city is re established I feel that the latter perception of the retail core will come to be the predominant one within the next year helped to a considerable extent by the completion of the Grafton Street paving scheme and continuing improvements in the area of shopfront design The quality of the result will depend however on the successful handling of problems at all levels which may be currently contributing to a poor perception of the area

The central retail core is fortunate in having a well defined geographical area where the function is secure and where the environment is on the way up People use the area in great numbers and therefore have a highly developed mental map of the area it is high in the public consciousness I would suggest that if the public were asked to draw mental maps of the inner city in general that certain areas would come out consistently strong including O Connell Street the retail core areas Moore Street, the image of the Quays Christchurch and St Patrick s, College Green, Phoenix Park There might be more difficulty however in relating well known buildings like St Patrick s Christchurch the Castle, physically to each other i e knowledge of the street pattern I suggest that results would indicate that the historical area the old city centre is split psychologically from the "new" city centre based on O Connell Street I would suggest this is true from observing the density of people on the ground around Christchurch and St Patrick s, where you see virtually nobody walking anymore Only by walking does one build up a reasonably accurate picture of the physical relationship of buildings to each other The results of mental mapping would also indicate large blank

areas especially on the north side stretching off either side of the North Inner Tangent and say from Parkgate through Smithfield to Capel St I would imagine that the blank areas coincide with the areas that have experienced decline for a long time and where the primary function is weak, where the fabric is bad and the environment poorest I feel the challenge and opportunity lies in trying to re-establish the same sense of place or function for those grey areas that is currently to be found in say Stephen's Green, Grafton Street or College Green and thus bringing them back into the public consciousness as places to visit and use The key lies in encouraging certain functions to dominate the consciousness of any sub-area

In discussing the role of the city centre it is necessary to keep in mind that it may be defined differently in locational terms by different functional groups This is part of the strength of the city The locations of major functions will indicate that there is not just one city centre but many - the banking and financial city round College Green the shopping core of Grafton and Henry Street, the political centre in Kildare Street, the markets area off the Quays the historical centre adjacent to St Patrick s and Christchurch A vibrant function will express itself in a healthy physical fabric e g Georgian residential buildings, they are retained for the quality of their intrinsic architectural or streetscape nature (conservation)

Conservation is a value judgement stating that even though functional use might be limited the building should be retained

The historical development of functions, have led to many current problems However, in broad terms three major problems emerge

1 Functional obsolescence,
2 Social deprivation,
3 Access/Congestion

1 Functional Obsolescence. This occurs when areas are no longer suitable for the use for which they were first designed or of late used or when adaption is not economically feasible, e g Mountjoy Square, Gardiner Street (residential) or uses themselves have become obsolete, e g Smithfield (Haymarket, Cooperage) Other areas in this context such as the Quays and areas off them provided a wide range of shops and services for a teeming inner city population both rich and poor Much of these functionally obsolete areas happen to be those which are worthy of conservation so that some of the city's best historical streetscape and architectural heritage is at risk Also the

perception of an attractive capital city is damaged due to physical dereliction all the more damaging because of its architectural merit

2 Social Deprivation Unemployment and low income results in little money for investment in private housing or maintenance of such Often functionally obsolete areas as outlined in (1) above become attractive for low income groups or for renewal for Corporation housing which often compounds social problems With the virtual removal of middle income support these areas become extremely unattractive for private investment Many sub areas suffering from every crisis indicator on the social problem graph become insolated from society's norms and values and with the removal of warehousing and industry from the inner city rely on the black economy or crime In effect they become no-go-areas for private investment, and even Government support services become deficient

3 Access/Congestion The third problem is that of access/parking but is basically the transport issue This is an emotive and too complex an issue to develop here It is accepted that connections are very difficult to make in Dublin and that some rationalisation of the road system is long overdue It is unfortunate that the radials which are being widened, e g Clanbrassil Street/Patrick Street often had the richest streetscapes shopfronts pubs and corner buildings It does seem that the road widening plans frequently cut through the soft-underbelly of the city slicing through areas where the function appeared weak and the fabric poor Road plans can affect adversely the manner in which areas either side of the road relate to each other and prejudice the potential for geographical coherence of functions which are currently dormant or unrealised In effect the proposed scale of current road plans will constitute geographical re-definitions without any acknowledgement of the fact This is not to mention that proposed streetscape replacement and how it will be achieved has had a very low priority in the planning approach

I would hope so far to have outlined that certain strong functions exist in a healthy fabric in certain parts of the inner city and due to a high level of use the public has good mental maps of the areas Certain other parts of the inner city have a very much vaguer image in the public s mind, are poor environmentally and do not have the benefit of a strong primary function Part of the difficulty in looking for solutions for Dublin is the vast scale of the problem It has been stated that the financial incentives area schemes will work better in Galway and Waterford because the areas needing renewal are far smaller than Dublin s The response of many people in the face of the scale of the problem is to adopt a defeatist attitude

and to say that modest approaches will not make any difference and that billions are needed The current zoning approach has not been a help with the very large blanket city centre activities zone surrounded by various mixed use residential and residential/office/civic design zones failing to provide definite labels for many grey areas

The key to motivation and stimulation at all levels is to break the overall inner city down into more meaningful, manageable and identifiable areas This could translate into creating a ring of zones around the inner city with the centre say based on O Connell Street Key labels should graphically describe the functions of these areas and indicate the primary planning objective facilitating also an expansion and redefinition if necessary of the public s mental maps and perception of the area Policy statements action plans etc would accompany the definition indicating the type of environment the local authority will seek to achieve including advice on design in all aspects from infill to paving and traffic manage ment The sub zones should all be linked by pedestrian connections The sub-zone approach can be based on existing functions which have a strong locational base with new zones based on a perceived potential where no existing strong function exists Suggested zones might be the university zone the shopping zone the historical zone the breweries zone the courts zone the markets zone, etc There would of course be residential sub-zones throughout with the objective being to improve the living experience

Let us look at what a sub zone approach might mean for the historical area If you define the historical area you are forced to confront what you mean by it It is in effect the Old Centre', An Sean-Lár The area would most likely be centred on Christchurch the Castle St Patrick s Tailor s Hall In this area currently the nation s greatest buildings lie surrounded by vacant lots and the prospect of permanent traffic Being serious about being a capital city must mean that the historical core has to be rebuilt and rebuilt in sympathy with the famous buildings which provide strong reference points The visible absence of people on the ground in the area currently is remarkable considering what there is to see in the locality This is due in large part to how unpleasant it is to walk there caused mainly by the presence of too much traffic To create the essential experience of the historical core must mean the removal or diversion of through traffic The definition of the sub-zone area would justify a very high standard or environmental re-development extending to lighting paving planting and street furniture thus making the area more attractive to pedestrians and also to infill office developments which would be attracted by those very high environmental standards To create the perception for visitor and Dubliner alike that the area is the

historical centre the commercial potential of the area must be exploited It is strange that the rich archeological finds have had no such expression to date It is ironic that the Jorvik Centre in York for a direct investment of £3 million has led the field in the area of theme leisure facilities. produced huge economic spin-off for the city and added something to the national consciousness while £20 million spent on Kilmainham has had little or no galvanizing effect on the area surrounding The Corporation must become aggressive in seeking positive commercial exploitation in order to bring visitors into the area thus justifying further environmental upgrading

A sub-zone approach has already become operational to some extent in the retail core the objective being to make the shopping zone unique to Dublin city to use the architecture spaces and setting and of course the shops to create a strong sense of place In combination with the provision of quality paving and street furniture surveys are being carried out to pinpoint those elements that are detracting from the experience of the area ranging from signage of all kinds to over-functional looking telephone booths In adopting this approach the Local Authority is becoming aggressive and a leader in defining the type of environment it sees as appropriate This leadership must be extended to other sub-zones

Trinity College provides an excellent blue-print of the sub-zone idea, good territorial definition clear function excellent environmental design and management and conservation of its historical buildings Car access is seriously curtailed the pedestrian is paramount and there are extremely interesting through-walking routes Could the same idea not be applied to the historical sub zone? An indication of how an old area with a diminished function can be fairly arbitrarily redefined is that of the Custom House Docks site Here again the label is strong the function precise and everything within the boundary will require careful design treatment In recent years new privately controlled areas provide an indication of the type of management and environmental back-up which is required to attract use and develop positive public perception. e g Powerscourt Centre and New Hibernian Way where attention to paving planting, lighting and general cleanliness is of a very high standard

The above zones relate to fairly well defined functions What of the large grey areas where the function has become weak especially on the north inner city? The idea here would be to build up a zone through the inspired selection of a key element For example, the Corporation's fish and vegetable markets The markets building itself is a fine piece of Victorian architecture set amidst small streets where there is a chaotic level of activity A market s zone could be built around this with a new building

commissioned or adapted to house retail sales where the best of Irish produce in the vegetable meat and dairy lines would be on sale The area could contain specialist shops and restaurants for organic and whole food The area would thus become attractive for large numbers of visitors and shoppers and provide an extra flavour of experience to the city

