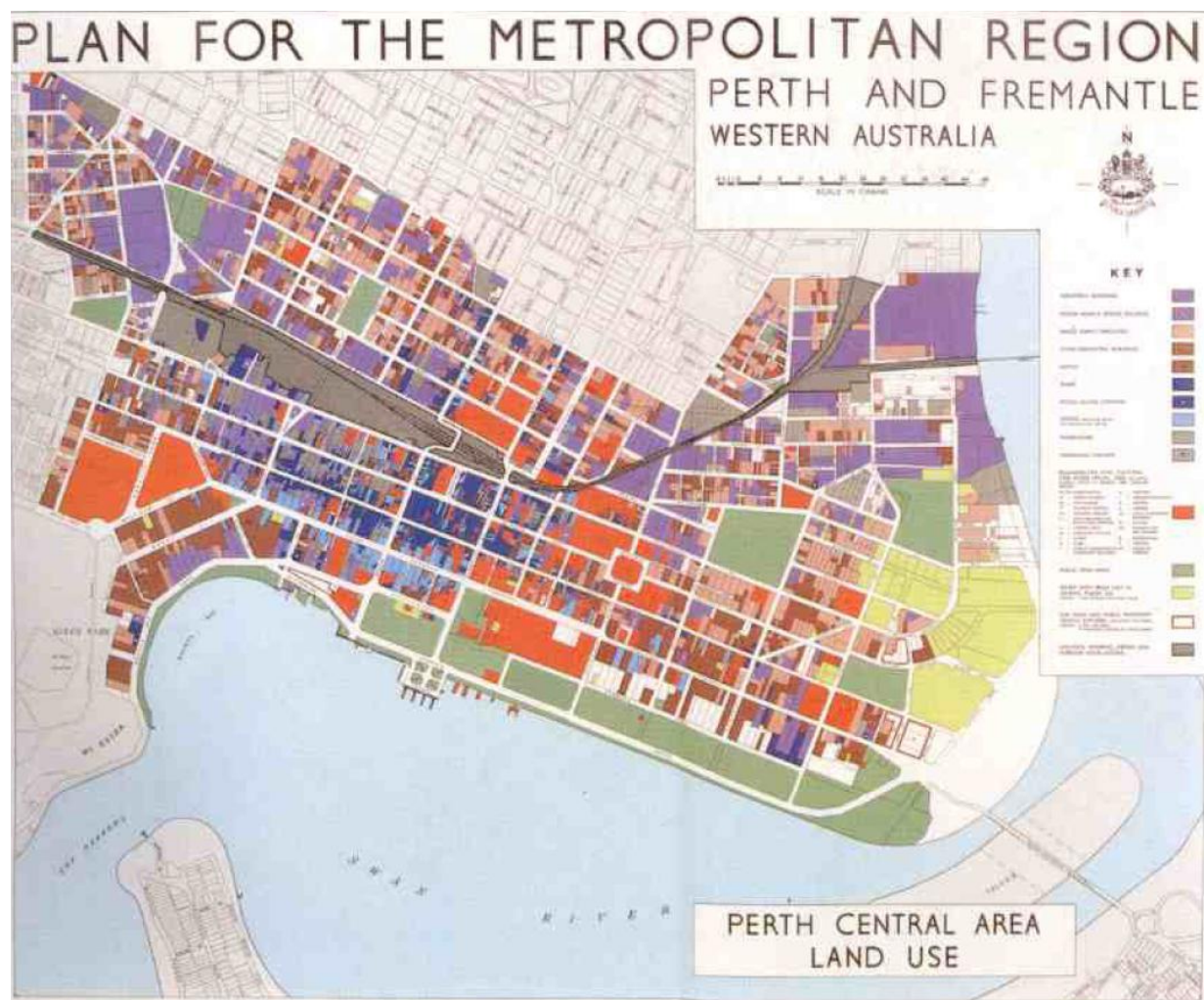
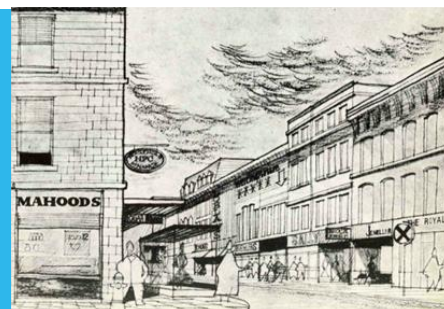


GLOBAL PLANS, LOCAL INFLUENCES



AN EXHIBITION IN THE W. D. JORDAN SPECIAL COLLECTIONS & MUSIC LIBRARY

APRIL 4 TO MAY 20, 2011

W. D. JORDAN SPECIAL COLLECTIONS & MUSIC LIBRARY

OCCASIONAL PAPER NO. 4

QUEEN'S UNIVERSITY LIBRARY

Global Plans, Local Influences

**Celebrating the 50th Anniversary of Gordon
Stephenson and George Muirhead's
*Planning Study for Kingston***

An exhibition in the W.D. Jordan Special Collections & Music Library

April 4 to May 20, 2011

Edited by David L.A. Gordon

Essays by:

Johannes Bendle, Sarah Bingham, Chris Callahan, Anna Froehlich, Kyle Gonyou, David Gordon, Brittany Hasler, Ali Ikram, Kevin Jarus, Youko Leclerc-Desjardins, Kris Nelson, Michelle Nicholson, Simona Rasanu, Sharlad Sukumaran, K. Paul Yeoman

**Presented by the W.D. Jordan Special Collections & Music Library
and the School of Urban and Regional Planning,
Queen's University**

CREDITS AND THANKS

Production Editors: Michelle Nicholson and Simona Rasanu

Exhibition Designers: Kyle Gonyou and Sharlad Sukumaran

Public Relations Co-ordinator: Sarah Bingham

Production Manager: Ana Stuermer

Exhibition research and production:

Johannes Bendle, Sarah Bingham, Christopher Callahan, Anna Froehlich, Kyle Gonyou, David Gordon, Brittany Hasler, Pat Hitchcock, Ali Ikram, Kevin Jarus, Youko Leclerc-Desjardins, Pamela Manders, Kris Nelson, Michelle Nicholson, Simona Rasanu, Jo-Anne Rudachuk and Sharlad Sukumaran, K. Paul Yeoman

Most of the brief articles in this catalogue are summaries of longer essays produced by graduate students in the Queen's School of Urban & Regional Planning for the course SURP 817 – *An Intellectual History of Planning Ideas*, Fall term, 2010.

This catalogue was funded by private donations, the Queen's University Library and the School of Urban and Regional Planning. Special thanks to Barbara Teatero for funding.

Dr. Gordon's research is funded by the Social Sciences and Humanities Research Council of Canada and the Queen's Senate Advisory Research Committee.

Most of the plans in the exhibition are located in the Edith & Lorne Pierce Collection of Canadiana in the W.D. Jordan Special Collections & Music Library at Queen's University.

Telephone: 613 533-2839

e-mail: jordlib@queensu.ca

Additional material from the City of Kingston Archives, located at the Queen's University Archives

Telephone: 613 533-2378

e-mail: archives@queensu.ca

© 2011 Queen's University at Kingston

ISBN (10): 1-55339-376-7

ISBN (13): 978-1-55339-376-4

Front Cover:

(Top) Stephenson, G. and G. Muirhead. (1960). *A Planning Study of Kingston, Ontario*. City of Kingston, ill. 91, pp.88.

(Bottom) Stephenson, G. (1992). *On a Human Scale: A Life in City Design*. Fremantle Arts Centre Press, 1992, pp. 250.

Rear Cover:

(Top) Stephenson, G. and G. Muirhead. (1960). *A Planning Study of Kingston, Ontario*. City of Kingston, ill. 102, pp. 92.

(Bottom) City of Kingston Planning Board. (1959). 1959 Review. City of Kingston, ill. cover page.

TABLE OF CONTENTS

Historic Urban Plans That Influenced Kingston Planning, <i>David Gordon</i>	2
Gordon Stephenson & George Muirhead: Authors of the 1960 <i>Planning Study of Kingston</i>, <i>Kevin Jarus</i>	4
London Origins of Kingston's 1960 Planning Study, <i>Chris Callahan</i>	5
Stevenage New Town: A Modernist Garden City, <i>Anna Froehlich</i>	7
Plan for the Metropolitan Region: Perth and Fremantle, Western Australia, 1955, <i>Sarah Bingham</i>	9
The 1957 Redevelopment Study of Halifax, Nova Scotia, <i>Sharlad Sukumaran</i>	11
Africville: Halifax, Nova Scotia, <i>Brittany Hasler</i>	13
The 1960 Urban Renewal Study of London, Ontario, <i>K. Paul Yeoman</i>	15
Rideau Heights: Selective Redevelopment in the 1960 <i>Planning Study of Kingston</i>, <i>Simona Rasanu</i>	17
1960 <i>Planning Study of Kingston</i>: Redevelopment of the North End, <i>Kris Nelson</i>	19
The Authority of Le Corbusier in Stephenson's <i>Planning Study of Kingston</i>, <i>Kyle Gonyou</i>	21
1960 <i>Planning Study of Kingston</i>: The Central Business District & the Market Square, <i>Ali Ikram</i>	23
1960 <i>Planning Study of Kingston</i>: Sydenham Ward, <i>Michelle Nicholson</i>	25
1970 <i>Sydenham Ward Urban Renewal Scheme</i>, <i>Youko Leclerc-Desjardins</i>	27
1970 <i>Sydenham Ward Urban Renewal Scheme</i>: the Waterfront, <i>Johannes Bendle</i>	29
Reflections on the 1960 <i>Planning Study of Kingston</i>, <i>David Gordon & Michelle Nicholson</i>	31
Additional Planning Resources in the Jordan Library and Queen's Archives, <i>David Gordon & Barbara Teatero</i>	33

Historic Urban Plans in the Queen's University Libraries That Influenced Kingston Planning

DAVID GORDON

In the early 20th century, urban planning was a craft practiced by architects and engineers acclaimed as experts, and early plans were often minor works of art in their own right. Reports were sumptuously printed and bound with lavish colour illustrations by landscape artists and architects. Plans from this period were often launched by an exhibition of drawings in the leading art galleries, supported by lantern slide shows, and even motion pictures. These plans and maps are worthy components of a library's rare books collection.

The Canadian plans from this era were prepared under the direction of expert consultants from Britain, France and the United States. Their local assistants, such as Kingston's George Muirhead, became the leaders of later Canadian planning efforts. The loosely-knit group of international planning consultants ensured that there would be global connections between the ideas expressed in the local Canadian plans of this exhibition.¹

The 1909 *Plan of Chicago* by Daniel Burnham and Edward Bennett was perhaps the most famous plan of the early era.² The fast-growing cities of the Canadian West followed Chicago's example and commissioned grand plans for their future. Winnipeg, Regina, Calgary, and Edmonton all entertained visions of the City Beautiful prior to World War I. The 1913 *Preliminary Plan for Calgary* by Thomas Mawson was perhaps the most fantastic.³ Although most City Beautiful plans disappeared leaving barely a trace impact, many of the proposals from Edward Bennett's 1915 plan for Ottawa-Hull were implemented fifty years later.⁴

¹ Ward, Stephen, *Planning the Twentieth Century City: the advanced capitalist world*, New York: Wiley, 2002.

² Burnham, Daniel and Bennett, E., *Plan of Chicago*, Commercial Club of Chicago, 1909. The original 1909 plan is held in the Edith and Lorne Pierce Collection of Canadiana in the W.D. Jordan Special Collections and Music Library at Queen's University.

³ Mawson, Thomas, *The City of Calgary: Past, Present and Future, 1914*. Calgary: Calgary Planning Commission; also held in the Jordan Library.

⁴ Canada, Federal Plan Commission for Ottawa and Hull (1916) *Report of the Federal Plan Commission on a General Plan for the Cities of Ottawa and Hull 1915*; also held in the Jordan Library.

Kingston's earliest plans were prepared by land surveyors. The 1784 townsite was laid out by Robert Holland in a small grid that had to be bent to follow the shore. Most nineteenth and early twentieth century neighbourhoods were also simple lotting exercises. Kingston never received a lavish City Beautiful plan and it also missed the City Scientific period that produced Harland Bartholomew's 1920 Vancouver plan.⁵

Kingston's first comprehensive planning study was led by British architect-planner Gordon Stephenson and George Muirhead.⁶ Their 1960 *Planning Study of Kingston, Ontario* is the centrepiece of this exhibition. This document was prepared to support the City of Kingston's applications for urban renewal funding for Rideau Heights and Sydenham Ward. Urban renewal was an intensely controversial federal program that allowed municipalities to expropriate, demolish and redevelop large sections of Canadian cities. While urban renewal schemes like Toronto's Regent Park were initially regarded as successful projects in the early 1950s, the balance of opinion changed slowly because of resident opposition in places such as Halifax's Africville.

Urban renewal is now regarded as the low point in the 20th century history of community planning. For over 15 years, our School's graduate course: *An Intellectual History of Planning Ideas*, has featured Stephenson and Muirhead's 1960 report as an example of an urban renewal study. For most of this period, I presented it as an example of poor planning.

I have to admit some personal bias at this point. When I opened the *Planning Study of Kingston* in 1994, I discovered that the Sydenham Ward section called for demolition of our home, a 1920s brick house in good condition on Earl Street. Worse, the demonstration scheme (Figure 1), also required demolition of several houses in my block that were properties listed for historic preservation.

⁵ Bartholomew, Harland. *A plan for the City of Vancouver, British Columbia*, Vancouver Town Planning Commission, 1928; also held in the Jordan Library.

⁶ Stephenson, Gordon and G. George Muirhead, *A planning study of Kingston, Ontario*, Corporation of the City of Kingston, 1960; also held in the Jordan Library.

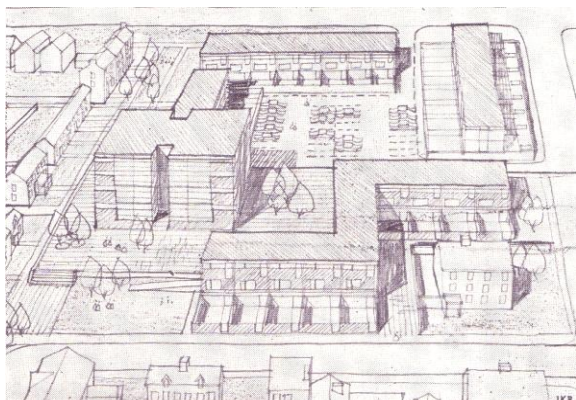


Figure 2: Proposed redevelopment of Wellington/ Earl/ Bagot/ William block

Source: Stephenson & Muirhead (1960), ill. 59, pp.72

Secondly, in a quick glance at the plans for the Kingston's downtown waterfront (Figure 2) all I noticed was that some of the historic buildings along Clarence Street and around Market Square were missing. These contained some of my favourite pubs and stores. The third strike was when I discovered that Stephenson had studied with the French architect Le Corbusier, who had infamously proposed demolishing much of central Paris in the 1920s, to be replaced by a forest of Modern high-rise towers.

Our graduate students and I recently began to re-examine Stephenson and Muirhead's 1960 *Planning Study of Kingston*. While the report did propose demolition of some historic buildings in Sydenham Ward and downtown, it also recommended that many more buildings should be preserved and re-used. This was perhaps the first Canadian urban renewal study to take this approach. The 1960 study also made the first recommendations to redevelop the urban waterfront; rehabilitate the Market Square, revitalize the downtown and improve housing conditions in the North End. Stephenson's contribution to this study connected this small Ontario city to important global planning trends that are illustrated in his other plans for London and Stevenage in England, Western Australia's Perth and Halifax, London and Ottawa in Canada.

Recent Canadian community plans are usually published as World Wide Web sites, wikis, posters, legal documents, or notes from a citizens' meeting. While current practice is much more democratic than the expert-led practice of a century ago, we can still admire the early plans as artefacts and study the effect of their ideas on modern cities including Kingston. The remarkable holdings of the Queen's University libraries and archives support this research and are featured in this exhibition.

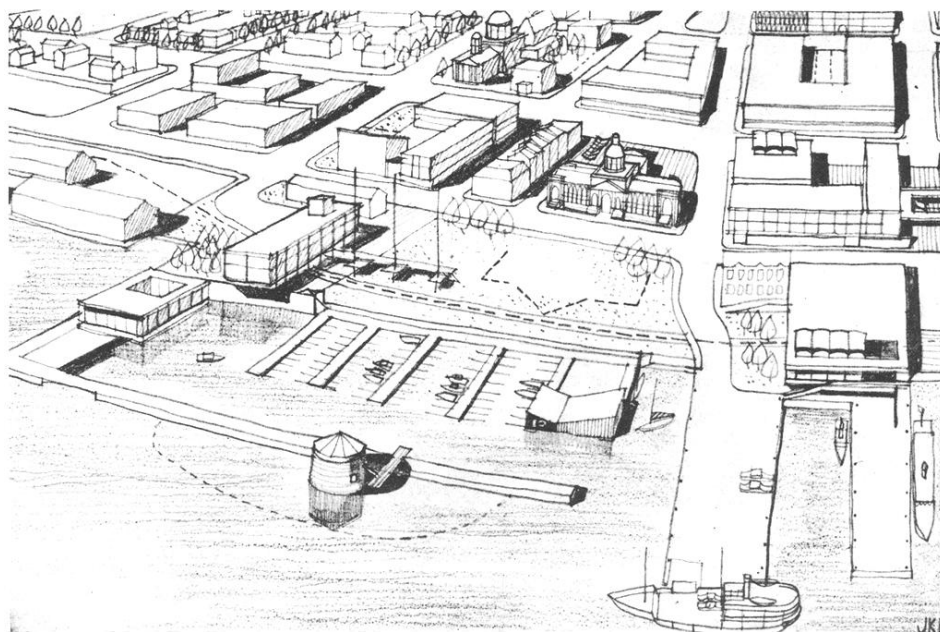


Figure 1: Stephenson and Muirhead's proposed waterfront redevelopment

Source: Stephenson & Muirhead (1960), ill. 104, pp. 93

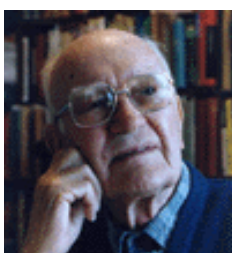
Gordon Stephenson & George Muirhead: Authors of the 1960 *Planning Study of Kingston*

KEVIN JARUS

Gordon Stephenson

Gordon Stephenson was born in Liverpool, England in 1908. He became an architect and planner who knew how to adapt to changing professional practice, and how to adapt the practice to his own vision. Throughout his career Stephenson worked on and helped develop many famous plans around the world, from North America to Europe to Oceania.

His journey in urban planning began in 1924 at the Liverpool University School of Architecture. Here he was first introduced to the idea of the “big plan” while under the tutelage of Professor Charles Herbert Reilly, of whom he said “The Bigger and more dramatic the drawing the more he liked it”.⁷ During the summer of 1929, he went to America and worked with an architecture team on the Rockefeller Center. While there he is quoted as saying “America has been a real stimulant, inasmuch as it fills you with big ideas and little ideas aren’t much good to anybody. Narrow minds, small thinking never fired anybody’s imagination”.⁸ Another example of this desire to ‘plan big’ is in his work with Le Corbusier, with whom Stephenson worked from 1931-1932. Le Corbusier was a major thinker in modernist planning and founder of the Congrès International d’Architecture Moderne (CIAM). Stephenson worked on an architecture competition while under Le Corbusier for the “Palace of the Soviets”, the final submission of which he described as “immense”, while at the same time calling his mentor a “genius”.⁹



Gordon Stephenson

Following his work with Le Corbusier, Stephenson attended MIT in 1936 to gain his Master’s degree in City Planning, where he was lectured by such notable planners as Clarence Stein. After his time at MIT, and after a brief period teaching at the London School of Architecture from 1939-1940, Stephenson reached a watershed in his professional life. His time working on the

redevelopment and rebuilding of war-damaged London both during and after WWII was extremely important, as it was where he brought together many of his most important influences to reinforce his focus on a city’s appearance. It was in London that Stephenson truly showcased the ideas of the CIAM in his report *Site Planning and Layout in Relation to Housing*.¹⁰

His entry into New Town planning by being asked to develop plans for Stevenage and Wrexham in the UK showcased many of the elements of his past work. Stevenage for example, which Stephenson was asked to help plan in 1945, followed the principles of the CIAM, while also taking into consideration such ideas as greenbelts and neighbourhood units.¹¹ The plan’s focus on density calculation and land use allocation was natural given Stephenson’s past work on the Greater London Plan, and demonstrates a continued dedication to city appearance characteristics.

Perth was a radical geographic shift for Stephenson. Travelling to Western Australia in 1953 to be the city’s new planning consultant, he again brought together many of his past influences in his *Perth Plan*. Three key past influences were present: first, the idea of the “big plan” which was instilled in him at an early age. Second, he states that they were “guided by Lewis Mumford’s philosophy of life which was that planning should provide a suitable environment for everyone, from the very young to the very old.”¹² Lastly, the ideas of greenbelts and separation of land uses once again show Stephenson’s dedication to city appearance, especially when he states that open space was “perhaps the most important in the 1955 plan”.¹³

After an unfortunate bout with McCarthyism in the US during which he was denied entry to the country, Stephenson came to Canada as a founder of the University of Toronto’s graduate planning

⁷ Stephenson, G. (1992), *On a Human Scale*, Freemantle, Freemantle Arts Centre Press, 18.

⁸ Ibid, 24.

⁹ Ibid, 30.

¹⁰ Study Group of the Ministry of Town and Country Planning (1944), *Design of Dwellings: Report of a Study Group of the Ministry of Town and Country Planning on Site Planning and Layout in Relation to Housing*, London, UK, HMSO.

¹¹ Mullen, B., (1980). *Stevenage Ltd: Aspects of the Planning and Politics of Stevenage New Town*, London, UK, Routledge, 49.

¹² Stephenson op cit., 109.

¹³ Ibid. 143.

program in 1955. Soon after his arrival, the Canada Mortgage and Housing Corporation (CMHC) began to employ him to do urban renewal studies throughout Canada due to (but not solely because of) his experiences in the UK after WWII. Urban renewal is itself largely an exercise in physical renewal because of its focus on building type, restoration, and aesthetic/structural surveying of communities. Thus Stephenson's background would have made him ideal for the task. The *Planning Study of Kingston* was described as a "joyful experience" by Stephenson,¹⁴ who worked on the plan with George Muirhead, discussed below. The plan's focus on building rehabilitation once again illustrates a dedication to city appearance and architecture that is born from all of Stephenson's experiences throughout his professional journey.

Stephenson went on to work again in Australia, completing plans for institutions and cities alike. However, Kingston can be seen as a peak moment in his Canadian practice, where his theories and practice came together to work for the reinvigoration of Kingston's appearance. His architecture background, Le Corbusier, the CIAM, Clarence Stein, Ebenezer Howard, and all the other moments in Stephenson's journey discussed here were utilized in the Kingston study, showcasing the professional essence of who Stephenson was, and where he indeed came from both as a professional planner and as a person.

George Muirhead

George Muirhead came to Kingston in 1955 to be the city's planning officer, with the responsibility for improving housing conditions in the North End. He was also tasked with developing *A Planning Study of Kingston* with Gordon Stephenson¹⁵, which began as an urban renewal study.

Muirhead later brought a heritage emphasis to implementing the plan, focusing on such tasks as recording heritage building imagery, and proposing the restoration of Kingston's City Hall.¹⁶ This emphasis on heritage aesthetics is echoed in the



George Muirhead

words of the Mayor of Kingston, William T. Mills, who in the foreword to the *Study* stated that: "Some areas [of Kingston] have been allowed to become ugly; their beauty must be restored... The Kingston Urban Renewal Study, which has been prepared by Professor Gordon Stephenson and Mr. George Muirhead indicates the lines along which such improvements should take place".¹⁷ This focus on restoring beauty is indeed closely connected to Muirhead's later focus on historic preservation.

After the Kingston report was completed, Muirhead moved to Etobicoke in 1962, where he became the Planning Officer, and later Director of Planning for the municipality.¹⁸ In 1970 he decided to move back to Kingston to become the Director of Urban Planning and Renewal.¹⁹ During his time in this position, Muirhead continued his activism for heritage conservation in the region, which culminated in his establishing the Frontenac Historic Foundation in 1972, which is dedicated to the "conservation and awareness of heritage buildings and structures of architectural merit through education, awareness and activities".²⁰ This consistent dedication to the appearance of the city by Muirhead could be a reason that the Stephenson-Muirhead collaboration in Kingston was so successful, since they both held similar goals in much of their work.

Muirhead continued this focus on heritage activism when he was involved in the drafting of a Heritage Act for Kingston, which was unfortunately not passed by the Ontario government. This act was however used "as a basis for drafting the first version of the Ontario *Heritage Act*", which came into effect in 1975. Finally, after more than 50 years of tireless work in the field of heritage preservation, he was awarded the Gabrielle Leger Award, Canada's highest heritage award, by the Heritage Canada Foundation. Throughout his career, his focus on preserving the past for future generations has meant countless people can now appreciate much of the architectural and historical character of Ontario cities, a history that in many cases may have been lost had Muirhead not been so dedicated to this task.

¹⁴ Ibid. 161.

¹⁵ Frontenac Heritage Foundation (14 August, 2005), *Press Release on George Muirhead Heritage Award*, Kingston, ON, Frontenac Heritage Foundation, 3.

¹⁶ Ibid.

¹⁷ Stephenson G. and Muirhead G. (1960), *A Planning Study of Kingston, Ontario*, Kingston, ON, City of Kingston.

¹⁸ Frontenac Heritage Foundation op cit., 3.

¹⁹ Ibid.

²⁰ Ibid, 4.

London Origins of Kingston's 1960 Planning Study: How Patrick Abercrombie's London Plan influenced Gordon Stephenson and George Muirhead

CHRIS CALLAHAN

The Greater London Plan

Patrick Abercrombie's *Greater London Plan*²¹ was influenced by Ebenezer Howard's ideas for a greenbelt surrounded by a Garden City. The plan was prepared in 1944 by Patrick Abercrombie with the assistance of a team of British planners, including Gordon Stephenson. To implement Howard's concept, Abercrombie proposed to develop Greater London under the premise of a four-ring city (see figure 1) - a city divided into four circular sections extending out from the inner core of the city.²² The first ring is called the Inner Urban Ring. The Inner Urban Ring is so densely populated with residential, commercial and industrial land uses that it requires a measure of decentralization that overflows into the next ring - the Suburban Ring. In this section of the city, the continued growth of London is most evident. Thousands of houses were built for people who were not currently living in the neighborhood and for those who preferred commuting to avoid the excessive rents and overcrowding of central London.

In the third ring, the Greenbelt Ring, London was faced with overcrowded areas, which could not, to any significant extent, alleviate overcrowding. Here, outside the built-up areas of the first two rings, was open land and a start to the solution of housing problems of the first two rings. There was an open stretch of green land, including farmland, parkland and open country. This section extends approximately five miles and includes open country, and the largest portion of land that had been acquired under the Greenbelt act of 1938.

The last of the four-ring concept is the Outer Country Ring, located outside of London's areas of congestion and suburban sprawl. In the fourth-ring, the decentralization of London will be accomplished and still the characteristic farming pursuits will proceed uninterrupted over almost the entire area.

Abercrombie discusses the growth of outer London while decentralizing its inner urban ring. At the same time, he incorporates rapid transit and communications in his plan. Most importantly are Abercrombie's ideas integrating outdoor recreation and open spaces. He also introduced the concept of greenbelts to prevent urban sprawl to outer portions of greater London.²³

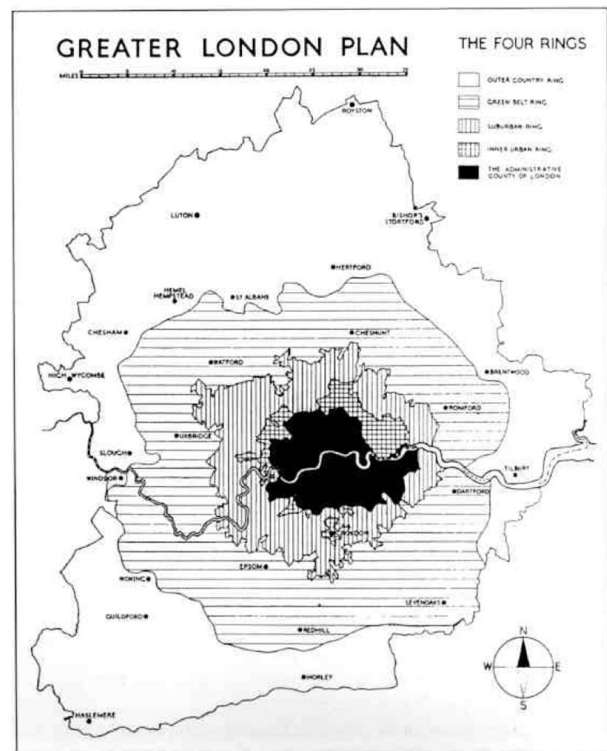


Figure 1: The Four Rings of the Greater London Plan:
Abercrombie (1945)

²¹Copy held in the Jordan Library, Queen's University

²²Abercrombie, P. (1945), *Greater London Plan*, London, UK.

²³Hardy, D. (1991), *From Garden City to New Towns*. London, UK., E&RN Spon.

Abercrombie suggested a park system for Greater London that included a children's playground, town square garden, school playgrounds, landscaped playgrounds, large playing fields for adults, recreation sports centers and radiating connected parkways of various types.²⁴

These are the primary components of Abercrombie's plan for Greater London and they are a somewhat watered down version of Howard's original concepts for metropolitan planning. However, with the combination of Howard's green spaces and Abercrombie's industrial and commercial development concepts, a foundation was laid for planners such as Gordon Stephenson to plan for cities like Kingston.

1960 Planning Study of Kingston

Gordon Stephenson and George Muirhead, with a background in social work and town planning, prepared a planning study for the City Council of Kingston, Ontario in 1960. Stephenson and Muirhead's goal, as set out by Kingston's Committee on Housing, was to complete an urban renewal study of the whole city, to solve the interrelated problems of re-planning the old sections of Kingston and remedying unsatisfactory housing conditions.²⁵ Stephenson was influenced by his predecessors in planning, especially Patrick Abercrombie. Abercrombie's influence was rooted in Ebenezer Howard's Garden City theory, as implemented in those of the *Greater London Plan* and *The Plan for the Metropolitan Region of Perth*.²⁶

The Kingston Plan considers several aspects of the city as a whole while looking at specifics such as the growth and development of Kingston, its economic background, building uses, overcrowding and the distribution of substandard housing. These studies provided much information (in the same way Abercrombie's study for London did) to guide the redevelopment and expansion of Kingston.

Stephenson's and Muirhead's renewal study focused on everything in Kingston west of Barrie street, north of King street and south of Highway 401. The redevelopment that Stephenson and Muirhead proposed consisted of residential, industrial, commercial and institutional components.²⁷ The section previously mentioned was

divided into nine areas and totaled a combined area of approximately 518 acres. Proposed action consisted of rehabilitation of residential areas, integrated neighborhoods, variances in zoning, and maintaining houses and institutions that had succeeded.²⁸ In addition, the plan called for increasing the efficiency and span of the Kingston road network. The proposed new roads were placed so that industrial traffic could steer clear of the residential areas. By improving the road system, the overall usability and success of the downtown and industrial sections of the city would improve.²⁹

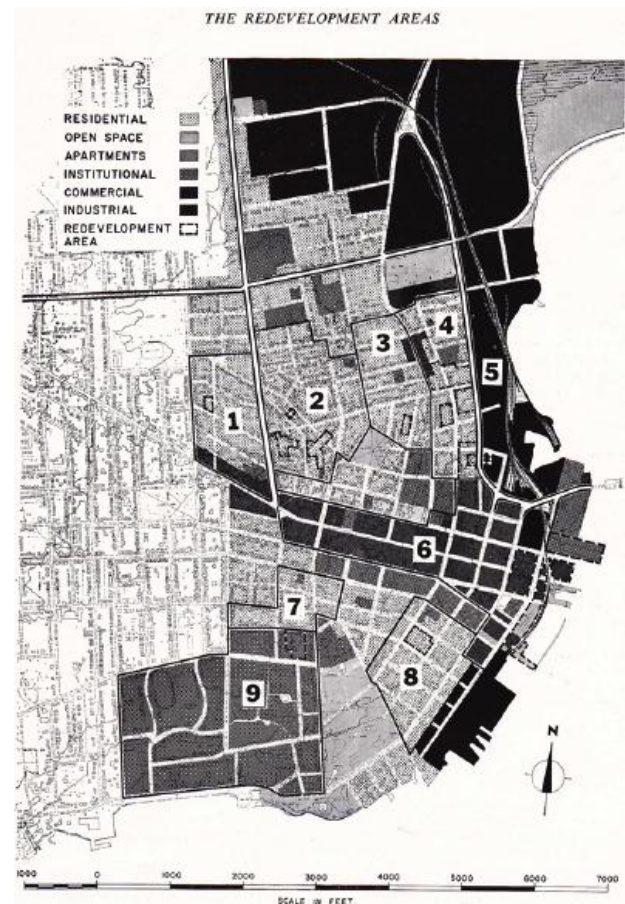


Figure 2: Nine sections for rehabilitation, Kingston.
Source: Muirhead & Stephenson. (1960), ill. 49, pp. 65

Conclusion

Patrick Abercrombie's plan was more than just a recommendation to inspire change in Greater London much like Gordon Stephenson's and George Muirhead's 1960 *Planning Study for Kingston*. As is the way of urban planning, things change, evolve and grow, and it is how the planners and the city leaders adapt to these changes and evolutions that allow them to succeed.