Smithfield has often been cited as an urban space with great potential, so far unrealised Against all the odds Distillers have shown how a micro-environment of high quality can be achieved in an area such as Smithfield Their building is architecturally sensitive and still modern and sophisticated and deserves to be matched by similar high quality developments Smithfield could become a centre for Government office re-location With promises for an upgraded environment, say a tram connection to the Phoenix Park input by office workers into the design of the offices, integrated swimming pool and sports facilities, and perhaps access to the Law Society and grounds the area might become attractive for office re-location especially if it is perceived to be within walking distance of a revitalised historical zone and attractive market s zone

On the south side the site of the Transportation Centre and surrounding area has been referred to as Dublin s Left Bank Experience If it's an area that is perceived as adding something tangible to the experience of the city, why let it go? The Corporation should reinforce the feeling of the area by sensitive pedestrianisation and zoning to safeguard the scale Call it the "Halfpenny zone" perhaps

If the inner city is to thrive every single experience which adds to the city must be maximised The creation of a sub-zone approach provides an opportunity to educate citizen and visitor alike to the richness of the different areas of the city and in the process create more extended mental maps The sub-zones however must not become fortress areas and this brings me to my final point, that of pedestrian connections

In most cases walking is by far the most agreeable and rewarding means of experiencing a city The relationship of buildings to spaces provides a continuous three dimensional experience through which the walker moves and the signals picked up through the senses provide the key to interpreting the role of a particular area past and present in the life of the city Dublin has great potential to create an extensive walking route system We could have literary walking routes architectural walking routes, historical walking routes, etc *Ulysses* alone would justify the retention of all buildings mentioned in this novel In reality, however, walking in the capital is not a pleasant experience for reasons we all know The sub-zone approach could be linked to the provision of at least one

pedestrian route from one sub-zone to the next It is great to see the pedestrian connection developing from Molesworth Street through Lemon Street-Johnstons Court into South Great George s Street Why not extend it into the historical zone to embrace Dublin Castle and lead one to High Street? In many old cities the historical area and shopping areas provide support for each other but in the case of the Dublin the 'new' building on South Great George s Street acts as a psychological wall

The car is an aspect of modern life which is here to stay It is unlikely also that cars will be banned from the inner city The practical response therefore is to extend the pedestrian only routes by providing imaginative linking of sub-zones leading finally to a situation where one could encircle the inner city area without having to use streets where the car is dominant The extension of the pedestrian routes would encourage two positive things

1 greater attention to all those small environmental elements that add up to good and poor perception of areas,

2 greater awareness of the character and scale which is the city

Being serious about being a capital city with a strong architectural character means that we must understand the elements that make up a streetscape, the function of terminal features, nodes, paths, surprise elements paving and street furniture The provision of a good pedestrian network will enable citizens and visitors alike to explore that heritage If the network is linked to a sequence of functional sub-zones the heritage becomes part of a living city

INNER CITY STREET DESIGN CRITERIA

DERMOT KELLY

"There is never a better way of taking in life than walking on the streets"
- Henry James, Novelist

"Out in the streets the mist hung about the lamps and trailed in thin streamers above the river Trams rattled past, their steamed up windows filled with blurred figures Electric signs stained the wet pavements with their colours People brushed past them on the crowded path as they pushed their way through, their hands deep in their pockets, at ease in their own city conscious of their right to its streets, proud to lay claim to membership" (An evocative description of the 1930's streets of Dublin's Inner City in the novel 'Farewell Companions by James Plunkett)

"I'll take the street life
Because there's no place I can go
Street life - its the only life I know
Street life there's a thousand games to play" -
(Excerpt from a popular song by The Crusaders, entitled 'Street Life')

Introduction

This paper concerns itself with the fact that nowadays streets are often thought of more as roads than as 'places' and identifies the need for urban design to address itself to the achievement of 'place quality' in streets - and in particular in multi-use streets in the Inner City This street type is characterised by a wide variety of uses, though often containing a significant element of local shopping catering for the local needs of an adjoining residential population Thus, the desirable qualities which such streets should possess are investigated and within the frame-work of these qualitative factors are intended to demonstrate the usefulness of the concept of a Design Brief for a street as a whole It is contended that such unifying street design frameworks can become a useful tool in the regeneration of the Inner City, producing guidelines for improving the 'image' of the city streets together with facilitating increased levels of comfort among street-users

Thus, in this context, a literature search was undertaken to identify desirable qualities which such streets should possess, as an informative tool towards the preparation of Street Design Briefs The MIT Press publication, On Streets" (1978), proved invaluable in this task, and is acknowledged as a prime reference source

It is contended that nowadays streets are increasingly thought of more as 'roads' than as places' Victor Calandro comments

> *"The Street and the activities in and along it promoted its role as a social condenser and as a locus of common interests Similarly the best known streets and the city centre came to symbolise the collective interests and values of the surrounding community Today these public spaces have often been reduced to automobile rights-of-way Satisfaction of the demands of private transportation and the management of traffic have usurped the principal role of the urban street - that of promoting an open setting for communication and exchange - and transferred this function to building interiors" (1) p 151*

Streets which comprise a significant portion of the city's surface, can thus be regarded as a potential major source of public urban space in the city However much of modern architecture seems at pains to disregard the streets surrounding the buildings, often resulting in their functioning as mere traffic conveyors to the prestigious interiors Le Corbusier even located streets within his buildings at Marseilles in the Unite Habitatione, and in Chandigarh The more recent somewhat similar Park Hill housing scheme in Sheffield (1962) which contains pedestrian streets in the air' is now judged as unsuccessful, as evidenced in residents dislike and non-use of these streets thus reinforcing the concept of the essential doublesidedness of the street and the desirability of its lateral continuation with the ground

Dissatisfaction with the environmental quality of city streets is commonplace today - largely occasioned by traffic dominating pedestrians, whereby *'the streets have changed from a connecting surface to a dividing surface' (12)*

The lack of place quality in city streets in also problematic - something which once occasioned Gertrude Stein to remark of Oakland, California "When you get there, there s no there there' The concept of the local street space as a communal 'place for people should be fundamental to urban design, implying the need of awareness and careful design of the everchanging street environment - the 'happening' - understanding the local street so

'This temporal activity space is in motion, rather than a physical space it is a sort of linear 'happening' The processional happening sustains a sense of place Such happenings are fundamental to urban design, because they are primary matters of public concern due to the fact that everybody uses streets' (11)

The basic approach in this paper is that streets are for people, and thus design should strive to increase the 'place quality' of streets and facilitate their increased responsiveness to street-users' needs Such advocacy of street life should lie at the heart of urban design activity falling squarely within Jonathan Barett s definition of urban design as

"the design of the city's co-ordinative elements and public spaces, the places at ground level and the levels just above and below, which are the primary matters of public concern' (10)

STREET DESIGN CRITERIA

Within the framework of the above approach to viewing street space, and further based on the literature search, Street Design Criteria, applicable to multi-use streets in the Inner City area, are now formulated under the following headings Access, Use, Form, Concept, Public Information, Street Environment and Street Life

ACCESS

A fundamental requisite of such streets is that the dominant 'image of the street must be as a 'place' rather than a 'road' including the presence of sufficient pedestrian activity to inhibit vehicular use Thomas Schumacher comments

'While research has failed to yield hard quantitative results it is clear that street activity occurs only if it is convenient for large numbers of pedestrians to use the streets in various ways Streets are active when density is high enough to (i) inhibit the use of the vehicle, (ii) support goal directed activities (shops, schools, for example) sufficiently close to each other and to the origins of pedestrian trips, so that pedestrian orientation is clearly the preferred choice, and (iii) employ the potential of the street space for unplanned, non-goal directed activities" (1) p 134

The removal of excessive through traffic along local streets is desirable, with the goal of achieving some element of pedestrian priority for street-users A traffic management policy could increase pedestrian 'comfort'

along the street, and could include the following interventions pedestrianisation of formerly traffic streets regulation of traffic-flow direction and the designation of one-way streets, interruption of the vehicle path alignment and a decrease in the speed limit so as to reduce traffic speed, widening of pedestrian paths and the creation of activity settings for informal social use along the street, facilitation of public transport to ensure adequate public access, together with the provision of convenient car-parking and delivery services

USE

The street should possess varied uses, including a considerable element of local shopping catering for the local needs of an adjacent residential population and also provide physical and psychological assistance to the street-user, thus including adequate street facilities (e g comfortable seats for pausing and resting in addition to retail outlets) Gloria Levitas comments

> *"In 'The Death and Life of Great American Cities' Jane Jacobs proposed that cities would be safer more viable and more attractive if their streets were zoned for an intricate mingling of different uses Aside from aesthetic considerations, Mrs Jacobs suggested that diversity of use added in (i) maintaining activity in an area during greater portions of day and night (ii) increasing safety by ensuring the presence of people on the street, (iii) decreasing monotony, and (iv) achieving public contact and cross use" (1) p 235*

There is a need for active support by the Planning Authority of the local shopping element along multi-use Inner City streets due to the high land values there, which posit change in use Adjacent areas to the street - both buildings and activities - should also be subjected to strict control, when of direct relevance to the function of the street as a local meeting place and service area The street should also be promoted to generate the frequence and sequence of use which is important to maintain its vitality, and the informal social controls which effectively police the streets

The Planning Authority should seek to reinforce street activity by resisting changes of use to non-local uses, implementing strict enforcement procedures against illegal changes of use, particularly along the streets' intense local shopping core, and perhaps, even creatively, installing street markets along certain streets to further buttress local shopping activity by providing missing services New commercial development could be specific-use stipulated to prevent erosion of local shopping An

increase in community uses along the street, e g 'vest-pocket' parks and public seating, would further strengthen the 'image' of the street as responsive to street-users' needs.