²⁴ Abercrombie, op cit.

²⁵ City of Kingston. (2010), *City of Kingston Official Plan*. Kingston, ON, Ontario Municipal Board.

²⁶ Hall, Peter. (2002), *Cities of Tomorrow*. London, UK, Blackwell Publishing.

²⁷ Muirhead, G. and Stephenson, G.. (1960), *A Planning Study of Kingston, Ontario*, Kingston, ON, City of Kingston.

²⁸ Ibid.

²⁹ Ibid.

Stevenage New Town: A Modernist Garden City

ANNA FROEHLICH

1946 Draft Master Plan for Stevenage

Stevenage was the first of eight New Towns proposed in Abercrombie's 1944 *Greater London Plan*.³⁰ It was planned and built under the British *New Towns Act*. It drew heavily on Ebenezer Howard's 19th century concept of the Garden City.³¹ The Garden City movement attempted to combine the best qualities of city and country living, bringing city life closer to nature, and people back to the "wholesome" benefits of country life, without having to give up benefits of society and better employment prospects found in the city.³² This ideology became increasingly popular again following WWII when there was a great need for new housing and for a sense of renewal and optimism in planning.³³

The Stevenage Plan made extensive use of the 'neighbourhood unit,' a concept originally discussed by Clarence Perry as a way to localize the social needs of families and insulate residential areas from traffic.³⁴ The New Town was organized around six neighbourhood units, each designed for a population of approximately 10,000 people, and each containing its own shops, sub-post office, churches, community centre, clinics, workshops, garages and primary schools all "within a half-mile pleasant and safe walk" from residents' homes.³⁵

Housing was intended as predominantly single family homes "illustrating the average household's preference over flats or maisonettes," with a density 30 p.p.a (or 8 dwellings/acre); this low density was again in keeping with the garden city ideals.³⁶ Only the area adjacent to the town centre was set aside for 3 to 10-storey flats and high density terrace houses.³⁷

The proposed location of the Commercial Centre created some controversy because it was positioned next to the rail station to the extreme west of all the

new residential development.³⁸ Critics from the Residents Protection Association argued that it should be "in the middle, or as near as you can get it to the place where [people] live, and not at the perimeter of the new town as it in fact is".³⁹

Heavy industry was to be located even further west, between the tracks and the new by-pass proposed to take traffic on the Great North Road around the town rather than through the old town High Street as had been the case. Interestingly, considering the era and the modernist ideology behind the plan, much of the Old High Street was preserved intact, almost creating an early prototype of what would later be considered a heritage district.⁴⁰ The plan also maintained a strong emphasis on "an open town" and included a large park running through the town.⁴¹

Following Modernist ideas of the time, strict separation of uses was emphasized in the transportation planning. Major through traffic was eliminated through the construction of the highway by-pass; north/south roads provided main arteries for industrial and residential areas; and east/west roads linked residential areas to the downtown and employment. A fully separated pathway system was also included for pedestrians and cyclists.⁴²

Stevenage Town Centre Plan, 1950

Stephenson returned to Stevenage in 1950 to collaborate on the plan for the Town Centre with Clifford Holliday and Clarence Stein.⁴³ Stein was invited because of his ground-breaking work on Radburn garden suburb in New Jersey, one of the premiere examples of planning for the separation of uses and the neighbourhood unit.⁴⁴

The Stevenage *Town Centre Plan* is significant because it is the first example of a fully planned pedestrian town centre in the UK.⁴⁵ Shoppers were

³⁰ Abercrombie, P. (1945), *Greater London Plan*, London, UK. (Copy held in the Jordan Library, Queen's University)

³¹ Stephenson, G. (1992), *On a human scale: a life in city design*. Fremantle, Fremantle Arts Centre Press, 89.

³² Howard, E. (1902), *Garden Cities of Tomorrow*. Eastbourne, UK, Swan Sonnenschein & Co., Ltd.

³³ Orlans, H. (1952), *Stevenage: A Sociological Study of a New Town*. London, Routledge and Kegan Paul Ltd, 26

³⁴ Perry, C. (1939), *Housing for the Machine Age*. New York, NY, Russell Sage Foundation.

³⁵ Stephenson, op cit., 89.

³⁶ Ibid, 89.

³⁷ Ibid, 89.

³⁸ Residents Protection Association in Balchin, Jack (1980), *First New Town: An Autobiography of the Stevenage Development Corporation 1946-1980*. Stevenage, UK, Stevenage Development Corporation, 68.

³⁹ Ibid.

⁴⁰ Ward, Stephen V. (2010), 'Gordon Stephenson's role in planning for post-war reconstruction in Britain 1942-1947'. Working Paper. 7.

⁴¹ Balchin, op cit., 69

⁴² Ibid, 68

⁴³ Ibid, 69

⁴⁴ Ibid, 268

⁴⁵ Ibid, 267

promised “complete separation from vehicular traffic dangers and noise; shops facing garden promenades; shops grouped compactly to minimize walking, and with arcades to give protection from the rain”.⁴⁶ While the centre was pedestrian only, care was taken to ensure that there was equal access and parking for all modes of transportation. The entire Centre was surrounded by a ring road allowing access to car parks and the cycleway and footpath system.⁴⁷

In many ways, the *Town Centre Plan* was very similar to what Stephenson had first proposed in the 1946 draft. Fifty acres on the western edge were set aside for the core of the town.⁴⁸ There was a north/south shopping street with interlocking large and small scale shops, with a large garden to the east where the city’s cultural institutions would be located. The Town Centre was envisioned as “a pleasant space with trees, public gardens, ponds, fountains and swimming pools.”⁴⁹ Also emphasized in the plan was the placement of the main sports complex at “its logical position, centrally placed at the converging point of roads from all over the town”.⁵⁰ The modern architectural style of low density two to three storey rectangular buildings is Stephenson’s preferred style. Offices were located in their own sub-district to the north, however, while professional use was excluded from the centre, a mix of commercial and entertainment venues were to be provided so that the Centre would “retain its vitality in the evening and become the main amusement centre for the people of Stevenage”.⁵¹

Influences of the Stevenage Plan

A number of the components of the Stevenage Plan can be seen again in later plans prepared by Stephenson, in particular, his 1955 work on the Perth/Fremantle region in Western Australia, as well as the 1960 *Planning Study of Kingston*. In all three plans, the design is focused around the neighbourhood unit and emphasizes the inclusion of conveniently located local services. Also similar to Stevenage, Perth town centre was designed as a pedestrian zone surrounded by a ring road.⁵² While only small sections of Kingston’s CBD were designed as a pedestrian only zone, both plans also included many similar architectural and design features. The streetscape was relatively low density two and three storey rectangular commercial

buildings, pedestrian arcades and covered walkways, and parking relegated to the outside of the commercial district. Stephenson also brought some of his experience in heritage conservation to the Kingston Plan.⁵³ Most urban renewal schemes in the 1960’s and 1970’s cleared all existing buildings from the renewal site. In Kingston, however, Stephenson chose to retain many buildings that were historically significant or in good condition, as he did in Stevenage with the Old Town high street.

Conclusion

Stevenage was the first New Town built under the UK’s *New Towns Act*. The plan drew heavily from both the Garden City ideology of pre-war planning in Britain, as well as many of the Modernist design principles of the time. Stevenage was also the first instance of a plan for a fully pedestrianized town centre in Britain. Several components of the Stevenage *New Town Plan* can be recognized in subsequent plans prepared by Stephenson.



Figure 1: Stevenage Town Centre: the main pedestrian mall, 1990
Source: Stephenson, Gordon. (Christina DeMarco, ed.) 1992.

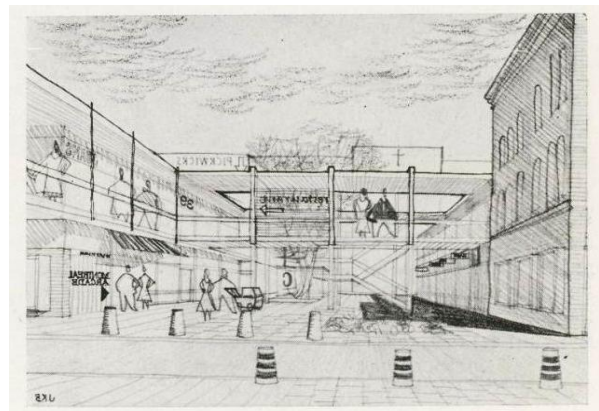


Figure 2: Drawing for the Kingston central area: pedestrian atmosphere with covered walkways and crosswalks, similar to Stevenage
Source: Stephenson, G and Muirhead, G. 1960, ill. 95, pp. 90

⁴⁶ Ibid, 268.

⁴⁷ Ibid, 68.

⁴⁸ Ibid, 68.

⁴⁹ Ibid, 267.

⁵⁰ Ibid.

⁵¹ Ibid.

⁵² Stephenson, G. (1955). *Plan for the Metropolitan Region Perth and Fremantle, Western Australia*. Perth, Western Australia, Government Printing Press.

⁵³ Stephenson, G and Muirhead, G. (1960), *A Planning Study of Kingston Ontario*, Kingston, ON, City of Kingston.

Plan for the Metropolitan Region: Perth and Fremantle, Western Australia, 1955

SARAH BINGHAM

In its relatively short history since British colonization, the landscape of Perth and Fremantle has undergone significant change. From its 'discovery' in 1829 by Captain James Sterling and subsequent founding as the capital city of Western Australia, Perth was established as the centre of administration and Fremantle, located at the mouth of the Swan River, as the port. After one hundred years of rapid growth and the resulting sprawl, and recognizing the need for a regional plan, the Western Australian Government appointed Gordon Stephenson to prepare a plan for the area. The *Plan for the Metropolitan Region: Perth and Fremantle, Western Australia* was created in 1955 by Stephenson and a team that included Alastair Hepburn as the Town Planning Commissioner.⁵⁴ The plan was completed three years before Stephenson started his work on the *Planning Study of Kingston*.

The *Plan for the Metropolitan Region* was comprehensive in scale, covering over one million acres of land and forecasting a regional population of 1,400,000 by the end of the century.⁵⁵ It made recommendations for various aspects of the area including land and open spaces, work, outdoor recreation, communications and public services, standards of development, and the central areas of Perth and Fremantle.

Stephenson returned to Western Australia in 1960 and later conducted a study of Central Perth for the Perth Central Area Design Co-ordinating Committee. He published *The Design of Central Perth: Some Problems and Possible Solutions* in 1975, which outlined further recommendations for the central area of Perth.⁵⁶

⁵⁴ Stephenson, G. and Hepburn, J.A. (1955), *Plan for the Metropolitan Region: Perth and Fremantle, Western Australia, 1955*. Perth, Western Australia, Government Printing Office. Copy held at the Stauffer Library at Queen's University.

⁵⁵ Stephenson, G. (1992), *On a Human Scale: A life in city design*. South Fremantle, Western Australia, Fremantle Arts Centre Press, 140.

⁵⁶ Stephenson, G. and Perth Central Area Design Co-ordinating Committee. (1975), *Design of Central Perth : Some Problems and Possible Solutions : A Study made for the Perth Central Area*. Nedlands, Western Australia, University of Western Australia Press. Copy held at the Stauffer Library at Queen's University.

Transportation

The hierarchy of streets was a central element of the *Plan for the Metropolitan Region*, separating infrastructure for railways, pedestrians, and vehicles. At the bottom of the hierarchy was the railway, which was recommended to be lowered to better facilitate bridge crossings for vehicles. This idea was later retracted by Stephenson in the *Design of Central Perth*, acknowledging that the railway strengthened the central core and acted as a barrier to sprawl, and should therefore stay at ground level.

The road system was central to the *Plan for the Metropolitan Region* and would be paramount to the region's development. Stephenson and Hepburn recommended eight new major regional highways to facilitate the anticipated increase of vehicles. In addition, it was recommended that a highway to bypass the central area of Perth should occur by filling in Mounts Bay on the Swan River to create an interchange. Although initially unpopular, the interchange was eventually realized in 1960. The separation of pedestrians would occur through various methods. This is clearly depicted in Figure 1 and Figure 2 (on the next page) from the *Plan for the Metropolitan Region*, where the use of pedestrian arcades, the creation of pedestrian only streets, and the use of footbridges is shown.

Parks and Parkways

The concept of parks and parkways was not an original concept in Perth. Under the leadership of W.E. Bold, Perth had initiated a move towards the park system concept.⁵⁷ In addition, Perth had already established King's Park in 1872, which Stephenson and Hepburn presumed would meet many of the recreational requirements for the future of the region. Working within this context, it was recommended that a planned park system linked by parkways be implemented while the land remained available. It planned a total area of approximately 69,000 acres to be left for open space to meet the needs of various age groups and recreational needs not served by King's Park, and to act as physical breaks between residential areas.

⁵⁷ Hamnet, S. and Freestone, R. (eds.) (2000), *Australian Metropolis: A Planning History*. London New York, E & FN Spon; Routledge, 44.

Monumentality

One of the major elements in the *Plan of the Metropolitan Region* was to situate the Parliament House at the end of St. Georges Terrace, giving the street a sense of monumentality. At that time, St. Georges Terrace was Perth's main commercial street, and was, "a gracious European-style boulevard, with few buildings higher than four storeys."⁵⁸ To incorporate the element of grandeur and symmetry, the *Plan for the Metropolitan Region* recommended that St. Georges Terrace be widened and lined with trees in an effort to showcase it as the State's most important street. The *Design of Central Perth* also incorporated ideas of monumentality. Stephenson recommended Riverside Drive, which runs parallel to the Swan River, become a major design element, designed as a six-lane road with three lanes in each direction, separated by a tree-lined median, and lined with trees on each side.

The Planning Study of Kingston, Ontario

The *Planning Study of Kingston, Ontario* was completed by Gordon Stephenson and George Muirhead in 1960. Elements found in Perth's *Plan for the Metropolitan Region* influenced the Kingston study. Like the *Plan for the Metropolitan Region*, the *Planning Study* was also forward-thinking, preparing for an increasing population and the resulting demand for land. Many elements found in the *Plan for the Metropolitan Region* are also evident in the *Planning Study of Kingston*.

These include the adoption of the neighbourhood unit, which was recommended as a method of relating houses, schools, open spaces and services.⁵⁹ The Kingston plan also took into account zoning considerations, limiting the building density by relating floor space to lot area at a prescribed ratio. Stephenson and Muirhead recommended Princess Street between Ontario and King Streets, become a pedestrian mall, as seen on Hay Street in Perth. Finally, the Kingston Plan took a regional view of its economy, infrastructure and land use, following the Perth example at a much smaller scale.⁶⁰ Both the Kingston and Perth plans emphasized the importance of open space and the waterfront for their activity and recreational advantages.

Conclusion

The need for a regional plan in the Region of Perth and Fremantle was a result of over one hundred years of growth and the resulting sprawl. Stephenson and Hepburn were appointed to create the *Plan for the Metropolitan Region: Perth and Fremantle, Western Australia*, published in 1955. Although the authors expanded on the ideas to fit the regional context, this paper has shown that the ideas were influenced not only by the major planning ideas, but also by Stephenson's own experiences with other plans and other influential people. Although not all the recommendations were implemented, even after the *Design of Central Perth*, Stephenson's effect on the regions of Perth and Fremantle can still be seen today.



Figure 1: Photograph of the central area of Perth in 1955
Source: *Plan for the Metropolitan Region: Perth and Fremantle, Western Australia*, Diagram 76

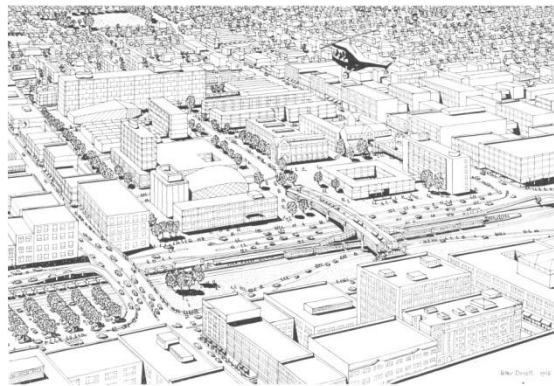


Figure 2: Proposal for the central area of Perth in 1955
Source: *Plan for the Metropolitan Region: Perth and Fremantle, Western Australia*, Diagram 76

⁵⁸ Gregory, J. (March 2009), "Development Pressures and Heritage in the Perth Central Business District, 1950-90." *Australian Economic Review*, 49, 1, 35.

⁵⁹ Stephenson, G. and Muirhead, G. (1960), *Planning Study of Kingston, Ontario*. Kingston, ON, Corporation of the City of Kingston, 19.

⁶⁰ *Ibid*, 16-28.

The 1957 Redevelopment Study of Halifax, Nova Scotia

SHARLAD SUKUMARAN

Stephenson was already an internationally accomplished planner when he proposed his first Canadian urban renewal scheme, the 1957 *Redevelopment Study of Halifax, Nova Scotia*⁶¹. Urban renewal and slum clearance were the trend in Britain and the US, as Modernism introduced the idea that the old city must be cleared to start fresh with a clean slate. Following World War II, Halifax wanted to develop a plan for peace-time growth, and also to resolve the issue of decrepit housing conditions that had resulted from decades of war and depression.

Canada's 1944 *National Housing Act* encouraged redevelopment of cities through the development of housing using federal funding. The City of Halifax made several unsuccessful attempts throughout the 1950s to gain funding. In 1956, the amendment of the Act would finally allow Halifax to act on its desire for change, as the Act would now allow redevelopment of residential areas for land uses other than residential, in addition to providing funding for the required redevelopment studies. Halifax hired Stephenson to complete the study and finally secured the funding it required to proceed.⁶²

Method

Stephenson utilized technical methods of analysis, including mapping and surveying, to demonstrate why slum clearance was the solution to curing the city of its blight. The study begins with a pictorial representation and description of the city followed by a juxtaposing of the city's beauty with descriptions and analysis of the slums and decrepitude, as well as their effects on society. Stephenson then provides a technical description of the city and its conditions, including several maps that seek to correlate social conditions to issues of overcrowding and mixed land use. His technical approach to the study resulted in the granting of increased control to planning authorities. This was necessary for the implementation of recommendations, as well as for the establishment of new population density ratios.⁶³

The key proposal was the clearance of the slums to make way for commercial development in the city core, while providing low-cost housing outside the core and in the suburbs. He also advocated for better zoning, building more parking lots, creating parks on some of the cleared land, and building new modern structures to replace the old.

It is interesting to note that although he believed much clearance was necessary, Stephenson recognized some parts of the city as beautiful assets, and recommended that they be used as opportunities to build upon. For example, although strongly promoting the importance and use of the car, he also recognized the beauty of sites such as Citadel Hill, and was against providing parking at its base.

Stephenson had studied with Le Corbusier and also believed in a top-down approach to planning, although not quite as rigidly.⁶⁴ He believed so strongly that he knew what was best that when evidence demonstrated something other than what he proposed, he chose to ignore it. For example, in the analysis section of the study, Stephenson describes children playing happily in the streets of the slums, and then proceeds with his theory that slums create an unhealthy environment and immoral behaviour.⁶⁵

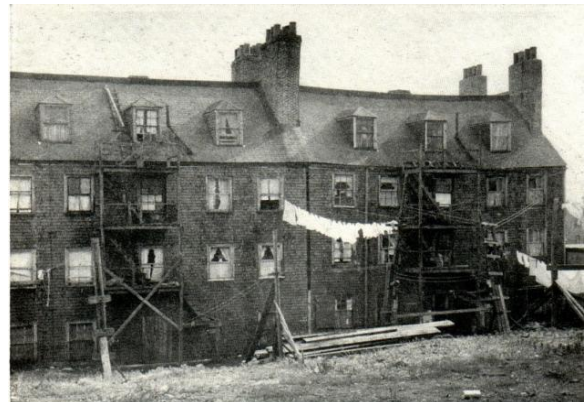


Figure 1: Tenement building recommended for clearance
Source: Stephenson, (1957), pp. 14

⁶¹ Stephenson, G. (1957), *A Redevelopment Study of Halifax, Nova Scotia*, Toronto, University of Toronto Press. Copy held in the W.D. Jordan Special Collections and Music Library at Queen's University.

⁶² Grant, J. and Paterson, M. (July 2010), *Scientific Cloak/Romantic Heart: Gordon Stephenson and the Redevelopment Study of Halifax, 1957*. Paper presented at the IPHS conference, July 2010, 3

⁶³ Ibid, 5

⁶⁴ Gregory, Jenny. *Scoping Stephenson: The Formative Influences*. Australian Urban History Planning History Conference. University of Melbourne. February 2010, 7

⁶⁵ Grant and Paterson, op cit., 7

Criticism

There are several criticisms of urban renewal and slum clearance, including the breaking down of the community as a result of removing people from their current homes and relocating, or simply displacing them. Post-modernists believe that slum clearance ignored the voice of the people for whom the plan was meant, and was therefore ineffective in providing viable solutions.⁶⁶

Stephenson also put forth his own criticism of urban renewal, stating “the problem cannot be resolved without removing the reasons for its existence.”⁶⁷ The problems he was referring to were those of slum behaviour, as presented in the study, and Stephenson recognized that simple removal of the slums would not resolve the issues. He believed that in addition to new housing the many social problems would also have to be addressed. Most scarring is the effect the study had on the eventual clearance of Africville, a community Stephenson labelled as little frequented, and for which he recommended that the land would have to be cleared and used for the development of the city.⁶⁸

Effect on Kingston

The Halifax redevelopment study immediately preceded Muirhead and Stephenson’s study for the City of Kingston, which began in 1958. In his study for Kingston, Stephenson employed the survey techniques he initially tested in Halifax.⁶⁹ Although he applied the same methods, there was an interesting difference between the two studies. In Kingston, Stephenson’s recommendations demonstrated a concern for the preservation of the heritage of the city. Just a year prior, in Halifax, there were only traces of recognition of the importance of preserving buildings of historical significance. This may have been because Stephenson found Kingston was not as ‘slummy’, and therefore would not require as much clearance and redevelopment. He referred to Sydenham Ward as being well preserved and strove to change public perception of the area in order to preserve it.⁷⁰

Halifax Implementation

Although Stephenson considered the study a success, the implementation of his findings was not completely accurate. Stephenson recognized that complete slum clearance, albeit more economical, was not the solution to the city’s problems and therefore only recommended the clearance of nine acres. The city cleared a total of eighteen. Additionally, the views of the harbour which Stephenson believed should be cherished and protected were eventually blocked by high rise buildings constructed in the 1960’s. Stephenson was a Modernist, but he had designed the city to a scale that would allow the views of the front of the harbour to be preserved and appreciated. Finally, much of the land that had been cleared and was meant to be redeveloped for commercial purposes was left vacant for several years.⁷¹

Stephenson’s study proposed and resulted in many physical and social changes in the structure of Halifax. His use of surveying and maps provided authority to the argument for clearance and redevelopment, and through his work in Halifax Stephenson gained recognition as an expert in the technical approach to planning. Halifax became the standard against which he measured the slums of his future redevelopment studies.⁷² The struggle between Modernism and Stephenson’s concern for people is evident throughout the study, and the conflict to coordinate the two is present, not only in his work on Halifax, but continues to be present in his subsequent works.



Figure 2: Upper part of George St. - Proposal for new, Modern style buildings to line the street. Scale and views are appropriate for Halifax

Source: Stephenson, (1957), pp. 60

⁶⁶ Gregory, op. cit., 5

⁶⁷ Ibid, 23

⁶⁸ Stephenson, op cit., 27

⁶⁹ Stephenson, G. (1992), *On a Human Scale. A Life in City Design*, Freemantle: Freemantle Arts Centre Press.

⁷⁰ Ibid, 162

⁷¹ Grant and Paterson, op. cit., 13

⁷² Ibid, 13

Africville: Halifax, Nova Scotia

BRITTANY HASLER

Africville is located on the northern slope of Halifax, also known as the Bedford Basin. The Bedford Basin encompasses the northwestern end of Halifax Harbour and is a large bay that is nearly eight kilometres long and five kilometres wide.⁷³ The physical size of Africville promoted the idea of a village located in the city of Halifax.

History

The history of an estimated four hundred African-Canadians, the first settlers of Africville, is rooted in slavery. The first settlers, William Brown and William Arnold, purchased the area from white merchants in 1848 and created its boundaries. They attracted residents who wanted “diminished isolation, better employment and living conditions and other economic opportunities”. The location was not suitable for farming, however, it was close to the city for workers, some livestock could be kept and the Bedford Basin provided a plentiful supply of fish. Although Africville did not have paved streets, sewers and properly constructed houses, it was well loved by its residents for many years.

Urban Renewal

By the 1940s Africville was perceived as rundown and contaminated by City officials and thus a candidate for an urban renewal project. Urban renewal projects became popular in the 1950s when the National Housing Act was amended to permit municipalities “to tackle the problems posed by slums and blight by acquiring and clearing substandard areas with Federal financial participation.”⁷⁴ This timeline illustrates the process in which the residents of Africville became part of an urban renewal experiment:

- 1945: Halifax planners suggest the redevelopment of Africville by removing residents and creating a residential, park and shopping centre complex;
- 1947: City Council officially designates Africville as industrial land;
- 1950s: The city dump is moved directly onto Africville land and later the city locates an incinerator close to the border of Africville;

- 1956: Gordon Stephenson is hired to study the housing conditions and prepare an urban renewal plan;
- 1957: The North Shore Development Plan proposes an expressway through Africville and the expropriation of all land;
- 1962: Halifax planners approve engineering and cost studies for development on Africville land and City Council starts building clearance;
- 1964: City Council unanimously votes to relocate all residents of Africville;
- 1969: Aaron Carvery, the last remaining resident, surrenders his property.

The Role of Gordon Stephenson

Stephenson was not the first to discuss plans for urban renewal in Halifax and the slum clearance of Africville. However, his *Redevelopment Study of Halifax, Nova Scotia* was a decisive milestone in the planning history of Halifax and Africville. Paterson argues that “the City’s decisions to act on many of the recommendations from his report would dramatically alter the physical appearance of Halifax in the years to follow”.⁷⁵ In his report, Stephenson describes Africville as “an encampment, or shack town, there live about seventy negro families”.⁷⁶

He explains that the living conditions are terrible, with shallow wells, cesspools, deplorable buildings and sanitation, and that there will not be a satisfactory solution. Stephenson argues that “there are only two things to be said...the families will have to be rehoused in the near future...and the land they now occupy will be required for the further development of the City”.⁷⁷

Though Stephenson ultimately advocated for urban renewal, some argue that his intentions were respectable as he realized that Africville was a reflection of society and not the inhabitants and that “they are old Canadians who have never had the opportunities enjoyed by their more fortunate fellows”.⁷⁸

⁷³ Welldon, C. (2009), *The Children of Africville*, Halifax, NS, Nimbus Publishing Limited, 1.

⁷⁴ Pickett, S.H. (1961), ‘Urban Renewal: An Introduction to Urban Renewal Studies’ *RAIC Journal*, 38, 2, 38.

⁷⁵ Ibid, iv.

⁷⁶ Stephenson, G. (1957), *A Redevelopment Study of Halifax, Nova Scotia*, Halifax, NS, City of Halifax, 27.

⁷⁷ Sze, J. (2007), *Noxious New York: The Racial Politics of Urban Health and Environmental Justice*, Cambridge, Massachusetts, MIT Press, 13.

⁷⁸ Ibid, 28.

The redevelopment plan for Africville forced the removal of Africville residents to community housing where previous home owners became renters. The history of Africville was bulldozed over along with the identity of a community.

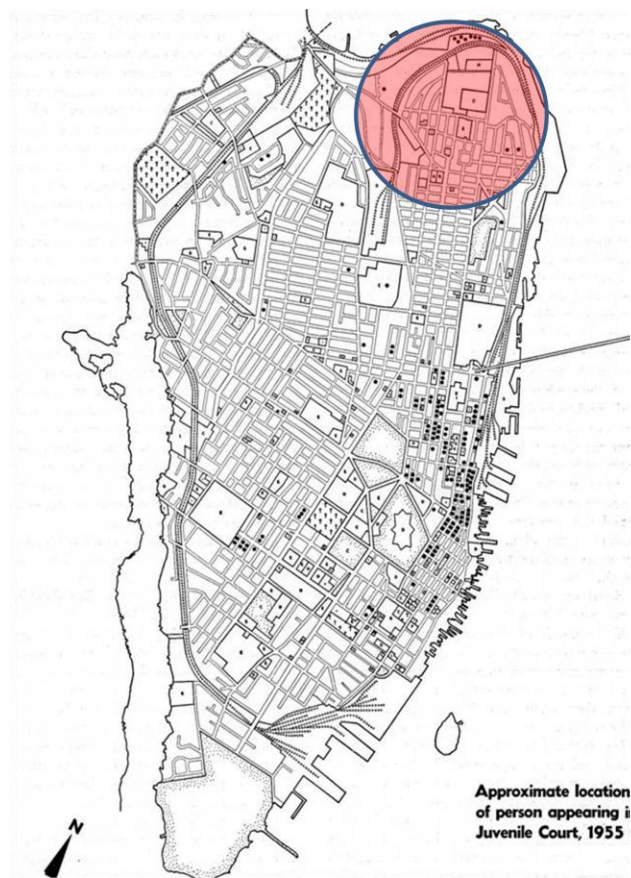


Figure 1: The location of Africville relative to the City of Halifax
Source: Found in the Stephenson Plan

Environmental Racism

Many injustices occurred throughout Africville's history, including the construction of a railway that forced the removal of many buildings.⁷⁹ These injustices are arguably acts of environmental racism, which refers to the "unequal protection from environmental pollution by local, state and national regulatory agencies," and specifically "the disproportionate effects of environmental pollution on racial minorities".⁸⁰

Some of the buildings/uses that were built on or near Africville and contributed to the pollution included an oil plant storage facility, a bone mill, two slaughterhouses, a leather tanning plant, a tar factory, a foundry and the open city dump.⁸¹

The city dump was a very contentious issue, outraging many residents. Former residents exclaimed that "where Africville ended, the city dump began".⁸² In addition, as a result of the excessive pollution and lack of adequate sanitation, the water found in wells was unsafe and had to be boiled before drinking.¹³ Africville residents paid taxes like other Halifax residents, yet were denied basic services.



Figure 2: A sign in Africville, displaying undrinkable water supply
Source: Bob Brooks, NSARM, Government of Nova Scotia, 2010

Reclamation of Africville

As a result of its turbulent history, Africville was designated a national historic site in 1996. During the period between its clearance and designation there was mass public outcry.

In the 1980s, Halifax created Seaview Park on the former Africville site, named after the Seaview Church destroyed during the clearance.⁸³ In 1988 a monument was built in the park to commemorate Africville's first residents. Not until 2010 did the City of Halifax apologize to the site's former residents. Included in the resulting settlement was a transfer of land to build a replica of the Seaview Church and an Africville Interpretive Centre; the renaming of the park to Africville and the creation of African Nova Scotia Affairs function within the municipal government.

⁷⁹ Nelson, op cit., 166.

⁸⁰ Sze, J., op cit, 13.

⁸¹ Nelson, J. (2000) , op cit., 166.

⁸² Halifax Regional Municipality, op cit.

⁸³ Nelson, op cit., 185.

The 1960 Urban Renewal Study of London, Ontario

K. PAUL YEOMAN

During his period in Canada from 1955 to 1960, Gordon Stephenson articulated the need for urban renewal in Canadian cities. According to Stephenson, "Urban renewal in Canada is conceived primarily as a means of improving housing conditions in the older areas."⁸⁴ Stephenson was highly critical of proposals to house low-income residents in housing projects on former slum land. Instead, he argued, former slum land would best be utilized for new high density housing development by private real estate investors.⁸⁵ The land in the central core of cities was too valuable for affordable housing, and low-income residents were best served by constructing housing on peripheral vacant land that was cheaper to obtain.⁸⁶ These principles were important elements for Stephenson's urban renewal plan for London, Ontario.