FORM

The street user should be facilitated in his perception of the street's three dimensional form as a 'figure', including a satisfactory quality of enclosure and form continuity Visual interest along the street would facilitate the capability of the street-user to enjoy the street as a spatial sequence Thomas Schumacher comments

> *"The capability of the user to perceive immediately the street as 'figure' not only promotes a sense of enclosure and orientation, but also delimits the territory of the public realm as including its vertical binding surfaces - the facades of buildings When a conscious effort is made to relate building facades to the public space thereby defined, the perception of that space as an outdoor room is thereby intensified" (1) p 139*

An adequate sense of enclosure and form continuity should occur along the streets, as

> *'a good environmental image gives its possessor an important sense of emotional security" (14)*

There is also a need for surprise quality and incident along the street to create excitement and stimulation for street-users

> *'City open space needs to be full of associations, e g historical monuments, and highly differentiated e g fountains, bandstands and 'swan-ponds" (14)*

The promotion of 'live' facades along the street - increased permeability, even wall murals - and the elimination of blank 'dead' facades which inculcate boredom among street-users, would further strengthen the role of the street form in linking the disparate activities occurring along the street In this respect, the early infill development of gap sites - possessing undesirable connotations of street dereliction - would repair form discontinuity and lack of enclosure, achieving once again the essential doublesidedness of the street fundamental to Schumacher's view that

'the exterior spaces of the city are the rooms of the city and the built structures are the walls of these rooms (1) p 139

CONCEPT

The street should present a unified 'image' linking the various activities - commercial, residential, offices, etc - occurring along its length, enabling the street-user to view a true microcosm of the city. Thus street-users should be able to readily comprehend and orientate the street space ('there must be a there there'), while also being aware of the linking relationship of the street to other places and activities in the city. Thomas Schumacher comments:

> *However, whether a street will function as a 'place' cannot be determined solely by its own configuration and land uses, even assuming safety and adequate user density. The relationship of the street to its local context is equally significant. While providing potential space for activity, streets also serve as 'linkages' to and from the various goal functions of the urban environment. They establish a variety of 'interface' conditions with those other urban components.' (1) p 145*

An increase in the 'place quality' and 'link quality' of local streets is desirable in order to reinforce the sense of place there, and its ready accessibility to street-users. Thomas Schumacher defines these two qualities so:

> *"by 'place' characteristics or quality I mean the ability of a street or other public open space to be understood and used as a setting for activity. A street possesses optimum place quality when the user can identify certain of his activities with a particular place, and thereby personalise that space in a manner similar to the way he personalises his dwelling" (1) p 145*, and

> *'By 'link' qualities I mean the ability of a street or other public open space to be well understood as a preferred way of getting to a particular goal or set of goals. These goals may be functions within buildings, open spaces adjacent to the street, or other streets' (1) p 149*

PUBLIC INFORMATION

Street-users should be facilitated in their ability to orientate along and 'read' the street by the availability of adequate visual cues. Thomas

Czarnowski comments

> *'The entire assembly of communication artifacts buildings, architectural styles signs banners and symbols, the spaces surfaces and objects of the street in their continual state of modification and remodification by successive users acts as a great record of the activities of man to be read, interpreted and given meaning' (1) p 211*

A systematic street public information system should be devised for street-users, including the adequate signposting of public facilities along or directly off the street thereby increasing their convenience to the local community Such a public information system was devised for Adams-Morgans Streets which included the following elements

(i) *Public signs (including street signs, bus stop signs, parking information signs, etc and especially 'Important Place' signs and "This Way-To' signs, all designed as a system.*

(ii) *A Neighbourhood Walking Tour passing all important places*

(iii) *Monumental landmarks in the neighbourhood, as there are in the rest of the district*

(iv) *An Adams-Morgans Street Services Map (for handing out and as fixtures at bus-stops, schools and other key public places)*

(v) *A Neighbourhood or Streets Museum' (11)*

A street information system should also investigate the use of other devices such as the provision of observation areas' which would allow street-users to comprehend simultaneously the varied activities occurring along the street new landmarks, which would increase the legibility and punctuation of the street and even the provision of street interpretation centres' which could facilitate comprehension of the history of the street, together with the actual present 'working' of the street, while also reinforcing street awareness identity and pride

STREET ENVIRONMENT

Desirable qualities in the street environment are 'comfort' and safety for street-users, which would thus promote street life, including the instigation of social interaction among people on the street Thus, local streets should be characterised by slow-moving traffic of acceptable volume adequate pedestrian pavements, and street amenities providing public

seating, shade and shelter There is a need for urban design to ensure that local streets become 'fun places' to be in, with adequate informal settings for the age-old practice of people-watching, so endeared to many citizens

Gloria Levitas comments

> *'Our ability to provide a diversity of behaviour settings along a street has been seriously eroded by the demands of the marketplace Establishment of a variety of off-street behaviour settings should stress construction not only of shops and restaurants, but lecture halls, exhibit areas, clearly defined play areas, observation points, strolling lanes, and sitting zones that could accommodate both intimate pairs and more impersonal groups Large open areas might be suitable for serendipitous happenings, displays, and entertainment, or opportunity to observe people at work" (1) p 236*

A detailed environmental enhancement scheme for the street should be instigated so as to increase the comfort' of street-users, including the provision of attractive and functional street furniture, public seating and shelter The increased responsiveness of the street environment to the needs of street-users should be reflected in the provision of street amenities, e g public fountains and public toilets which would reinforce the 'image' of the street space as a truly communal area The visual delights of the street could be increased through street improvement schemes, including the repair and repainting of facades, together with the removal of unsightly objects, clutter and obstructions along the street

STREET LIFE

> *"For everyone who wants to be somebody, needs an identity Identity is a complex phenomenon, but one acquires it by virtue of action, appearance and above all, involvement. The city is the great stage, the citizens actors, each one has a role to play in the great drama of everyday life"*
>
> Theo Crosby ('City Sense')

This involvement can be promoted on local streets, which should be responsive to the social characteristics and culture of the varying street-user groups recognising that non-homogeneous populations have different design requirements The local street should provide numerous activity settings for social interaction, and thus act as a mediation between the private space of the dwelling with its intimate involvement,

and public space wherein people meet and relate to each other as strangers Joseph Rykwert comments

> *"The expectation of daily human contact with the street uniquely offers and offers in a pattern of exchanges without which the community would break down is inhibited at the risk of the increasing alienation of the inhabitant from his city" (1) p 15*

The local street should thus accommodate activity-settings to promote formal and informal social interaction, including proceedings of a ritual nature such as religious or community parades and celebrations There is also need for active encouragement of street entertainment - street busking pavement artists street theatre, while such spontaneous forms of entertainment also delight numerous street-users In this respect there is a need to repeal street legislation which posits that such street life necessarily involves an 'inconvenience' for street-users

The Planning Authority should provide street amenities in consultation with the local community as Joseph Rykwert contends strongly

> *'I believe that the use of the street as a locus of personal exchange and communication can be promoted and that it is the business as well as in the interest of the public authority to promote such use to which its more obvious functions, the carrying of traffic and the exchange of goods, should at any rate conceptually - be subordinated' (1) p 23*

STREETS FOR PEOPLE - RUMINATIONS ON THE ROLE OF THE URBAN DESIGNER

The touchstone of a Street Design Brief for regeneration of a local street in the Inner City should be the experience of the pedestrian on the street and the street environment should be investigated accordingly, including the following

Are there 'places along the street for people to sit and pause or indulge in people-watching, and informal areas for lingering out of the main-stream of street life, e g shop frontage recesses, arcades, casual seating areas - steps, flat-topped bollards or low squat walls?

Is there sufficient vitality and excitement along the street, as generated by outdoor street use e g public house, restaurant and cafe pavement extensions, and 'free zone areas' facilitating street entertainment events?

Could certain dull areas of the street be rendered visually more exciting,

e g wall murals over dead street facades? Are there adequate public seating and public shelter facilities along the street?

Is vehicular traffic - whether by reason of volume or speed - unnecessarily detracting from the amenity of the street environment, e g pedestrian-vehicular conflict or unacceptable pedestrian delays in crossing the local street? Are there street obstructions or dangers for the street-users' enjoyment, or could the shopfront be improved with colourful and shelter-providing shops awnings or even encroachment onto the street pavement for street sales displays?

Is there an adequate public information service along the street, e g sign-posting local schools libraries and other community facilities?

Is orientation easy along the street, and are there adequate landmarks to facilitate street users in finding their way? Is there adequate public access through street facades or could 'closed barriers' be rendered transparent, e g creation of view points from the street towards interesting activities within building interiors?

Can street-users interpret the street environment - both its existing 'working' and past evolution? This could be promoted by a Street Interpretation Centre incorporating both information on existing streets and a small Street Archives exhibition.

> *"In the form of maps, site and architectural drawings, photographs, movies of street action, tapes of street noises, videotape and interviews and so on It might be a requirement that any environmental renewal over a certain scale must contribute a record of what it is replacing to that archive in some prescribed form" (16)*

Is there a public 'agora' or 'meeting-place' for the local community along the street, e g an attractive and exciting street space suitable for the celebration of such events as May Day dancing around a Maypole and Street Festivals? Does the street space cater for the varying age groups and personality types among street-users, e g sedate shady seating areas in addition to raucous street pavements brimming over with 'ale and cakes'?

A return of the local community to active use of the street space in the Inner City - often an area lacking in formal public open space - would aid in contesting the growing alienation among the inhabitants of the Inner City, where there is evidently an

"urban crisis because something is dying in city life, and not, because something is growing" (20)

The Planning Authority - if it is to promote the joys of street life - should jettison existing inhibitions in this area Indeed, there appears an obvious need for City Streets Departments - similar to the existing City Parks Departments - wherein urban designers and planners advocate street-users' needs in negotiation with the various agencies and enterprises operating in the street environment Such advocacy could utilise street interviews, observation studies and street photography in identifying street-users needs

To reiterate *Today we tend to think of streets more as roads than as places" (1)* The fundamental concern of this paper is with streets as places' for people rather than as roads , and it is contended that Design Briefs for streets as a whole adopting the above Street Design Criteria, could assist in the regeneration of local streets in the Inner City There appears a need to focus on the street itself rather than the surrounding land uses Urban design interventions including a re-definition of the public space of the street, could result in a resurgence and return to the **historical importance of the street as a communal space.**

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FINGLAS - A COMMUNITY PLANNING APPROACH

JOHN HAUGHTON & DARA LARKIN

INTRODUCTION

The recent successes of community organisations like S I C C D A. (South Inner City Community Development Association) and the Stoneybatter and District Youth and Community Council in articulating the community perspective in relation to the needs of the area and to what is happening in their area is to be welcomed What is required now is the development of an appropriate response from the statutory agencies This will involve the development of a framework which will facilitate the involvement and participation of the local community in producing a Community Plan and the implementation of that plan on an integrated basis by these agencies

The people of Finglas have not produced a Community Plan expressing their needs and aspirations As yet there is no community umbrella group that can fulfil this role The purpose of this paper is to outline the steps being taken by the Area Planning Team in furthering this process

A brief picture is now given of Finglas to complement the media derived image of the area.

Finglas - Location and Origin

Finglas (Population 43,000) is a suburb located in the north-west part of Dublin The River Tolka forms its southern boundary, there is the agricultural land of County Dublin to the west and north, Ballymun and Glasnevin are to the east The Dublin-Derry road divides the large residential areas of Finglas South/Finglas West (built by the Local Authority) from Finglas East and the town centre Dublin Corporation have built 5,800 houses in Finglas since 1950 Approximately 70% of these houses have been bought or are being purchased by the tenants The centre with its extensive shopping area of 18,000 square metres gives Finglas a definite focal point and identity The new Jamelle Centre, just 500 metres south of the town centre with 11,000 square metres of shopping and leisure space has a catchment area that extends beyond Finglas

Finglas is an ancient village with early Christian connections with St Patrick and St Cannice A black raven over a shield was the symbol used by the Vikings when they came to trade in Finglas and the symbol is still closely associated with the area The word 'Finglas' (Fionn-Glais) - a clear stream or crystal rivulet describes the stream which flows into the Tolka

Finglas has had and continues to have a rich association with the arts Seamus Ennis one of the greatest uilleann pipers, lived in the Jamestown area More recently Raven Arts was set up as a co-op of writers, artists and musicians

Community Planning

The average individual in Finglas does not perceive the Development Plan as being relevant People feel isolated from decision making and as a consequence are alienated from the planning process The Planning Department is endeavouring to assist people take a more active role and to participate in the planning process

A community planning approach is appropriate in Finglas for the following

a It promotes participation as the governing principal and it requires a direct input from local people This results in people increasing their control over their own lives and over the decisions that affect them

b Central to the idea of community planning is the concept of self-help in solving the community's problems as opposed to over-reliance on outside agencies

c An agreed or consensus plan has a much greater chance of success than one which is imposed It is a sound means of obtaining a balance between the authoritive approach and the felt and expressed needs of residents and pressure groups

d There is a need for rationalisation in the allocation of scarce resources Value to the community should be a basis for determining priorities It also provides the opportunity for a balanced allocation between one community and another

The Approach Adopted

In an effort to advance the idea of community planning the Finglas Area Team has used the following action oriented approach

a Identify key individuals and groups

b i Liaise, communicate and co-operate with these groups
ii Identify common goals, assist the groups in promoting community objectives and resolve conflicting goals
iii Identify means by which objectives may be realised

c Seek early consultation on development proposals

d Promote all the positive aspects of the area including the historical, cultural and other elements

After about three months involvement at the local level the following aims were formulated in April 1987

AIMS

1 To encourage an awareness in Finglas people of the possibility and potential of improving the Town Centre and the surrounding district

2 To identify opportunities for training and employment in areas where environmental change is desirable

3 Assist in the promotion of Community Enterprise Centres in the Finglas area

4 To regenerate Finglas Town Centre

5 To promote the concept of an annual Festival in Finglas

The individual components of the project are now outlined together with a report on their progress to date

Community Response Project

A Community Response (AnCO) project was initiated by the Area Team with the Fingal Development Group acting as the promoting agency *(1)* This involves

a A survey to establish community needs.
b Heritage investigation and documentation
c An Improvement Plan for Finglas Centre, and
d A Recreational Plan for all of Finglas District

This project has been set up and is in operation since October 1987 The team comprises a sociologist and planner in the Co-Ordinator and Assistant Co-ordinator roles and fifteen trainees mainly from the Finglas area The purpose of the project is to get a high degree of local input into a plan for the area The subject matter of the plan is deliberately limited in scope, as a previous plan, the "Finglas Environmental Study" identified ways of improving the amenities of the area through environmental projects (This study carried out in 1981 by the Planning Department was based on a detailed physical survey of the district and on a series of discussions with Corporation officials involved in the area) The emphasis in this project will be concerned with the practical implementation of ideas and projects rather than research It is hoped that the end result will provide a stimulus to individuals and groups in the area and form the basis of a Community Plan

The Fingal Development Group was approached to act as the promoting agency because it was the organisation best suited to fill the role in Finglas It is a community oriented group and has a dynamic enterprise worker

Finglas Urban Enlivenment Project

The Finglas Urban Enlivenment Project was set up by representatives of the Finglas and District Chamber of Commerce (2) and the Planning Department It was officially launched on the 8th June, 1987 by the then Lord Mayor, Bertie Ahern and has been designated as a Millennium project by Dublin Corporation The project includes the following -

a A Shopfront Competition
b A Schools' Competition on "Finglas Past, Present and Future"
c Two amenity projects for the town centre The Committee is engaged in raising sponsorship for these proposals
d An Information Centre sponsored by the Chamber of Commerce The office will be manned once a week by the Area Planning Team

The site of one of the amenity projects is being considered for inclusion in the Millennium Sculpture Symposium by the Sculpture Society of Ireland This symposium will take place in July and August 1988 and will be composed of seven Irish and three visiting sculptors The Area Team is endeavouring to arrange that the symposium will take place in the AnCO headquarters in Finglas and that the symposium would form the focus of a Community Youth Training Project (AnCO)

The spirit of the Enlivenment Project is well expressed by Tom Murphy who has had a major involvement in the development of Finglas (through Chatham Management) and who is Chairman of the Finglas and District Chamber of Commerce/Planning Department Joint Planning Committee

> "To create streets of not just shops but people streets that will lead to a central agora or forum, to give its streets an image of design and unity to upgrade its shopfronts to bring quality to its shop designations and name plates to encourage a sense of pride and presentation, to ornament and improve, to introduce art and sculpture, to achieve new standards of illuminations and light fittings to introduce street furniture, to create a town in which its people will be happy to work and shop - a town that everyone in Finglas will be proud to boast of as belonging to it "

Video and Photographic Project

A proposal to form links between two local initiatives is the Video and Photographic Documentary of the Enlivenment Project The original intention was that the video and photographic work would be carried out by the Rivermount Community Workshop (3) This has not happened as yet due to organisational difficulties, however the initial phase of the project, a video inventory of the town centre at present, has been carried out by City Vision Productions with the Chamber of Commerce bearing the costs

Shopfront Renovation

The proposal is to identify the existing relevant expertise and skills in the district and to promote an AnCO training scheme for shopfront renovation and for the refurbishment of modern and traditional shopfronts having identified the market, the second phase would involve the promotion of a co-operative or limited company for shopfront improvement locally and on a wider basis

A prototype hanging sign has been produced in the workshops of the local AnCO headquarters off the Jamestown Road The intention is to replace all projecting signs in the town centre with a standard size wooden or metal sign Advertising on the shopfront will be reduced to that on the fascia sign and a hanging sign This project is being researched by a locally based individual

Community Enterprise Schemes

The intention is to explore how the Area Planning Team can contribute to the development of community enterprise centres in conjunction with the Fingal Development Group and any other public or private agency who might have a function in their creation This is seen as vitally important as unemployment has been identified as a major community problem in the area