London Urban Renewal Study

In 1958, the City of London applied for funding to the Canada Mortgage and Housing Corporation (CMHC) under the *National Housing Act* to conduct an urban renewal study. Stephenson was hired to serve as consultant for the plan, which was presented to council in 1960. The urban renewal study sought to examine the state of housing in the city and make recommendations for areas in need of improvement.⁸⁷ The plan begins with a history of the city and its chronological development. The natural beauty of the Thames River (which runs through London) was noted, along with recent improvements to address flooding along the river though the construction of the Fanshawe Dam in 1954.

Observations were also made about the residential character of the city. Much attention was directed to the quality of housing in the city. Indeed, London was shown to have a large number of aesthetically pleasant old houses: "The old Victorian houses of 'white' brick, with decorative details have considerable charm and express the prosperous past

and solid conservative nature of the city."⁸⁸ The history concluded with projections concerning the future population of the city. In the twenty year scope of the plan, the city's population was projected to increase by 200,000 people. Thus, there was anticipated need for new housing; however the plan indicated that there were sections of the central city that were obsolete and in need of replacement.⁸⁹

Stephenson and his colleagues working on the plan conducted several surveys to determine density, building conditions and social problems. The study reported that, although some buildings suffered from overcrowding, there were no residential areas with high population densities and the population was generally spread throughout the entire city.⁹⁰ Building conditions throughout the city were deemed to be in good standards; however it was noted that parts of the central city had a large number of buildings that were old and presented a fire and safety hazard. Individual replacement of these buildings was not deemed sufficient to address the concerns.⁹¹ Finally, a great deal of attention was devoted by the authors to social problems associated with the old and worn out buildings in the city. Data was presented from criminal code cases, welfare cases, Family Service Bureau cases and Children's Aid Society cases in the form of maps to determine a correlation between social problems and building conditions.⁹² Based on this data the analysis section concluded, "The lack of adequate housing for lower income families is reflected in the social problems. It can be seen that delinquency and drunkenness develop to an unusual degree where there is an unsatisfactory home environment with no privacy and no opportunity for satisfactory family life."⁹³ The above analysis served as the foundation for the proposed renewal initiative.

Targeted Redevelopment Site

A site in the south end of the city composed of several blocks and abutting the Thames River was proposed for clearance and reconstruction. The area was an old section of the city that was settled in the late 1800s. Buildings in the area were in poor condition and lacking municipal services such as water, sewage, paved roads and curbs with gutters.

⁸⁴ Stephenson, G. (1956-1957), Canadian Opportunity for Urban Renewal," *The Town Planning Institute of Canada*, 4.

⁸⁵ *Ibid*, 5.

⁸⁶ Stephenson, G. (1992), *On a Human Scale: A Life in City Design*, South Fremantle, Western Australia, Fremantle Arts Centre Press, 177.

⁸⁷ Stephenson, G. and Guard, D. (1960), *Urban Renewal: London Ontario: A Plan for Development and Redevelopment: 1960-1980*, London, ON, Corporation of the City of London., 3. Copy held in the W.D. Jordan Library, Queen's University.

⁸⁸ *Ibid*, 5.

⁸⁹ *Ibid*, 6.

⁹⁰ *Ibid*, 13.

⁹¹ *Ibid*, 15.

⁹² *Ibid*, 19-23.

⁹³ *Ibid*, 18.

The plan indicated that “the area has an atmosphere of a somewhat neglected country town, although it is within half a mile of the city centre and the prosperous residential area of South London lies beyond it.”⁹⁴ Historically there was little investment in the area. Until the construction of the Fanshawe Dam, the study area was prone to extensive flood damage for residences in the river valley.⁹⁵ However, the improvements to the river system provided an opportunity for redevelopment of the area.

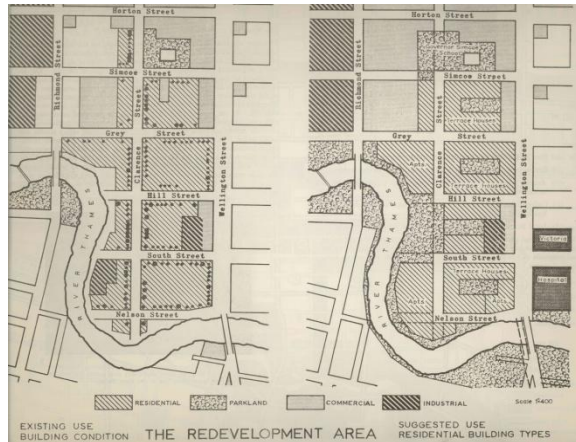


Figure 1: Stephenson's urban renewal proposal
Source: City of London (1960), pp. 34

As the illustrations in Figures 1 and 2 indicate, the proposal for renewal involved clearance of the site and the construction of several new apartment buildings and row houses on large blocks with extensive open space. This format is consistent with Modernist urban reform proposals and is very similar with examples provided by CIAM President J.L. Sert in *Can Our Cities Survive?*⁹⁶ Apartments were chosen due to anticipated demand and the desire to build at high densities given the proximity to the city's downtown area.⁹⁷ The land assembled following clearance was to be sold to property developers for the construction of the residences according to the city's building code.⁹⁸ There was no discussion about relocating displaced residents; however the plan does make reference to the need to construct new subsidized housing on less expensive land owned by the CMHC on the city's periphery.⁹⁹

A Plan for People or a Plan for Developers?

Opportunity for private capital investment through the city's urban renewal program appears to be the underlying objective of the plan. It is targeted at removing a problematic neighbourhood with an excellent location to the central city that developers were hesitant to invest in due to concerns about social issues and the flooding of the Thames River. Clearance for investment is also justified in new revenues to be generated for the city: “The investment made by a municipality in acquiring and clearing a redevelopment area for high quality redevelopment by private enterprise is sound in an economic sense in that the increased tax return from the area will, over a period of years, return to the municipality its share of the acquisition and clearance cost. Substantial savings for the municipality are to be realized from such redevelopment in the form of reduced costs from protection and welfare services. The value of the benefits in human terms cannot be expressed in dollars but they are great and cannot be disregarded.”¹⁰⁰

The benefits to the residents of the cleared area are thus considered as almost an afterthought to the primary benefits to real estate developers and the city's financial department. As a result, the London Urban Renewal plan provides an excellent historic case study of the needs of developers being put before those of low-income residents.

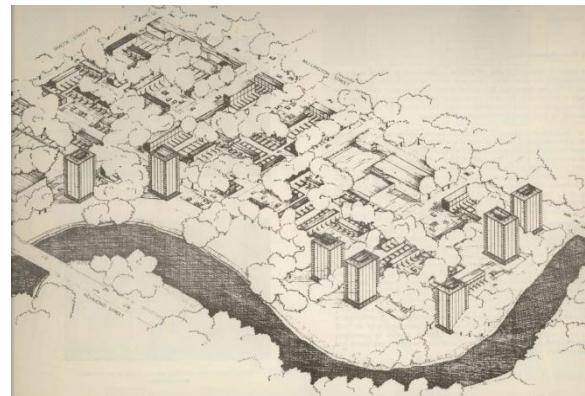


Figure 2: Conceptual urban renewal drawing
Source: City of London (1960), pp. 36

⁹⁴ Stephenson and Guard, op cit., 37.

⁹⁵ Ibid.

⁹⁶ Sert, J.L. (1942), *Can Our Cities Survive?: an ABC of urban planning problems, their analysis, their solutions*, Cambridge, MA, The Harvard University Press, 58-60.

⁹⁷ Stephenson and Guard, op cit., 35.

⁹⁸ Ibid.

⁹⁹ Ibid, 48.

¹⁰⁰ Ibid.

Rideau Heights: Selective Redevelopment in the 1960 *Planning Study of Kingston*

SIMONA RASANU

Urban renewal has generally been associated with the clearing and rebuilding of overcrowded and deteriorating old buildings in the central areas of large cities. An important but less well-known phenomenon, however, is the construction of substandard housing on the fringes of cities. The neighbourhood of Rideau Heights began as a fringe settlement on the outskirts of Kingston in the 1940s. Once characterized in the local newspaper as Kingston's "shanty-town" due to its concentration of substandard housing, its transformation into a modern residential community was spearheaded by Gordon Stephenson's and George Muirhead's influential 1960 urban renewal study, *A Planning Study of Kingston, Ontario*, hereafter referred to as the *Study*. It recommended a form of neighbourhood urban renewal in based on selective clearance where only houses deemed to be in poor condition would be demolished and replaced with modern construction. Recognizing the neighbourhood's strong community spirit, the authors indicated that the goal of the Rideau Heights redevelopment was to "achieve a satisfactory improvement to the area's physical appearance with a minimum of social disruption".¹⁰¹

Rideau Heights in the Late 1950s

Rideau Heights is located in the northeast section of Kingston. The 1957 housing survey described the Rideau Heights district as bounded by Highway 401, Division Street, Weller Avenue and Montreal Street. However, the almost entirely residential developed area was a small section immediately south of Weller Avenue and west of the CNR rail line. With the exception of a large quarry, the remaining land was used for farming or was vacant.¹⁰²

Subdivision in Rideau Heights began in 1944, eight years before the area's annexation by the City of Kingston in 1952, and continued until 1954. A 1957 survey estimated the developed area to contain approximately 280 mostly self-built houses and 1,400 people. The scattered suburban settlement consisted

primarily of simple shacks constructed on cheap land by rural migrants at the fringes of the city, a pattern common to many Canadian cities at the time. Many houses had earth floors and inadequate sanitary facilities. A 1957 survey concluded that of the 279 houses examined, 68% were classified as substandard.¹⁰³ Therefore, unlike central city slums, usually characterized by overcrowding and old buildings with limited open space, Rideau Heights was a low-density fringe settlement where the majority of the buildings were in poor physical condition due to their self-built construction.



Figure 1: Rideau Heights 1950s self-built house on fringe of city. Source: Image from City of Kingston Archives, Box 1, File 1-P49.

Rideau Heights Redevelopment

The main problem to be remedied was substandard housing, also simply called "bad housing". In addition to relying on the Rideau Heights 1957 survey, Stephenson and Muirhead developed a city-wide survey of housing and buildings which indicated that "there are many houses which are overcrowded, seriously lacking in sanitary facilities, dangerously exposed to fire hazards or in a state of disrepair".¹⁰⁴ The following is a summary of the proposals for the neighbourhood. The objectives were to "segregate non-residential uses from residential areas, to facilitate a free flow of traffic, and to allow the present Rideau Heights community to develop free from industrial intrusions and blight".¹⁰⁵ (see Figure 3 below):

¹⁰¹ Stephenson, G. and Muirhead G. (1960), *A Planning Study of Kingston, Ontario*, Kingston, ON, City of Kingston. This plan is held in the W.D. Jordan Library, Queen's University.

¹⁰² City of Kingston Planning Board (1957). *Preliminary Report on Housing Conditions in Rideau Heights*. Kingston, ON: City of Kingston.

¹⁰³ Stephenson & Muirhead op. cit., 31-32

¹⁰⁴ Ibid., 30

¹⁰⁵ Ibid., 67

1. New Residential Development North of Weller Avenue Settlement:

- The area north of the existing Weller Avenue settlement up to Highway 401 should be linked with the Weller Avenue settlement and used for residential development with a variety of housing types, an accessible park system and school sites adjacent to the park system.¹⁰⁶

2. Weller Avenue Settlement Redevelopment Scheme:

- The area immediately south of Weller Avenue should be reorganized and substandard houses be demolished.
- Houses in good condition should be retained, either on their existing lots or by removal to adjacent blocks
- Redevelopment on cleared lots is expected to double the density of the area; greater density is possible if row-housing is introduced
- Since area is deficient in schools, one block should be reserved for a new public school and linked to park area
- Redevelopment proposal could result in an increase of approximately 250 units on 36 acres, which would include a school site of three acres and a park of three acres.

Given the amount of vacant land in Rideau Heights, the authors advocated rezoning and the construction of public housing in the neighbourhood to accommodate Kingston's growing population as well as temporarily displaced residents from other areas of the city recommended for redevelopment.

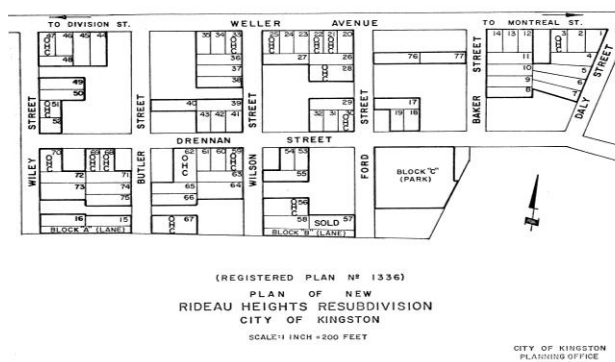


Figure 2: Plan of re-subdivision registered by the City of Kingston in 1966 showing selective redevelopment south of Weller Avenue
Source: Queen's University Archives, City of Kingston Collection

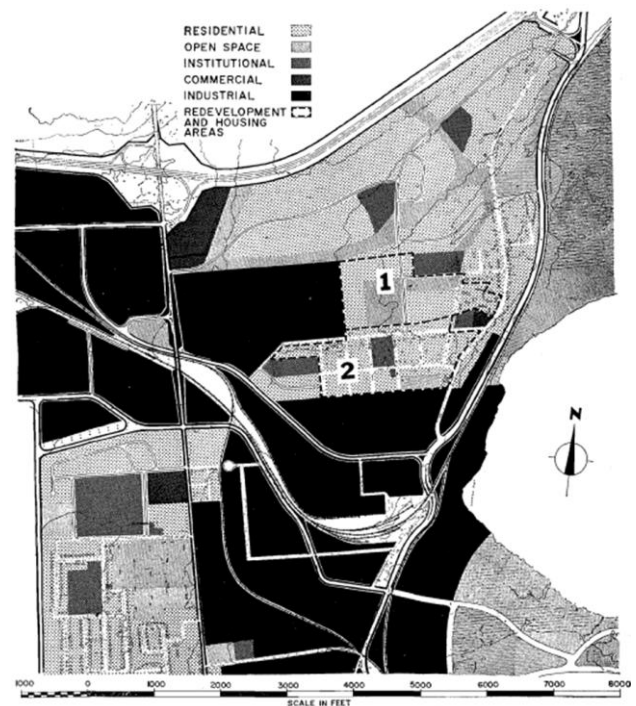


Figure 3: Proposed Rideau Heights land use plan
Source: Stephenson & Muirhead. (1960), ill. 54, pp. 69

Implementation

In 1960 Kingston passed bylaws designating Rideau Heights a redevelopment area. Taking advantage of government funding, Council approved a redevelopment plan in 1963 and submitted an application to help cover the cost of the plan in 1964.¹⁰⁷ A plan of resubdivision for the first phase of the redevelopment south of Weller Avenue and east of Wiley Street was registered in 1966.¹⁰⁸

Most of the redevelopment occurred between 1966 and the late 1970s. By 1978, Montreal Street was realigned, the railway underpass was eliminated and the quarry on Division Street was closed. Local media praised the new Rideau Heights, calling it "a model of redevelopment".¹⁰⁹ As it was based on selective clearance, the *Study* provides an example of a more thoughtful and sophisticated urban renewal plan than many redevelopment plans proposed at the time.

¹⁰⁷ City of Kingston (1964), *Application for Federal and Provincial Assistance: Redevelopment of "Rideau Heights"-Kingston*. Kingston, ON, City of Kingston.

¹⁰⁸ City of Kingston Planning Office (1966), *Registered Plan No. 1336 Plan of New Rideau Heights Resubdivision* in Box 2/26 City of Kingston Rideau Heights Redevelopment 1965-1967, Queen's University Archives, City of Kingston Collection.

¹⁰⁹ Dawson op. cit., 17

¹⁰⁶ Ibid., 67-69

1960 Planning Study of Kingston: Redevelopment of the North End

KRIS NELSON

Introduction

In 1955, a Committee on Housing was established to review the living conditions in Kingston's North End. The committee concluded that redevelopment of select areas within the city could not be viewed in isolation and Gordon Stephenson was retained to complete a comprehensive study of Kingston. Over a two-year period, Stephenson worked alongside George Muirhead, a municipal planner, and in 1960 *A Planning Study of Kingston, Ontario* was completed.¹¹⁰ A major component of the study focused on the removal and prevention of inadequate housing as a means to combat the social ills thought to plague such areas. As identified in the study, Kingston's North End was home to a great deal of substandard housing and social problems at the time.¹¹¹

North End Redevelopment

In completion of the study, Stephenson and Muirhead conducted a comprehensive survey, highlighting a connection between substandard housing conditions and social problems. To display this correlation, the survey explored social indicators and reviewed the overall condition of dwellings in the study area. Findings from the survey provided the basis for their redevelopment recommendations.