The Fingal Development Group are active in tackling unemployment At present it is entering its second phase and is currently negotiating with the Unidare company for the purchase of the 2.000 sq metres old anodizing plant This will allow enterprises from the existing unit to move to larger premises once they become commercially viable The aim is to employ 100 people within the new centre and to attract industry to the Finglas area

The Area Planning Team have suggested that the development of an enterprise/community centre adjacent to the Barry Avenue Shops This is a neighbourhood centre that has lost 70% of its units through vandalism Activity in this area will be deferred until the Fingal Development Group have completed their second phase

John Haughton of the Area Team has been a member of the Executive Committee of F D G since August, 1987

The Finglas Festival

In 1984 an Arts Week was held in the Dublin 11 area A Teamwork scheme (Manpower) was used in the organisation of the event A similar Arts Week was held in 1986 without a Teamwork Scheme Though successful the organisational experience was such that it has discouraged further efforts

The proposal of the Area Team is to assist in making a Festival in Finglas an annual event which will include community, artistic, athletic and social activities Discussions are taking place at present to find a promoting agency for the Teamwork project which will be utilised in the organisation and funding of the festival It is the Planning Authority's policy to facilitate the sense of community identify throughout the city, assisting the local community organise an annual festival appears a good means of achieving this

Summary

The above account has detailed the progress achieved on the ground A common thread running through many of the projects is the encouragement of community groups into becoming involved as sponsoring agencies for the variety of AnCO Manpower and Youth Employment Agency schemes that are available With the prospect of local authority finances being drastically cut for the foreseeable future communities must become more effective in relation to availing of alternative forms of funding from these schemes Funding from State Local Authority and private enterprise is necessary if a comprehensive response is to be made in tackling unemployment, housing and environmental problems Money alone however is insufficient A redistribution of resources such as information staff and expertise to local communities is required to facilitate the emergence of effective community groups

At this stage before concluding, it seems appropriate to give an indication of the vision that is found in Finglas in terms of community aspirations ATHBHEOCHAN - THE GOLDEN AGE PROJECT is an endeavour to bring about a revival of every facet of Irish life, in the arts industry etc It was launched by the artist and craftsman Jim Cassidy in September 1985 The proposal is for groups to utilise the schemes described above to provide a central community service for the Finglas area It envisages the formation of a committee comprised of community groups, statutory agencies and local representatives to further their ideas

The Area Team is working towards the establishment of such a Committee which could act as a Steering Group for the allocation of resources within the area

Conclusion

At a seminar organised by the Finglas Chamber of Commerce in November 1986, the then Minister for the Environment, John Boland, advocated the following

> "The socio-economic problems which face areas such as Finglas are varied and inter-related Their solution lies in a co-ordinated approach on the part of central and local Government, Stage agencies, voluntary and other community bodies Much has, as I've outlined, been done across a whole range of areas Ultimately it will be the spirit and enterprise of Finglas people themselves which will overcome these difficulties It has come a long way in the past 20

years With the vibrancy and community spirit which are now being shown, Finglas has indeed a bright future "

To this one should add -

It is only if the spirit and enterprise of Finglas people is given expression in the co-ordinated approach, referred to by the Minister, that the difficulties will be overcome

FOOTNOTES

1 The Fingal Development Group (F D G) is a Community Enterprise scheme set up in 1984 The centre was the idea of a committee of 12 people drawn from industry, local traders and residents, State employment and training bodies The premises (500 sq metres), off the Main Street, was refurbished with the help of a grant from the Youth Employment Agency which also pays the salary of a full time Co ordinator in the centre At present the centre acts as an incubator space for 10 new local businesses It has also been involved in the Work Experience Programme and the Finglas Schools Industry Links Scheme (S I L S) At the end of last year a Teamwork Project (backed by Manpower) was set up and they produced a comprehensive business and community directory for Dublin 11 It was distributed free to 12,000 households

2 The Finglas and District Chamber of Commerce was launched in late 1986 Its first seminar entitled "Finglas the Image and the Reality" was addressed by the Minister for the Environment, the City Manager and other members of commercial bodies and statutory agencies The public image of Finglas on the whole media based was found to be biased The Chamber has a difficult task ahead in countering this ill informed image It is an area however where they are committed to involve themselves

3 **The Rivermount Community Workshop run by AnCO provides places for 45 full time trainees and runs courses in light engineering, industrial, sewing, life skills and communications It caters for the South Finglas area and is based in what was previously a shopping area in the Rivermount Neighbourhood Centre**

THE SWORDS HERITAGE PROJECT

KEITH SIMPSON

Stretching from Gedde's *Survey Analysis Plan* to Chadwick's *A Systems view of Planning* and Friend and Jessop's *Local Government and Strategic Choice*, the planning process has been consistently based on the rational comprehensive model of decision making which treated planning as a technical and neutral activity The 'end state of this process was seen as the Development Plan, an objective document based on a series of detailed fact-gathering exercises (survey) followed by analysis of the statistics (analysis) and the production of a plan (usually draft) which only then was given the light of day The plan was considered to cover all aspects i e comprehensive and hence to answer all or most needs

During the 1960 s and 1970 s when this country experienced an economic boom, resources were generally available and so implementation of plans could be assumed to take place Planning was seen as a peripheral issue in the political arena and community interests were poorly organised and thin on the ground However, in the 1980 s times have changed Resources and particularly public resources are scarce, political awareness and interest in planning has increased considerably and community organisations are now well organised and highly motivated

The continuance of the rational comprehensive approach against the changing situation of the 1980's will lead to a number of problems Firstly, implementation will no longer happen as a matter of course Planning can no longer easily deliver on its 'promise' - some would say it has always promised more than it can deliver, but the drying up of public funds has confirmed such perceptions Secondly, the idea of handed down wisdom is no longer acceptable to communities Community organisations are now well organised and highly motivated and can often avail of the highest quality of professional advice They know themselves to be the people who will have to suffer or enjoy change and are determined that it will be the latter or at least to have a say in the matter Thirdly, in the party political realm planning is becoming a central issue in this context planning as a neutral technical activity fails to address the problems which the politicians face

In short it is now clear that planning is an inherent political activity concerned with the identification and distribution of scarce resources

and negotiation and resolution of conflicts between divergent interests To be specific planning now needs to operate so as to negotiate and agree policies and proposals for change and to promote these policies and programmes among relevant agencies and interests This involves the organisation of resources both public and private, the promotion of implementation, the motivation of the agents of change, and the use of various techniques such as bargaining

The preparation of plans and the application of technical expertise is still important However, rather than being an end in themselves they become a vehicle for the marketing of ideas the promotion of implementation and action particularly through more detailed plans, through investment programmes through environmental management and through development projects This is they become a way of involving the planning process directly with the agents of change In this way the preparation of plans becomes an essential but limited part of the development of interactive relationships between the local authority, private sector, public agencies and community interests

The implementation of these ideas was carried out in the North County Heritage Programme In any Programme it is important to start with a project that has a high chance of success In this case Swords Town was chosen as the initial pilot area and Swords Main Street as the focal point in the project Swords is located on the northern outskirts of Dublin within a few miles of Dublin Airport It has a number of golf courses nearby including an international one at Portmarnock and is within easy reach of the North Dublin Coast with its fine sand beaches, outstanding scenery and attractive parklands Swords town has traditionally straddled the main Belfast Road but in more recent times a by-pass has taken much of the passing trade away from the Main Street

Over the past few decades the town has experienced exceptional growth In 1961 it was a village of 1 600 inhabitants Today it boasts a population of 20,000 located in new communities on the edge of the town Along with the population growth, there has been dramatic industrial growth mainly in the high technological sectors of computers, chemicals and biotechnology Swords has a substantial historic core centred around the Main Street which has at one end Swords Castle, an Archbishop's house dating back to the thirteenth century and nearby the Church of Ireland complex of church round tower and abbey with associations with St Colmcille and in more recent times Dean Jonathan Swift

Underneath the plastic the building facades of the Main Street retain much of their traditional character In addition, it has a very active

Community Council which represents all the community interests in the town and Business Association which does likewise for the business community An ideal place to start a project

The next element is the need to motivate the whole community so that a sense of excitement and interest and a feeling that something is happening is created In the case of Swords this process started when the idea for the project was launched before any plans or proposals were produced It involved the Planning Team in designing and producing brochures posters and booklets as well as slide shows in promotional lectures, press receptions after-dinner speeches and meetings with elected representatives business people, community representatives and the media

A particularly successful part of the promotion of the project was the building of a scale model of the centre of Swords on which were shown the proposals for that area This was helpful in explaining proposals, getting commitment by owners to their adoption of schemes for their properties and in fund raising Also particular sectors of the community were targeted for special promotions These included the business community, the schools and the Residents Association In the case of the business community, it involved a slide presentation to the business association which indicated the benefits to business of the project In the case of the schools it involved an educational format whereby the proposals were explained to the teachers and pupils on a school by school basis In the case of the residential community it involved a presentation to representatives of all community groups in the area

The next element of the project was the need to ensure that it formed an intrinsic part of the economic and cultural needs of the area This means identifying those needs and designing the project accordingly