Data obtained from different governmental departments was analyzed to determine the distribution of social problems. Once mapped, the incidence of welfare, juvenile court, and police cases was alarmingly concentrated in the North End.¹¹² Correspondingly, intensive field studies were conducted to determine the condition of individual dwellings. Of the 2849 dwellings that were surveyed in the study area, 322 were determined to be substandard. A significant portion of these dwellings were located in the North End, underscoring the interrelationship thought to exist between inadequate housing conditions and social ills.¹¹³ This resembled doctrine established by the Congrès International d'Architecture Moderne (CIAM) and one of its key representatives, Le Corbusier, whom Stephenson

studied under from 1930 to 1932.¹¹⁴ Based on their findings, Stephenson and Muirhead provided recommendations to remedy the problem of poor housing conditions and the associated social ills.

The mixture of residential, commercial and industrial land uses was believed to have a detrimental impact on housing conditions.¹¹⁵ Stephenson and Muirhead believed the presence of incompatible uses in residential areas caused property owners to neglect maintenance, as they felt "...change to commercial use (was) inevitable".¹¹⁶ The study recommended the separation of land uses through the adoption of distinct zoning by-laws.¹¹⁷ In conjunction with zoning by-laws, an additional preventative regulatory measure was also recommended.

Data collected from extensive field studies indicated that many dwellings in the North End were overcrowded, unsanitary and poorly maintained. However, the inadequate housing was not concentrated within large slum areas, but was scattered across the North End. As such, a minimum standard housing code was proposed to ensure necessary maintenance was completed, and, most importantly, that occupants lived in safe and sanitary spaces. Moreover, the study recommended that community participation be encouraged by government to guarantee these standards were being upheld. The purpose of these preventative measures was to thwart the "...needless deterioration of housing areas...".¹¹⁸ Recommendations to deal with existing inadequate housing were also prescribed.

Of the total 230 acres within the five sections, just less than 13 acres were recommended for redevelopment.¹¹⁹ A proposal to remove and replace only a select few dwellings was in stark contrast to redevelopment practices of the time. Canada's first and largest redevelopment project, Regent Park, in central Toronto, highlights this contrast.

¹¹⁰ Stephenson, G. and Muirhead, G. (1960), *A Planning Study of Kingston, Ontario*, Kingston, ON, The City of Kingston, 30

¹¹¹ Ibid, 42-65.

¹¹² Ibid, 42-47.

¹¹³ Ibid, 54-61.

¹¹⁴ Sert, J.L. (1942), *Can Our Cities Survive? An ABC of urban problems, their analysis, their solutions*, Cambridge, MA, Harvard University Press, 242-249.

¹¹⁵ Ibid, 49.

¹¹⁶ Ibid, 30.

¹¹⁷ Ibid, 62-64.

¹¹⁸ Ibid, 64.

¹¹⁹ Ibid, 62.

Over an eleven-year span, entire blocks of existing housing were cleared and replaced with over 2,000 public housing units.¹²⁰ In 1956, an article written by Senator David Croll supported such redevelopment projects: “There are too few Regent Park housing projects and many pigeon holes filled with reports and recommendations as to what should be done”.¹²¹

Opposition to this style of redevelopment quickly emerged. In *The Death and Life of Great American Cities*, Jane Jacobs attacks such redevelopment practices, arguing slum clearance and rebuilding accomplishes nothing but expensive duplication.¹²² Stephenson and Muirhead shared this view, indicating that clearance and rebuilding of entire areas is a “...costly and disruptive procedure”.¹²³ Many of the recommendations within the study can be seen today in Kingston.

Implementation

Although the 1960 Kingston study was not officially adopted by City Council, it has influenced the development and redevelopment of Kingston over the past half century. For example, in October 1967 one of the key recommendations from the study finally came to fruition.¹²⁴ A housing code by-law was passed, setting minimum standards for maintenance and safety. Additionally, much of the selective replacement proposed within the study for the North End has occurred. Observation indicates the mixture of housing ages and reflects selective replacement of individual units, opposed to complete clearance. Many units surveyed during the 1950s still exist in the redevelopment areas, as demonstrated by Figures 1 and 2.

Moreover, the sporadic intrusion of industrial uses in residential neighbourhoods in the North End has been eliminated. However, this division did not happen immediately. In 1974, residents of the North End participated in a Neighbourhood Improvement Program (NIP). The Program involved 79 blocks located north of Princess Street.¹²⁵ One of the common recommendations was the removal of an

industrial scrap yard encircled by residential uses, echoing the division of land uses recommended by the 1960 study.



Figure 1: 131-133 Colborne St in 1955. Land Use Survey classified the duplex to be in good condition
Source: *Photographs Land Use Survey '55*. Retrieved from the City of Kingston Archives at Queen's University Archives



Figure 2: 131-133 Colborne St 50 years later. Same duplex structure remains but has gone through external upgrades
Source: Kris Nelson. Photo taken on November 3, 2010

Conclusion

The 1960 Kingston Study was born out of recognition of deficient housing in the North End. Its composition was comprehensive and it ventured to solve the interrelationship between social ills and inadequate housing. In the end, recommendations for the North End focused on redevelopment that preserved the housing stock through selective replacement, as much as possible, and protected the remaining housing stock through regulation.

¹²⁰ Hodge, G. and Gordon, D.L.A. (2008), *Planning Canadian Communities: An Introduction to the Principles, Practice, and Participants*. Toronto, ON, Nelson, 114.

¹²¹ Croll, D. A. (1956), ‘The objectives of redevelopment in Canadian Cities’, *Community Planning Review* 5,3, 145.

¹²² Jacobs, J. (1961), *The Death and Life of Great American Cities*, New York, NY, Vintage Books, 393.

¹²³ Stephenson and Muirhead, op cit., 64.

¹²⁴ French, O. (27 October, 1967), ‘Most of Stephenson-Muirhead proposals are reality’ *Kingston Whig Standard*.

¹²⁵ Robson, Freeman, ed. (1974), *N.I.P Area Needs: A Collection of 79 Block Reports to Display The Needs for the Neighbourhood Improvement Program in North Kingston's N.I.P Area*, Kingston, ON, Little Nippers.

The Authority of Le Corbusier in Stephenson's *Planning Study of Kingston*

KYLE GONYOU

“Restoration of the waterfront area between City Hall and Shoal Tower and the development of much needed marina facilities should do much to make the City's front door once more a scene of activity.”¹²⁶

With the glorious history of Kingston's maritime and military past, Gordon Stephenson (1908-1997) found historical precedents for his planning initiatives. Beginning in the seventeenth century, Kingston's position as a trans-shipment and mercantile economy dominated Upper Canada. As the capital of Canada moved from Kingston to Montreal in 1844 and the British military withdrew in the 1870s, Kingston sank into an economic depression. As a result, the central business district (CBD) was left untouched from continued economic development and a nineteenth-century downtown environment remained relatively intact.

Stephenson focused on the role of City Hall and its adjacency to the waterfront area as a source of civic identity for the city of Kingston. This was to act as a catalyst for area redevelopment. He found the area dominated by an ill-used rail yard and portico-less City Hall surrounded by derelict industrial warehouses dating from the 1830s-1920s. Through his training in Liverpool and Paris, Stephenson sought to restore order to Kingston's waterfront through a scheme of urban renewal.

Stephenson, the son of a Liverpoolian policeman, was fortunate to receive a scholarship to study at the Institut d'Urbanisme de l'Université de Paris between 1930-1932 to compliment his studies at the University of Liverpool. While studying at the Institut d'Urbanisme in the evenings, he spent his days working in the atelier of the French master Le Corbusier (1887-1965). It was in his studio that Stephenson gained his formative sense of urban renewal and planning based in the 1933 Congrès International d'Architecture Moderne (CIAM) Athens Charter of the 'functional city' and modernist aesthetic.

“Biology of a town must conform specifically to its function.”¹²⁷

Living, working, recreation and circulation as the basic unit of urban organization formed the analytic background of location-specific study. By focusing on the city in relation to site, Le Corbusier was able to assert the role of expert planner in his Plan Obus (1933) for Algiers. Through first-hand experience of location, nodes of culture and historical vernacular associations were understood as a self-defined natural order and coherence.¹²⁸ For Algiers, few buildings of significant architectural value existed. Thus, Le Corbusier proposed an urban renewal scheme to accommodate an increase in population, yet maintain the local culture of French colonial Algeria.

In this location-specific understanding, clearance was identified as necessary to augment the urban fabric to meet the goals of the planner. As outlined in the Athens Charter, Le Corbusier and the CIAM were opposed to clearance schemes without justification. “Works of architectural values should be safe guarded... if they express a former culture and if they respond to general interest... provided that their conservation does not involve the acceptance of low living standards by the population.”¹²⁹ While Le Corbusier utilized clearance in his Plan Obus for Algiers, Stephenson embodied the principles of the Athens Charter in the *A Planning Study of Kingston, Ontario* (1961) in the selective clearance of derelict or substandard buildings.

Beginning with a statistical, demographic, and economic analysis of the area, as well as local building inventory, Stephenson determined the relationship between living, working, recreation and circulation. Inequity in development would shift attention from the traditional CBD to the newly

¹²⁶ Gordon Stephenson and George Muirhead (1961) *A Planning Study of Kingston, Ontario*, Kingston: City of Kingston. p.8.

¹²⁷ Le Corbusier (1929) *The City of To-Morrow and Its Planning*, Cambridge, MA: MIT Press. p.56.

¹²⁸ Alan Colquhoun (2002) *Modern Architecture*, Oxford, UK: Oxford University Press. . p.149. Le Corbusier (1929). p.80. Stephenson (1958) “Human Values and Urban Growth,” *Community Planning Review* 8,1, Eric Beecroft, ed., March. p.5.

¹²⁹ Le Corbusier (1948) *Concerning Town Planning*, London: Architectural Press, 1948. p.62. CIAM (1933) *Athens Charter*, Articles 65-67.

annexed west-end of Kingston. Furthermore, an inequity in the tax base was identified, providing legitimacy for associated costs to redevelopment.¹³⁰ From this, Stephenson would proceed with a historical analysis. Drawing from Patrick Geddes' *Cities in Evolution* (1915), "... we should never be able to plan without making historical studies."¹³¹ The emphasis on historical study was necessary to determine whether Le Corbusier's method of 'surgery' (selective clearance) or 'physic' (entire area clearance) would be necessary for Kingston's urban renewal.

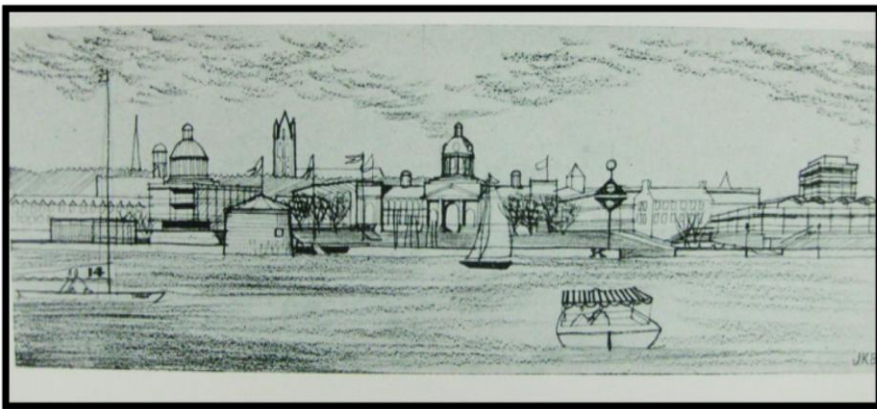


Figure 1: A sketch from Stephenson and Muirhead's *A Planning Study of Kingston, Ontario* (1960) showing the proposed redevelopment of waterfront and City Hall area (ill. 107, pp. 94)

"Much of the land they [industrial buildings] occupy could be used for much more valuable Waterfront development such as marinas, and hotels (or motels) and this would, in turn, encourage redevelopment of the lower Central area."¹³²

Interested in reviving the maritime culture of Kingston's past, Stephenson concentrated the redevelopment scheme on the waterfront area, a turn to prompt further economic redevelopment throughout the CBD.¹³³ He focused on removing the rail yard from the waterfront (see rear cover) and restoring City Hall's portico (removed in 1957 and ground up into gravel for road-works).¹³⁴

To Stephenson, City Hall embodied the cornerstone of Kingston's civic culture; its restoration of prestige was essential to the overall character of Kingston. Stephenson and George Muirhead envisioned a festival arts centre that could occupy abandoned industrial buildings that would become an important place for people to gather and congregate, as well as a civic marina to dock pleasure craft on Lake Ontario (Figure 1).

The vista stretching across Lake Ontario to Wolfe Island, and capturing Shoal Tower, Fort Frederick, Fort Henry and Cathcart Tower, was lost to unsightly freight cars and railway sheds. As directed by Le Corbusier, the biology of a town must conform to its function. If Kingston's heritage of transportation would remain important to its character, and a shift to tourism and boating would capture that essence. As Market Battery had created a frontispiece to City Hall in the mid-nineteenth century, a civic park at the foot of City Hall would create a lakefront forecourt. Reminiscent of Baroque masterpieces such as Bernini's St Peter's Square, Rome, this forecourt would be appropriate for the keystone civic institution of City Hall in a city as grand as Kingston.

As identified in "Report of the Committee on Waterfront and Downtown Redevelopment Kingston, Ontario" (1964) the "waterfront park" (now known as Confederation Basin Park) became part of the city's Centennial plan, as well as the necessary restorations to City Hall and waterfront properties. Based in the technical background from his apprenticeship with Le Corbusier, Stephenson was able to produce the necessary plans to restore civic monuments important to Kingston's historic function as a trans-shipment centre. His comprehensive plan was forward thinking and respectful of Kingston's heritage, leaving a waterfront legacy that is appreciated today.

¹³⁰ Stephenson and Muirhead (1961). p.79.

¹³¹ Gordon Stephenson (1958) "Some thoughts on the Planning of Metropolitan Regions," *Papers and Procedures of the Regional Science Association* 4, p.31.

¹³² Stephenson and Muirhead (1961). p.9.

¹³³ Ministry of Town and Country Planning (1947) *The Redevelopment of Central Areas*, London: His Majesty's Stationary Office. p.73. Gerald Dix (1997) "The Compassionate Planner," *Town Planning Review* 86, 3, p.vi.

¹³⁴ Arthur Lower (1958) *Canadians in the Making: a Social History of Canada*, Toronto: Longmans Green. p.230.

1960 Planning Study of Kingston: The Central Business District & the Market Square

ALI IKRAM

In *A Planning Study of Kingston, Ontario*, Gordon Stephenson and George Muirhead astutely observe that the vitality of a city's Central Area is often indicative of the health of that city and that a "declining or diseased Central Area" will hurt the city's economic and social viability.¹³⁵ The disease that was affecting Kingston's Central Area at that time was severe enough for the *Study* to repeatedly use the words 'serious blight' when describing the decay and rot that had set into the Central Business District (CBD) and the area around the Market Square. This paper will attempt to elaborate on some of the problems affecting Kingston's CBD at that time, as identified by the *Study*, and the solutions offered by the *Study*.

Problems identified by the Study

Among the more serious threats affecting the CBD was the flight of Kingston's residents to new developments in recently annexed parts of the city.¹³⁶ This movement of consumers, as well as their preference to shop at the new suburban malls, meant a serious decline in the traditional consumer base that the CBD depended upon. At the same time, decay had set into a large number of downtown buildings which was attributed by the *Study* to a weak zoning code that allowed commercial use to infiltrate areas zoned for residential use. By allowing businesses to establish themselves in lower-priced residential areas, the City indirectly encouraged residential property owners to neglect the upkeep of their properties as they hoped to instead profit by selling their properties to commercial establishments. In this manner the CBD lost both business owners as well as the potential for regeneration that new development often brings.¹³⁷

When Kingston's residents did choose to visit the CBD, the lack of available parking was a significant hurdle they had to overcome.