In the case of Swords the basis of this was the setting up of a Pride of Place Committee which consisted of the Chairman of the Business Association the Chairperson of the Community Council and the Planners and Community Workers from the County Council Also a number of sub committees were formed from the Main Street Traders, Schools, Historical, Amenity and Cultural Groups The setting up of this structure was done before the project was commenced and resulted in significant changes to the project proposals

It follows that whilst projects may be similar in broad terms they must be designed specifically for the area to which they relate It also follows that projects must be designed on a much broader basis than concern for a

single planning objective only In the case of Swords a number of needs, both general to the whole community and specific to parts of the community, were identified

These included

1 The need for economic development other than the existing industrial base of the town Two specific economic areas were identified

   (a) Development of Swords Centre as a high quality place to shop,
   (b) The development of the Tourist potential of Swords

2 A need to develop a pride-of-place particularly for the newer communities in the Town

3 A need to develop community employment projects.

4 A need to develop alternative sources of funding for environmental projects

5 A need to promote Swords to a wider audience than the town itself

The next stage then was to identify particular proposals which would relate to these needs A number of specific initiatives have so far been identified including

(a) The provision of a high quality hotel in or near Swords - something which Swords lacked and which was critical to its tourist development Following the marketing of this idea a particular hotelier has become committed to it, has acquired a site and has a current planning application for a hotel, leisure and conference centre with the County Council

(b) Also a heritage tourist trail has been developed in the town and the assistance of Aer Rianta is being promoted in Dublin Airport A minibus now collects tourists from the airport and they are taken on the heritage trail in Swords This is a community run project and provides some local employment and funding for future conservation projects as well as further developing tourism

(c) An AnCO sponsored scheme on researching genealogy has also been launched Local parish rolls and other information on computer and AnCO have appointed a supervisor for the project, providing further local community employment and linking Swords with people in the U S A

(d) A Twinning Programme with towns in the U S A and Europe has been initiated The idea is to twin with towns that have a similar economic profile to Swords with a view to obtaining funding encouraging visitors to Swords and promoting Swords at an international level

(e) Proposals for on-street car parking and an amenity scheme in the main street including a Castle Square together with off-street car parking have been formulated these being part of the proposals for enhancing the centre of Swords as a place to shop The traders have agreed in principle to give the land free for the car park with the County Council carrying out the works Funding for the paving is to come from the County Council who had long standing proposals One idea is that traders will be allowed to provide mosaic advertisements in the paving

(f) A shop front improvement scheme along traditional lines has been produced Within the first few weeks of the launching of this scheme a number of traders have started the process of altering their shop fronts

(g) Imaginative proposals for the renovation and for new uses for Swords Castle have been drawn up These will result in the creation of a major tourist attraction for Swords Funding for this is being investigated

(h) Studies of the history of all the buildings in the Main Street as well as notable buildings around the town including Swords Castle have been completed

A series of notelets postcards and Christmas cards illustrating major historical buildings in pen and ink drawings is being prepared and will go on sale shortly Plans are in preparation for a town 'book' of Swords which will contain all the historical and architectural information collected, with leaflets for the major buildings Also, a series of scrolls for all the buildings of historical value within the study area containing their history and plaques for the major ones are being considered These will all assist in raising the awareness of the town's heritage and provide a basis for the development of a sense of place and a sense of belonging in the community

(i) Further work is in train on the sponsorship of a video on the folklore of Swords

(j) Finally, the promotion of the first stage of the project reached a high point in the Swords Heritage Festival, a week long event and the first such undertaking for Swords which was organised by the planning team with community workers and the residential and business associations The festival included displays of all of the items and studies produced during this project and included -

i A history of Swords in photographs
ii A history of the buildings of Swords
iii Protecting the past - a new view of Swords future
iv Swords Castle Medieval Monument and Stolen Opportunity
v Primary Schools Development Exhibition.
vi Historical Work around Swords
vii Environmental Roadshow Bus
viii Exhibition of Paintings on the railings of the Town Park.
ix Brass Band Recital
x Vintage Farm Machinery Exhibition

and culminated on the final day with a street carnival in the Main Street when the street was closed for the day

In conclusion, the Planner, must go beyond the passive role of simply preparing plans or proposals and must become an active partner with the agent, beneficiaries or indeed maybe the victims of change in the community To do this he or she needs to search out all available resources and instigate the use of new skills outside the usual scope of the Planning Profession

BOOK REVIEWS

THE BOOK OF DUN LAOGHAIRE
John O'Sullivan and Seamus Cannon (Editors)

Blackrock Teachers' Centre, 1987
194 pp - £9 95 paper back

This lavishly illustrated book is both an inventory and a celebration of Dun Laoghaire s natural and man made environment That environment is increasingly being used as an educational resource at primary school level and upwards and while the book was originally intended as a reference work for teachers its scope was widened to reach a larger readership especially all those resident in the Borough Many of the chapters have been written out of a deep sense of love and commitment by their authors whose underlying message is that our environmental heritage can only be passed on to the next generation through the constant vigilance and active involvement of interested members of the public Pressures for re development in this largely built up Borough have resulted in the loss of some fine old buildings and threatened such amenities as Rocheshill and Dun Laoghaire Harbour

The book fulfils its twin objectives admirably In fact, it is well-nigh impossible in a short review to do full justice to the breadth and depth of the topics covered The 32 chapters are divided into five main categories the natural environment the historical context the built environment planning development and community initiatives, and community resources Ten appendices supplement these chapters with detailed documentation, and also provide a useful guide to research sources for the Borough, especially those available in the public library service In short, this is an indispensable publication for anyone living in Dun Laoghaire or interested in its multi faceted environment

The remainder of this review will concentrate on those chapters in the book which are of most interest to planners generally Perhaps at the outset it might be noted that understandably the articles on the built environment are mainly written from a preservationist stance, which leads to a certain lack of overall balance from a planner s viewpoint For example, the economic and demographic pressures which underlie and to an extent justify infill development are not explained and the lack of

any descriptive account of the planning of new neighbourhoods - the everyday environment of residents in Loughlinstown and Shanganagh, for example - is an omission which might be remedied in some future edition

Overall, the book provides a mine of thought-provoking material Peter Pearson, in lamenting the loss of buildings of historical and architectural interest in Dun Laoghaire, identifies a bias in national housing policy in favour of new development at the expense of preserving older but still viable buildings, as witnessed by the abolition of house improvements grants in the 1987 Budget While such grants might have been too indiscriminate in their applicability, there is a clear need for public financial aid towards the preservation of listed buildings

While James Harty s history of the Borough s housing stock is mainly of local interest he makes the useful point that the study of building types can assist the modern designer by providing a reservoir of solutions to difficulties encountered By identifying the characteristic elements of the building stock and of the townscape such study can also contribute towards more sympathetic infill development

It is interesting to note that as development plans are seen to address urgent environmental problems (such as inner city renewal) they command more media attention Public debate on planning issues is greatly to be welcomed, and such debate is stimulated and informed by analysing the differences between the current and previous plans Former Borough Councillor John O Sullivan brings first-hand knowledge to his comparison between the 1976 and 1984 Dun Laoghaire Plans the latter lays much greater stress on the preservation of amenity, both natural and man-made while fostering infill development Having been so deeply involved in the formulation of current planning policies, it is a pity that he did not add a critique of how well they have performed in practice!

My colleague Tom Dowling has contributed a comprehensive yet concise survey of a planning authority s functions, using Dun Laoghaire as an example Any planner who is asked to distil the essence of the numerous Planning Acts and Regulations at a public meeting will welcome this helpful summary

The Rocheshill compensation saga which ended after the publication of this book with an arbitration award of £150 000 instead of the £2 37 million claimed is discussed in all its constitutional and legal ramifications in a detailed article by P J Drudy His outline of the arguments raised by the case is indispensable reading for all planners who are

concerned to redress the legislative balance in favour of the public good, which forms the entire basis of the 1963 Act While the Rocheshill award almost certainly reflects the difficult site development conditions highlighted by the Corporation s witnesses at the hearings Drudy correctly concludes that in other circumstances, planning authorities can be forced to grant permission for the development of privately owned amenity lands, even where the grounds for refusal are particularly strong He cites the 1985 IPI submission on planning legislation in support of his plea for a change in the compensation provisions of the 1963 Act

The management of conflicting landuse demands is a central planning function A.J O Sullivan an environmental consultant, sustains his argument for an integrated management plan for Dublin Bay by documenting the increasing conflicts between the uses of the Bay for recreation and for effluent disposal At a more local level his argument that the provision of new marinas in the Harbour would generate significant employment is followed by Matt Byrne s passionate defence of the Harbour as a public amenity threatened by the demands of a privileged yachting fraternity

I warmly commend this excellent book, and wish it the widest possible readership, particularly in Dun Laoghaire The spirit of the book is best summed up in this 1936 quotation from my illustrious predecessor in Dun Laoghaire, Manning Robertson

> "We have not inherited the environment from our fathers we have only borrowed it from our children"

John Martin

DUBLIN SHOPPING CENTRES: A STATISTICAL DIGEST

Dr A.J Parker,
Centre for Retail Studies
U C D £25

At last we have a Centre for Retail Studies in this country and hopefully will no longer have to rely on information published by U R P I in Britain which is of limited application here The new Centre for Retail Studies is based in the Department of Geography at U C D and was inaugurated on 21st September with Dr A.J Parker as its head The event was marked

by the publication of *"Dublin Shopping Centres A Statistical Digest"* and for once the date is critical because the following day it was announced that the H Williams supermarket chain was in receivership! While this certainly shows the dynamic nature of retailing, there are some things that do not change rapidly the statistics in the digest are given in square feet!

This digest provides information on the forty-nine planned (i e purposely designed and built), shopping developments which exceed 20 000 square feet of retail space in the Dublin area Data is provided on the location, development, size, retail and service outlets present, square footage of retail and service categories other functions activity and environmental features, parking, design and modifications for each centre This book will certainly provide reliable answers to those time-consuming questions frequently asked by councillors and public alike concerning the relative size of one centre compared to another It is an essential reference manual for all involved in the retail industry

There is a brief commentary at the beginning which outlines the historical development of planned shopping centres in Dublin and identifies three trends in recent years the provision of in-town centres (e g ILAC), an in-fill process in the suburbs (Nutgrove and Blackrock) and the development of planned centres in older residential areas (e g Swan and Park Centres) The commentary states that unlike North America and the Continent department stores generally do not locate as anchor units in suburban centres " One wonders for how long more this will hold true in view of some recent proposals in Dublin County! The preface states that the information contained in the digest is being analysed and a more detailed commentary will appear as a subsequent Centre for Retail Studies publication The digest will be updated on an annual basis

For each of the shopping centres both gross and net floorspace is given (and these are defined precisely!) as well as a breakdown of floorspace into convenience, durable and services outlets The total number of retail units per shopping centre is subdivided into the number of outlets per goods category There are also two important indicators of the health of centres - the vacancy rate (both number of units and total floorspace) and the typical rental levels The latter is interesting and data is provided for 27 of the 48 centres (i e excluding Roches Stores in Blackrock) and shows a range of rental levels from £6 29 in the case of Finglas to £25 for Blackrock However, these figures must be used with caution because rent review dates are not given In terms of vacancy the Plaza Centre Stillorgan and the Town Hall Centre, Rathmines stand out Perhaps there is a lesson here for planners!

The digest also provides information on features in each of the centres These are divided into activity features (creches, community activities, etc) and environmental features (e g planting, seating, etc) These are becoming important elements in new centres with the discernible trend abroad of combining the shopping trip with leisure activities in a pleasant environment For those involved in the Development Plan Review process, the digest provides comprehensive information on car parking provision

There are one or two omissions from the digest that might be mentioned The larger individual developments in the City Centre could be covered (e g Clerys extension B H S Marks & Spencer) as well as retail warehouses or retail parks in the suburbs where there is noticeable pressure for development at the present time While these are not shopping centres in space terms they would qualify for inclusion Perhaps there are security problems involved in publishing this type of information However the annual update could usefully provide a section on "planned" or proposed shopping centres giving at least global figures

With such a dearth of factual information about retailing, this publication is to be welcomed Future publications of the Centre for Retail Studies are eagerly awaited and hopefully the Centre will be a resounding success I understand that the Centre intends to publish soon Part 2 of the digest which will cover the remainder of the country In the meantime, Part 1 retails at £25 and should be on every planners bookshelf

David Dunne

REPORT ON THE REGIONAL PROBLEMS OF IRELAND COMMITTEE ON REGIONAL POLICY AND REGIONAL PLANNING - EUROPEAN PARLIAMENT

RAPPORTEUR MR HUME

A state of chassis

The structure of Local Government is in a mess, but the signals coming from the Custom House and Upper Merrion Street are pointing in different directions In a breathtakingly short period we have seen the strengthening of SFADCO (the weakening of the I D A), the abolition of

R D O 's, Ministerial statements calling for (himself) to strengthen rural planning controls, the abolition of the Foras (the only friend in a naughty world to some rural planners), the abolition of the Streets Commission and the enlargement of the Port and Docks Scheme

Lip Service

At a more strategic level, the Government has paid lip service to decentralised power for Local Authorities, while taking more control over financing and setting up more ad hoc quangos Having abolished domestic rates they stand paralysed in the face of the need for local taxation - even the C I I are now backing local taxation recognising that their members are going to be liable for the whole tab While the inept and expedient elements of these decisions should not be underestimated, the contradictions indicate conflicts between groups such as farmers, politically allied developers, central government bureaucrats, local political groups and businesses They are complicated by groups having political muscle but no grasp of their real interests and other important groups having no access to power

Third Force

Into this maelstrom has stepped John Hume to add an Ulster and European dimension to the confusion In his "Regional Problems of Ireland" (European Parliament April 87) (which is incidentally largely an analysis of the national problems of Ireland), he argues that the agricultural and infrastructural investment by the E E C has failed to offset the destructive effect of open competition on employment Furthermore, the Government s debt crisis makes it powerless to deal with the challenge of increasing employment the provision of an infrastructure for a growing population and destitute farming sector who will require support because of uneconomic holdings and a lack of employment outside agriculture

Buying support with borrowed money

Hume does not seriously attempt to justify Irish employment growth and the consequent need for infrastructure Most of his arguments for Social, Regional and C A P funding are everyday being undermined by large scale migration Europeans (whoever they are) probably see labour mobility throughout Europe as "a good thing" - Hume puts up no arguments for keeping workers at home, nor does he illustrate the advantages to European industry commerce and government of decentralisation to Ireland Furthermore, he fails to analyse the reasons behind the debt crisis While some of the debt is due to politicians buying support

with borrowed money, much of it went to pay for the services needed by workers and their children retained in Ireland by the economic growth of the late 60s and 70s Perhaps high fertility rates and increased expectations amongst young educated Irish workers means Ireland cannot afford the long term cost of uncontrolled growth of employment

Ulsterising the Republic

Hume's prescription is more E E C money channelled directly to regional authorities for new improved integrated development (so *much* better than ordinary development) Although he provides no rationale for this approach it is the expected solution from Hume - in his European role he attempts to weaken national sovereignity when it competes with the ambitions for a united European state and in his SDLP role he tries to Ulsterise the rest of the Republic to make his own statelet look more normal The irony is that he has chosen the correct strategy for the wrong reasons and the implementation of the strategy needs co-operation of the Government he is criticising

There is no alternative

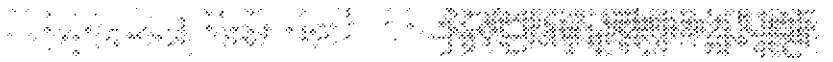
The late 60s 70s and early 80s saw the laying down of significant social capital in provincial Ireland The utilisation and maintenance of this capital is now endangered by mass emigration The natural industrial growth centre of the Republic is Dublin only Dublin offers significant linkages scale economies and easy access to markets In a small and delicate economy like Ireland the 1970s I D A policy for large scale decentralisation was a mistake which should not be repeated Dublin is also the natural centre for commercial growth, a role which the present Government is strengthening If only specialist industry and minor commercial services are decentralised, what is left as a basis for regional policy? The answer must be Government itself

Regional Fund for Regional Government?

The priority must be studies of the logistical and political possibilities of decentralisation in order to create a blue print for the delivery, administration and planning of state and other footloose services This might well leave Dublin with only the Security Services, Foreign Affairs and a reduced legislature and judiciary This would have the secondary advantage of stopping Dublin overheating or growing excessively when its commercial and industrial base revives The trick will be to phase the decentralisation with the revival and get E E C money to pay for hardware In the meantime the County Councils should be strengthened

wherever possible by allowing them take any functions that could be immediately localised The Government's treatment of Local Authorities over the next year will be indicative of how they really value Ireland outside the Pale

Bob Biddlecombe



1987 SUPPLEMENT TO A SOURCE BOOK ON PLANNING LAW IN IRELAND

P O'Sullivan & K Shepherd
£12 50

O'Sullivan & Shepperd's 1987 supplement to their 1984 *Sourcebook on Planning Law in Ireland* is an authoritative and welcome addition to the small number of publications in this area The Sourcebook contained judgements delivered before 31 12 1983, together with a promise from the authors to update their work with supplements and further additions, if necessary This, the first supplement, has followed within two and a half years (it covers judgments delivered before 31 7 1986) largely because of important case law with respect to S 27 injunction proceedings and compensation That a supplement should be necessary so quickly despite the deep recession in the construction industry is acknowledged by the authors to be something of a paradox It is easily understood if one realises that the majority of compensation cases are probably taken nowadays by developers who would prefer the arbitrator's award to a permission for houses which they will find difficult to sell

Compensation claims are the "sword of Damocles" to the planner who has known for years that failure to include a "safe" reason (i e non-compensatable) in a refusal for residential development will in all likelihood result in S 57 undertaking to grant permission contravening the zoning The *Grange* case (1986) has held such undertakings to be invalid, at least if made without consulting the Councillors Will this mean more realistic zoning in future development plans? This important Supreme Court decision is reproduced in full and it will be a case to which planners will have frequent need to refer in the coming years.