Ironically, while the CBD had a great deal of unused land at its disposal, the weak zoning code identified by the *Study* had allowed businesses to establish themselves on large lots originally zoned for residential use. This resulted in inefficient land use and a great deal of wasted space.¹³⁸

Traffic flows to and from the CBD were another significant problem identified by the *Study*. Brock St. and Queen St. experienced severe congestion during the morning rush hour, while Princess St experienced a peak during the afternoon and on weekends.¹³⁹ Inefficient on-street parking, unsynchronized traffic signals, and the lack of extensive public transit, all contributed to severe congestion and uneven traffic flows within the CBD.

Solutions offered by the Study

In spite of all these problems identified, the *Study* recognized the latent potential for Kingston's CBD to become a "stimulating and enticing shopping district", and perhaps even "one of the finest and most unique in Canada".¹⁴⁰ The *Study* envisioned using redevelopment around City Hall as an anchor to stabilize the bottom part of the CBD as well as the starting point for the regeneration of the rest of the area.

One of the first things the *Study* advocated for was the overhaul of the zoning code and the need to establish a clear, demarcated boundary for the CBD. According to the *Study*, this was necessary in order to prevent further infiltration of commercial uses into surrounding residential neighborhoods. A clear buffer was also needed to differentiate the northern border of the CBD and all the blocks along Princess St. between Division St. and Ontario St., should be zoned only for commercial use and parking. To address the parking scarcity, the *Study* recommended land acquisition on a priority basis and investment in multi-storey parking garages. In fact, the proposed land use map for the CBD had a parking garage towards the rear of almost every block along Princess Street.¹⁴¹

¹³⁵ Stephenson, G. and Muirhead, G. (1960), *A Planning Study of Kingston, Ontario*, Kingston, ON, City of Kingston, 76.

¹³⁶ *Proposed Official Plan for the Old City of Kingston* (1964-1965), Kingston, ON, City of Kingston, 7.

¹³⁷ Stephenson and Muirhead op cit., 33.

¹³⁸ Ibid, 33.

¹³⁹ Ibid, 80.

¹⁴⁰ Ibid, 34.

¹⁴¹ Ibid, 85.

In order to improve traffic flows, the *Study* encouraged converting a number of streets, including Johnson, Brock, and Queen Streets, into one-way streets and to close off sections of Clergy and Montreal Street to vehicular traffic.¹⁴²

Some of the more interesting solutions proposed by the *Study* concerned the aesthetics of the CBD, and how to improve pedestrian flows without compromising traffic flow. In addition to new pedestrian walkways, malls, and arcades, the *Study* proposed elevated walkways at Queen St. and Wellington St., across Queen St. at King St., and across Princess St. at Montreal St., in order to aid pedestrian movement across busy streets without hampering traffic.¹⁴³

In terms of aesthetics, renderings of Princess St and the Market Square from the *Study* show small, well-placed shop signs, wide and uncluttered sidewalks, and well designed and purposefully placed street furniture (See Figure 1). The *Study* also advocated reserving the Market Square for pedestrian use on non-market days rather than unimaginatively using it as an “automobile storage area” (See Figure 2).¹⁴⁴

Interestingly enough, unlike many of the planners of his day, Stephenson did not advocate tearing down all the buildings and starting from scratch. Instead he advocated sensitively redeveloping around buildings that possessed much architectural and historical significance.

The *Study* also proposed a Floor Area Ratio (FAR) of 3.0 for the CBD (reduced from an existing FAR of 6.0) to preserve the Kingston skyline as well as limit development to a more pedestrian scale.

It is important to appreciate the impact that this *Study* had on the development of Kingston’s Central Area. While some proposals, such as pedestrian bridges, were thankfully ignored, many ideas from the 1960 *Study* inspired the city’s planners over the coming decades. For example, the Market Square is no longer used as a parking lot, and the buildings within the CBD are protected and appreciated for both their historic and aesthetic value.

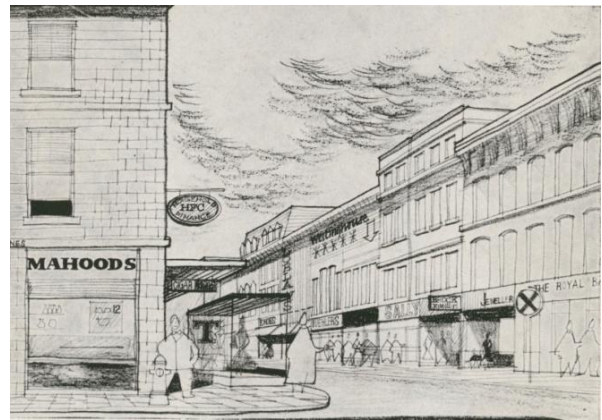


Figure 1: Proposed redevelopment of Princess Street
Source: *A Planning Study of Kingston, Ontario* by Stephenson and Muirhead. (1960), ill. 91, pp. 88



Figure 2: Market Square used for parking
Source: *A Planning Study of Kingston, Ontario* by Stephenson and Muirhead. (1960), ill. 92, pp. 89



Figure 3: Proposed redevelopment of the parking lot for a permanent Market Square
Source: *A Planning Study of Kingston, Ontario* by Stephenson and Muirhead. (1960), ill. 93, pp. 89

¹⁴² Ibid, 81.

¹⁴³ Ibid, 81.

¹⁴⁴ Ibid, 89.

1960 Planning Study of Kingston: Sydenham Ward

MICHELLE NICHOLSON

Introduction

The 1960 *Planning Study of Kingston, Ontario* by Gordon Stephenson and George Muirhead was undertaken as an urban renewal study, with an initial focus on Rideau Heights. However, Stephenson and Muirhead expanded the scope of the study to cover Kingston and region, including the historic Sydenham Ward. While at the time of the study the Sydenham Ward appeared in a state of decline, the atypical proposals fashioned by Stephenson and Muirhead have helped transform the area into what is now one of the most cherished districts of Kingston.

Problems and Promise of the Sydenham Ward

The Sydenham Ward, bounded by Barrie, Johnson and King Streets, was one of the earliest areas of residential settlement in Kingston. The majority of the housing stock existed before 1865, and the oldest homes date to pre-1815.¹⁴⁵ By 1960, the Sydenham Ward had entered a state of decline, with many of the buildings in disrepair and subject to considerable overcrowding. Families were leaving the area, with single family homes being increasingly transformed into student and tenement housing. The decline experienced in the Sydenham Ward was common of many older, inner city residential neighbourhoods of the period, as it was thought that proximity to the downtown led to the infiltration of undesirable uses and the subsequent decline of residential areas.¹⁴⁶ Declining residential areas were of particular concern due to the perceived association between poor housing conditions and a variety of social ills. Stephenson and Muirhead represented this association through a series of maps detailing the spatial agglomeration of various social ills, many of which were concentrated in the Sydenham Ward. While much of the area appeared in decline, some buildings remained in good condition. However, these buildings were often overshadowed by a negative public perception of the area. Stephenson and Muirhead saw past the mask of decay typically associated with the Sydenham Ward, referring to the area as, “a residential area of most unusual charm and character...typical of all that is best in Kingston”.¹⁴⁷

While public perception saw the Sydenham Ward as a ‘slum’, Stephenson and Muirhead found considerable potential in the area. Proximity to City Park, the University, the Waterfront and the downtown offered amenities they saw as promising for future prosperity of the Sydenham Ward.¹⁴⁸ The diverse architectural character of the neighbourhood captivated Stephenson, a student of civic design, and he developed an affinity for the area. Stephenson and Muirhead acknowledged the distinctiveness of the Sydenham Ward, claiming it made Kingston: “one of the few cities in which it is still possible for families of all kinds to live downtown. In fact there are not many suburbs to equal the quality and character of the Old Sydenham Ward”.¹⁴⁹

Proposals for the Sydenham Ward

While Stephenson and Muirhead acknowledged the presence of ‘bad housing’ in the Sydenham Ward and the social challenges associated with blight, their proposals for redevelopment differed from traditional urban renewal schemes of the time. Stephenson and Muirhead made two proposals for the Sydenham Ward. Both proposals included retaining much of the existing housing stock, and were accompanied by maps representing houses that should be preserved for ‘architectural or heritage’ reasons.¹⁵⁰ The initial proposal centred on leaving the existing housing stock where revitalization was possible and redeveloping one block bounded by Wellington, Earl, Bagot, and William Streets (See Figure 1). This site was to be replaced by low rise apartments, built in a Modernist style, intended for the middle-class and professionals. It would also provide additional off-street parking. Alterations were proposed to the existing street grid in an effort to reduce through traffic. Application and enforcement of ‘good by-laws’ were viewed as essential to the proposal to improve the standards of the existing housing stock. A second proposal for the Sydenham Ward was intended to build on this initial proposal (Figure 2).

It suggested further alterations to the existing street grid to further limit traffic flow, and included increased provision for off-street parking located in the interior of each block. Stephenson and Muirhead also provided some principles to be considered in any future redevelopment. These principles included:

¹⁴⁵ C. Bray and Associates (2010), *Old Sydenham Ward Conservation District Study*, Kingston, ON, City of Kingston.

¹⁴⁶ S. Pickett (1957), ‘Planning and Urban Renewal’, *Community Planning Review* 7.3, 130.

¹⁴⁷ Stephenson, G. and Muirhead G. (1960), *A Planning Study of Kingston, Ontario*, Kingston, ON, City of Kingston, 7, 32. Copies held at the W.D. Jordan Library at Queen’s University

¹⁴⁸ Ibid, 38.

¹⁴⁹ Stephenson and Muirhead, op cit., 7.

¹⁵⁰ Ibid, 71.

ensuring that the streets serve a local function and may be used as additional parking for residents and visitors, removal of blighted houses and replacement by more contemporary structures, and also the introduction of small park-like spaces to complement existing nearby parks in the provision of open space.¹⁵¹

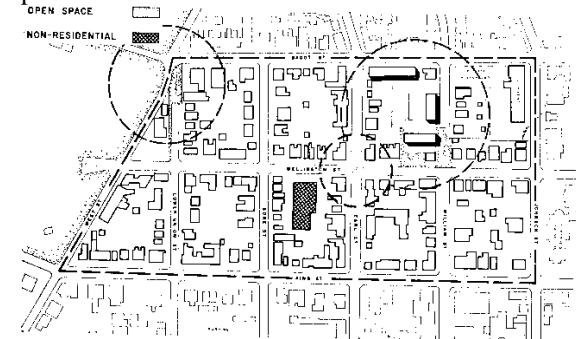


Figure 1: Initial proposal for Sydenham Ward redevelopment
Source: Stephenson and Muirhead. (1960), ill. 63, pp.73

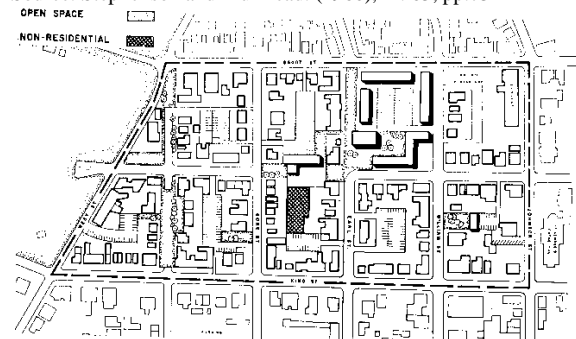


Figure 2: Second proposal for Sydenham Ward redevelopment
Source: Stephenson and Muirhead. (1960), ill. 64, pp. 73

In addition to these two proposals, a variety of more generalized improvements were recommended. While minor commercial infringement had entered the residential neighbourhood of the Sydenham Ward, much of the area was actually zoned for commercial use. Stephenson and Muirhead referred to such zoning as ‘unwise’ and advocated it be removed to preserve the residential character of the area. Stephenson and Muirhead also advocated for preservation of many of the buildings of varying architectural styles in the Sydenham Ward, claiming: “balance can only be retained by preserving the majority of the buildings, particularly where they form a group”.¹⁵² The establishment of a by-law was encouraged to maintain architectural character. Neighbourhood conservation techniques were proposed through the creation and enforcement of housing standards and the formation of a neighbourhood association. It was proposed that much of the current housing stock could be revitalized to help transform the Sydenham Ward into

an attractive and successful neighbourhood, thereby allowing it to capitalize on its architecturally rich housing stock and make use of existing amenities including proximity to parks, the waterfront, the University, and the downtown.

The Sydenham Ward and the Present

In 2010, the Kingston City Council made the first step towards classifying the Sydenham Ward as a heritage conservation district. While it has taken fifty years for Stephenson and Muirhead’s proposed conservation to begin to become legislation, several recommendations for the Sydenham Ward have been realized. Limited redevelopment occurred on the block of Wellington, Earl, Bagot and William Streets, with Modernist low rise apartment buildings and associated parking replacing the existing housing stock, somewhat similar to the development proposed by Stephenson and Muirhead. While the proposed changes to the existing street grid, and the establishment of more off-street parking and open space were not followed, the principles of conservation were. A housing standards by-law was passed and a neighbourhood group, the Sydenham Ward Tenants and Ratepayers Association was formed. The Sydenham Ward has transformed from a blighted area commonly perceived to have outlived its use value, to what is now one of the most esteemed and cherished areas of Kingston. Forty years later, Stephenson and Muirhead’s Kingston Study is regarded as having led to the present movement to conserve the Sydenham Ward, shaping attitudes towards the area, and exposing the potential hidden beneath the decay.¹⁵³ Stephenson was proud of his contribution to the Sydenham Ward, and the impact it had on shaping public perceptions.¹⁵⁴

Conclusion

The proposals made by Gordon Stephenson and George Muirhead in the 1960 *Planning Study of Kingston, Ontario* helped to begin a transformation of public perception regarding the Sydenham Ward. Through proposals of conservation that were atypical of the prevailing Modernist ideologies of the time, they helped draw attention to the rich architecture of the Sydenham Ward and helped to change public perceptions, such that the neighbourhood has revitalized and become a beloved part of Kingston. The 2010 move by City Council to begin the process of the designation of the Sydenham Ward as a heritage conservation district symbolizes the culmination of a process of recognition of its character that began fifty years earlier.

¹⁵¹ Stephenson and Muirhead op cit., 71.

¹⁵² Ibid, 70.

¹⁵³ Bray op cit.

¹⁵⁴ G. Stephenson letter to G. Muirhead March 7, 1961.

1970 Sydenham Ward Urban Renewal Scheme

YOUKO LECLERC-DESJARDINS

“Wedged between City Park and the Central Business District is a residential area of most unusual charm and character known as Old Sydenham Ward” (Stephenson & Muirhead, 32).



Figure 1: Map of the Sydenham Ward Urban Renewal Scheme
Source: Old Sydenham Ward, Wyllie et al, Fig.21

The 1970 *Sydenham Ward Urban Renewal Scheme* prepared for the City of Kingston, by Wyllie, Ufnal, Weinberg & Scheckenberger was an atypical urban renewal project. Wyllie et al were heavily influenced by principles of Modernism, and by extension, ideas regarding the City Scientific, urban renewal and the neighbourhood unit. The Sydenham Ward scheme was unlike most urban renewal plans in that it espoused forward-thinking ideas of heritage conservation, originally set out by Gordon Stephenson and George Muirhead in their 1960 *Planning Study of Kingston*.

The study site for the Wyllie et al scheme can be divided into two principal areas; the historic residential district of the Old Sydenham Ward and the formerly industrial waterfront. This section will reveal which ideas influenced the authors' recommendations for the Old Sydenham Ward.

A Modern Plan

In 1933, the Congrès International d'Architecture Moderne (CIAM) met in Athens and drafted the Athens Charter. This charter laid out the guiding principles of Modern planning.

Modernist planners feared that blighted housing, caused by overcrowding and poorly maintained buildings, functioned as a cancer in cities, and one of their goals, laid out in the Athens Charter was to combat urban blight. By mixing housing densities, replacing so-called obsolete buildings with modern apartment blocks, and ensuring that dwellings were sited on the best land with maximum exposure to sunlight, urban blight could be halted and even reversed.¹⁵⁵ Wyllie et al wanted to see obsolete houses demolished and replaced with modern buildings that would not conflict with the overall streetscape in the Old Sydenham Ward.¹⁵⁶

Wyllie et al's advice to preserve the heritage character of Old Sydenham was largely inspired by Gordon Stephenson and George Muirhead. Stephenson and Muirhead described a plan for historic preservation in Old Sydenham Ward in their 1960 *Planning Study of Kingston*¹⁵⁷ which proposed the demolition of only one city block, in contrast with the absolute replacement advocated by other urban renewal projects in the 1950s and 1960s. The Wyllie et al study instead recommended more selective redevelopment throughout the Old Sydenham Ward, by replacing blighted dwellings in the area with modern buildings or open spaces.