To my mind, an even more useful part of the chapter on Compensation is the inclusion of the full 1919 Assessment of Compensation Act I often wondered what this statute contained besides those 6 rules which were

added to by the 1963 Planning Act Chapter 6 also gives the judgement of the High Court in a number of cases dealing with arbitrations Not all involve planning issues but they contain interesting rulings of the Court concerning the powers of the arbitrator and the matters he must consider Reading through these cases before attending his first arbitration would give any young planner a good introduction to the type of hearing he is faced with Chapter 6 contains an invaluable compilation of decisions and statute law which even the most experienced planner would have difficulty researching for himself but which will be of great assistance in clarifying the issues involved in this highly technical and legal aspect of planning

In addition to the judgements delivered before 1984, the Sourcebook contained the full text of the four Planning Acts all pre-84 Planning Regulations and the Department of the Environment s Circular on Development Control The Supplement likewise includes the five Planning Regulations made during the 1984-6 period it covers plus the entire E E C Directive on Environmental Assessment I was particularly pleased to discover this piece of European legislation, together with a short explanatory introduction reminding me that assessments will be required from July 1988 for a wide variety of developments

The inclusion of a number of unreported judgements to which the planner would not have easy access is to be welcomed but it is regrettable that there is no head note of some of the cases which the authors have found worthy of inclusion The planner using this book, (and indeed the lawyer referring to it would be in a similar position) will usually want to find the main facts and points of planning law in any case quickly without having to peruse the full text of the Court s judgement only to find it is irrelevant to his immediate problem Some interesting ex tempore judgements which would have been inaccessible to the planner are also given

The Supplement has developed certain aspects of planning law in greater detail than the original sourcebook, in particular the whole area of when an application/decision of a planning authority is valid which will be useful to any planner faced with a claim for a default permission Some interesting pre 84 judgements are included here - *Crodaun v Kildare County Council* (1982), *Creedon v Dublin Corporation* (1983) and the unreported *Killiney & Ballybrack Residents' Association v Templeflinn Estates* (1975) I was delighted to find the chapter on Enforcement has also been enlarged to cover the area of licensing and planning control It deals with the relationship between the Planning Acts and the Registration of Club Acts, the Gaming and Lotteries Act and the Intoxicating Liquor Act, principally through a number of cases These include the ex

tempore judgement given in 1984 by Keane J in the case stated in respect of Kenneth McGovern's application for a Gaming Certificate for premises in Mary Street, Dublin The planning permission for the development specifically excluding provision or use of gaming machines This section will be of service to planners faced with the public representative who wants to know how a licence could be granted for a particular activity which has no planning permission and which is objected to by the residents

It is unfortunate that there is no differentiation in typeface for the authors' work, the extracts from judgements and the text of Regulations, etc Having read through the supplement, I found it difficult to relocate exactly what I was looking for because of this uniform printing However, this is a minor quibble with an excellent publication which, together with its parent sourcebook, is clearly set to become the encyclopedia of planning law in Ireland Congratulations to Mr O Sullivan and Ms Shepherd on this prompt update of their original work which will go far towards ensuring that all planners are well informed on the recent developments in Irish planning law

Berna Grist B L., Dip T P

DUBLIN METROPOLITAN STREETS COMMISSION - FEBRUARY 1ST - JUNE 30TH 1987 Summary of Draft Proposals at Time of Dissolution

The title aptly conveys the message that these proposals were not finalised and indeed may now never be implemented following the dissolution of the Metropolitan Streets Commission after barely five months in existence Ironically, dissolution occurred only months prior to Dublin s much heralded Millennium celebrations

The Commission had been charged with formulating and implementing comprehensive environmental improvements, including increased safety for pedestrians and traffic regulation, for the O'Connell Street/Grafton Street spine of the city centre A vast volume of work had been completed in these five months on the proposals side as evidenced in Appendix B - List of Drawings and Maps, but unfortunately nothing implemented with perhaps the sole exception of Eason's new street clock on O'Connell Street

Some noteworthy proposals included a scheme whereby most shops would be shuttered by a service company after 11 p m with costs shared between traders which would radically alter the present ghost-town' image of these principal city streets after 6 p m the eventual provision of underground ducts to carry all the various service piping so as to render repairs much less onerous and visually disruptive proposed pedestrianisation schemes with paving of varied colour and materials so as to reflect the local ambience of the particular street with provision for street life activities in addition to high quality street furniture a continuing programmes of monument and public art provision to enhance the city centre, new cultural uses in such important city centre buildings as the General Post Office and Parliament House so as to provide an added dimension to the existing predominant market-place uses in the city centre also reconversion to residential use where feasible of existing unused upper floors on these principal city streets, aided by a suitable incentive scheme

The evolution of O Connell Street from a human scale public space of the 1960 s, with appropriate people-orientated uses into a traffic dominated artery with many brash commercial uses is noted and countered by significant traffic and parking reduction increased pedestrian space and public facilities, and improved building and shopfront presentation The proposal for a 'new heart' for Dublin in the splendid urban space at College Green, enclosed by Trinity College and the Bank of Ireland is particularly meritorous and deserves implementation The proposal involves initially radically reducing the presently overwhelming traffic flows while enlarging pedestrian space, and eventually rerouting all vehicular traffic - not pedestrians! - via underground ramps, so facilitating creation of a classic urban piazza at street level The particular intimate nature of the narrow curved Grafton Street is recognised and a pedestrianisation scheme uninterrupted across the width of the street, building to building, is detailed to include adjoining streets, with vibrant coloured paving materials

Guidelines for improving the facades of all buildings within the Metropolitan Streets Commission area were prepared and have now been made available to Dublin Corporation These include for instance, assessment of Bord Failte's principal Tourist Information Centre in O'Connell Street as requiring replacement of a 'poor aluminium modernistic front' It is at this level of detail that the Metropolitan Streets Commission would have excelled, with its now defunct wide-ranging powers requiring replacement facades where considered necessary, which powers are no longer available to Dublin Corporation

It can only be hoped that the comprehensive breadth of vision for improving the city centre environment embodied in this report will not now be jettisoned The risk is that a series of ad hoc decisions may now be taken over the coming years without a unifying framework The Commission s assertion that the centre city has undoubted potential for urban design excellence to the benefit of both citizens and visitors - the latter a most important factor in any cost-benefit analysis in this cost-efficient era - must not be forgotten The imminent pedestrianisation of Grafton Street by Dublin Corporation will serve as a quality parameter to the excellence or whatever of such improvement works undertaken following the demise of the Metropolitan Streets Commission Furthermore, it is suggested that the implicit promotion of street life in the guise of the new public spaces suggested by the Commission could only but benefit the City Centre, culturally and economically, and accordingly must be pursued

Dermot Kelly

FORECASTING TECHNIQUES FOR URBAN AND REGIONAL PLANNING

B Field & B MacGregor
Hutchinson, London 1987 238pp **Softback £12 95**

Last week, I paid fifteen pounds for the 1984 Development Plan prepared by the Planning Department of a leading Local Authority in the Republic of Ireland The purchase was occasioned by my urgent desire to find the answer to one simple question - what was the retail sales area in the town?

Leafing impatiently through the report, I came to the shopping section What information was I getting for my hard earned fifteen pounds? I got a solemn reiteration of 1977 figures from the Census of Distribution!!

A wiser man would have leafed through the slim volume before parting with his cash

The incident set me thinking about the neglect of basic survey in current planning practice Many of today s planners have developed a sublime disdain for facts and a strong aversion to the work involved in their pursuit Ironically, these selfsame planners bemoan the extent to which more and more planning work is being taken over by the management consultants and accountants!

We planners can only contribute to society in terms of the professional skills which we possess Without our technical skills, we are merely second rate bureaucrats Sadly, some of us appear to rejoice in this role

Thinking as I do about these matters, it is not surprising that I have a fondness for books on planning techniques A new book in this field is something of an event, so the recent publication by Brian Field and Bryan MacGregor is of considerable interest The volume is well thought out and well produced It does credit to both publishers and authors

The book deals with forecasting and projection techniques and it covers a large part of this important field in a competent and interesting manner The body of the work concerns itself with forecasting as applied to population housing employment shopping transport and recreation There is an interesting introduction which deals with the general principles of mathematical modelling and there is also a useful appendix explaining the mathematical concepts used throughout the book Several methods of population projection are explained in considerable detail and the reader is made aware of most of the complexities of this controversial topic

Housing need projection is convincingly dealt with but the shopping chapter concentrates entirely upon gravity modelling and omits any treatment of other approaches such as the analysis of theoretical threshold shopping populations

For me, the most stimulating section of the book was the chapter on integrated forecasting It is refreshing to find here a frank recognition of the defects of linear projection on an individual theme basis. It is also interesting to read the authors practical examples of the way in which integrated forecasting has been put into effect in some planning areas

If I may be permitted one small criticism of the book, it would be in relation to the absence of any practical advice on how the techniques described can be implemented on a computer Many of the techniques would be suitable for implementation on a spreadsheet program, while others could be dealt with by writing moderately simple programs in basic Unfortunately the book contains no spreadsheet templates or program listings

Maybe this small criticism is less than generous in the context of the modest £12 95 which I was charged for the paperback edition One thing is certain, I got a good deal better value for my £12 95 than I got for the £15 I spent on the Development Plan last week!

P L. Brantff