Their intention was to foster a communal identity in the neighbourhood. In a modern urban renewal project, open spaces could function as parks for pedestrians, as well as parking spaces for vehicles, and either type of space was thought to promote social interaction.

City Park, on the Ward's western boundary, served Wyllie et al's intentions quite nicely. The park was, and is, an ideal green space in the Old Sydenham Ward which serves as a natural boundary separating the district from Queen's University to the west. The park is easily accessed by residents throughout the area since many streets passed close to, or even ended at, the park.

¹⁵⁵ Sert, J.L. (1942) *Can Our Cities Survive?* (Cambridge UK, Harvard University Press), 247.

¹⁵⁶ Wyllie, Ufnal, Weinberg & Scheckenberger. (1970) *Sydenham Urban Renewal Scheme* (Kingston ON), 47. (copy available in the Jordan Library at Queen's University)

¹⁵⁷ Stephenson G. & Muirhead G. (1961) *A Planning Study of Kingston, Ontario*. (Kingston ON), 70.

More importantly to Modern planners like Wyllie et al, City Park was a place that offered relief from the dense urban development and which could be used as a “week-end recreation [centre]”¹⁵⁸ for families.

Most industrial use in the Sydenham Ward had been confined to the waterfront, and few commercial businesses had encroached into Old Sydenham Ward by the time of the 1970 study. Stephenson and Muirhead noticed that institutions, such as the hospital, churches and the custom house, functioned as a barrier protecting Old Sydenham Ward from commercial intrusion.¹⁵⁹ Despite this barrier, some land in Sydenham Ward had been zoned for commercial development¹⁶⁰. Wyllie et al planned to further separate residents from commercial establishments by restricting commercial development to the waterfront, and re-organizing the layout of the streets in the Old Sydenham Ward to make the area undesirable to commercial interests.

Traffic Calming

Wyllie et al saw an opportunity to develop a hierarchy of streets in the Old Sydenham Ward, which was built on a traditional grid pattern. Where Muirhead and Stephenson wanted to make small adjustments to the streetscape to reduce through-traffic,¹⁶¹ Wyllie et al proposed a more dramatic implementation of the street hierarchy, by turning the majority of streets in Old Sydenham Ward into small culs-de-sac divided by “parkettes”. Parkettes would be interconnected, and would also connect to parking lots in the center of each block to form a pedestrian parkway. The parkway would end with a foot-bridge over the main arterial, Ontario Street, to the waterfront, permitting pedestrians to cross the Old Sydenham Ward without having to cross any major roads at ground level.¹⁶²

Wyllie et al also conducted surveys of the parking availability in the Old Sydenham Ward, and concluded, much like Muirhead and Stephenson,¹⁶³ that there were inadequate facilities to meet the needs of the residents. Furthermore, Wyllie et al felt that the prevalence of on-street parking was unpleasant and conflicted with the pedestrian-friendliness of the Ward. The authors felt that by expanding the amount of parking in the center of city blocks, and making these areas aesthetically-pleasing, they could create a delightful environment for pedestrian traffic.

Future of Old Sydenham Ward

Wyllie et al developed a modern urban renewal plan for Kingston’s Old Sydenham Ward, which was heavily influenced by their predecessors George Muirhead and Gordon Stephenson. Wyllie et al sought to balance their instincts for modern development with their appreciation for the historic character of Old Sydenham Ward. Inspired by the CIAM and incorporating select elements from the Parks movement, the Neighbourhood Unit, and Comprehensive Planning, Wyllie et al proposed a scheme that would have dramatically altered the layout of the streets while preserving the aesthetic quality of the historic streetscape.

Carl Bray and Associates completed a Heritage Conservation District study of the Old Sydenham Ward in 2010 in order to ascertain the viability of granting the Ward an official heritage designation. Bray’s report largely supported the positions of Muirhead and Stephenson, and of Wyllie et al in that he described the quality of Old Sydenham Ward as deriving from the overall character of the area and that it should thus be preserved.¹⁶⁴ An official heritage designation for the Old Sydenham Ward would fulfill one of the primary objectives of the 1970 *Sydenham Ward Urban Renewal Scheme*; to establish a historic district to control the conditions of future development.

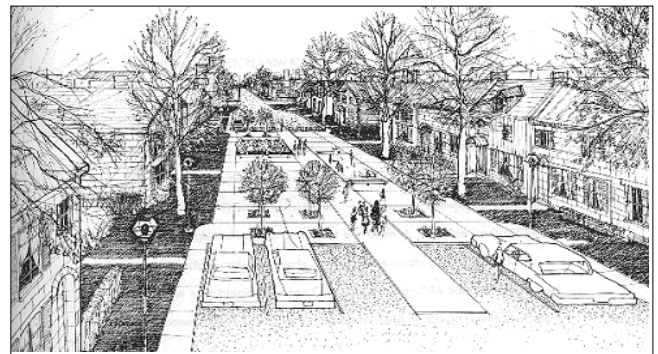


Figure 2: Sketch of the proposed renewal plan for Sydenham Ward, Cul-de-Sac Parkette
Source: Wyllie et al, plate 25

¹⁵⁸ Sert, *op. cit.*, 247.

¹⁵⁹ Stephenson & Muirhead. *op. cit.*, 32.

¹⁶⁰ *Ibid.*

¹⁶¹ *Ibid.*, 73.

¹⁶² Wyllie et al. *op. cit.*, 51-52.

¹⁶³ Stephenson & Muirhead. *Op. cit.*, 72.

¹⁶⁴ Bray, C. & Associates. (2009). *Old Sydenham Heritage Area Heritage Conservation District Study* (Kingston, ON), 118.

1970 Sydenham Ward Urban Renewal Scheme: The Waterfront

JOHANNES BENDLE

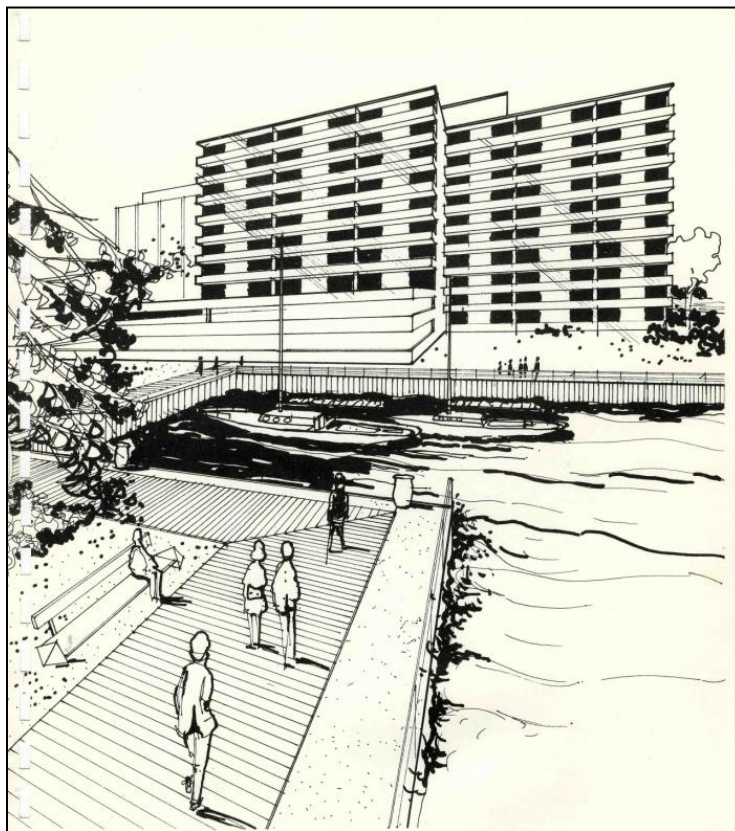


Figure 1: Proposed marina
Source: Wyllie et al, 1970: Fig. 40

Introduction

The *Sydenham Ward Urban Renewal Scheme* was a plan proposed in 1970 by Wyllie Ufnal Weinberg and Scheckenberger Town Planners Limited based in Rexdale, Ontario. In this discussion of the Wyllie et al urban renewal scheme, the reader will recognize a few similarities with Stephenson and Muirhead's ideas for Sydenham Ward (see rear cover). Although the *Sydenham Ward Urban Renewal Scheme* covers the entire Ward, the emphasis here will be on the waterfront aspect of the plan. The waterfront portion lies on the southeast side of King Street in the *Sydenham Ward Urban Renewal Scheme*.

Plan

The 1970 plan proposed a drastic change to the waterfront landscape, including the following:

- i) diversion of Ontario Street to join with King Street;
- i) landfilling of a lake shoal to create a harbour lagoon;
- ii) development of existing waterfront for multiple residential uses, community facilities, offices, shops and convenience stores;
- iii) provision of low and medium density housing of a maximum of 10 storeys and a density of 50 units per acre;
- iv) provision of 600 student housing units and 200 private housing units.¹⁶⁵

¹⁶⁵ Wyllie, Ufnal, Weinberg, and Scheckenberger Town Planners, Ltd. (1970), *Sydenham Ward Urban Renewal Scheme, Kingston, Ontario*, Rexdale, ON, Wyllie, Ufnal, Weinberg, and Scheckenberger Town Planners Ltd., ii.

The 1970 plan recognized the heritage aspect of the area and only limited spot removal and removal of blighting influences was recommended.¹⁶⁶ It called for converting the current industrial land use of the waterfront to residential, community and commercial use. The plan proposed that the northwestern portion of the waterfront provide for a hotel, commercial uses, offices and recreation, all within several blocks of each other. It also proposed a school on Ontario Street and another on the shoal portion of the development.

The plan's alignment of streets and diversity and maximum building heights would also create visual access to the water while preventing overshadowing and thereby maintain solar exposure.¹⁶⁷ Designated streets would efficiently move traffic around the neighbourhood by creating two superblocks resulting in the creation of arterial streets, collector streets, local streets and culs-de-sac.¹⁶⁸ As well, a network of pedestrian ways including a pedestrian overpass across Ontario Street would provide for convenient and safe walking.¹⁶⁹

Implementation

The *Sydenham Ward Urban Renewal Scheme* was to be implemented in two phases over a twenty year period. The first phase consisted of the area northwest of King Street and the waterfront portion east of Ontario Street and south of Lower Union Street. The second phase consisted of the remaining waterfront portion east of King Street and south of Clarence Street.¹⁷⁰

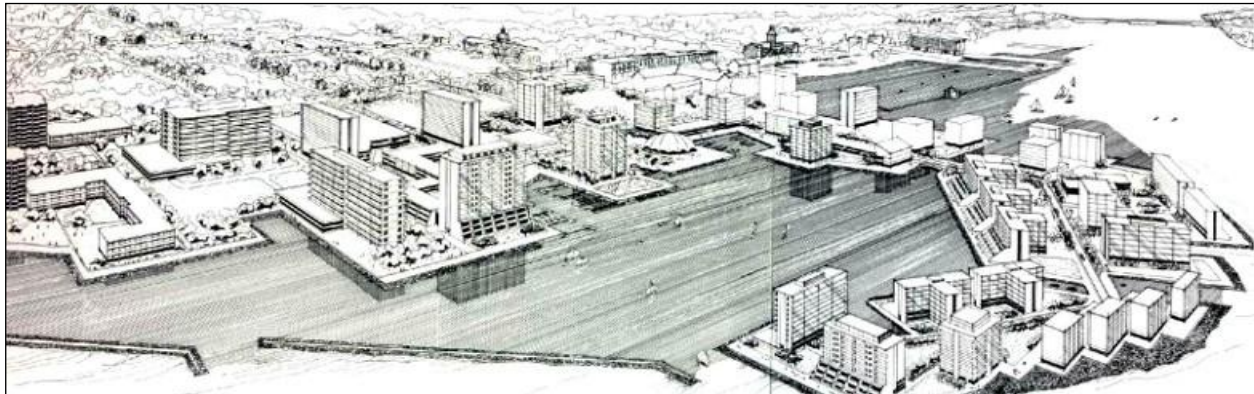


Figure 2. Proposed development for the waterfront area
Source: Wyllie et al, 1970: Fig. 22

When Wyllie et al's urban renewal scheme was proposed in 1970 there had already been a strong critique of Modern planning and more specifically urban renewal. By the end of the 1960s the Canadian experience of urban renewal was such that in 1968 the federal government established a task force to review its housing policy.

The task force conclusions were highly critical of the urban renewal approach and as a result the role that government played in urban renewal changed and its approach shifted to one of neighbourhood rehabilitation.¹⁷¹ However, Wyllie et al's renewal scheme proposed a gentler form of urban renewal for the area north of King Street, which did not seek to demolish large numbers of buildings. But the term urban renewal was still stigmatized, and in the end Wyllie et al's *Sydenham Ward Renewal Scheme* was never completely implemented. The waterfront industries were removed and replaced by high rise apartment blocks, but the clusters of towers on the shoal were never built.

¹⁶⁶ Ibid, 47.

¹⁶⁷ Ibid, 71-72.

¹⁶⁸ Ibid, 51.

¹⁶⁹ Ibid, 52.

¹⁷⁰ Ibid, 55-57.

¹⁷¹ Sewell, J. (1993), *The Shape of the City*, Toronto, ON, University of Toronto Press, 163.

Reflections on the 1960 *Planning Study of Kingston*

DAVID GORDON & MICHELLE NICHOLSON

The *Planning Study of Kingston* was the most comprehensive and wide-ranging of Gordon Stephenson's 1950s-era urban renewal studies. Shortly after it was completed, the study was featured in a special issue of the *Royal Architectural Institute of Canada Journal*, with an introduction by CMHC's urban renewal manager.¹⁷² This article was reprinted by the Community Planning Association of Canada and distributed across the nation as an example of good practice.

One of the reasons that Stephenson was able to accomplish so much in Kingston was that he was not starting from scratch in 1958. Kingston had an unusually active planning culture in the 1950s, partially due to the presence of Queen's University, with professors acting as consultants, members of planning board, municipal staff and even a mayor in Dr. Clifford Curtis. More importantly, the City had hired George Muirhead, as its planning officer in 1955 and the architect-planner John Billingham was retained as a full-time assistant for the study from May 1958 to September 1959.

When Stephenson started work, he was able to collaborate with an unusual number of professional staff for such a small city. Although many Canadian cities had no full-time planners in the 1950s, there were a broad set of background studies available in housing, population, land use and transportation.¹⁷³ The study team was also able to draw on historical scholarship from the local universities¹⁷⁴ and the extensive international planning library assembled by the Queen's Institute of Local Government.

The professional staff, local resources and background studies provided a foundation for a planning study that was considerably more sophisticated than many previous Canadian urban renewal studies, which typically consisted of photographs of an area of distressed housing and a sketch plan for the redevelopment of the neighbourhood.¹⁷⁵

Comparison with Halifax and London Studies

Several common themes are found in Stephenson's planning studies for Kingston, Halifax, and London, but there are many differences between the reports. Although all three cities were mid-sized, they were in different phases of their development. Both Kingston and Halifax had grown early but had reached a point of relative stagnation before beginning to grow again at a steady rate. In contrast, London was one of the fastest growing cities in Ontario during the late 1950s¹⁷⁶.

All three cities had problems with substandard housing. In Halifax, large areas of substandard housing were identified in neighbourhoods like Africville in the northern end of the city. Stephenson proposed redevelopment of these areas to be replaced with higher value land uses and the displacement of residents to new public housing in outlying areas. Kingston had some substandard housing in Rideau Heights, located at the north-eastern edge of the City, and also some smaller pockets in Sydenham Ward. London experienced limited substandard housing development, with such development occurring in the inner city and Stephenson advocating for these older, deteriorating residential areas to be replaced by higher value land uses, notably apartment buildings.¹⁷⁷

All three urban renewal plans were supplemented with a variety of maps, displaying factors such as: social problems, state of buildings, zoning, and sanitary services. The planning studies of Kingston and Halifax were more elaborate than the

¹⁷² Pickett, S.H. (1961), 'Urban Renewal: An introduction to Urban Renewal Studies', *RAIC Journal*, 38.)

¹⁷³ City Of Kingston Planning Department, *Preliminary Report Housing Conditions, Rideau Heights*, 1957; Macgregor, I. *Population Study*, City of Kingston, 1957; Seymour, M. *Report on Land Use and Zoning*, City of Kingston, 1955; Edwards, H.M. *Study of the Effects of Various East-West One-Way Streets on the Flow of Traffic in Kingston*, City of Kingston, 1958; Ewens, W. E., *Public Transportation in Kingston, Ontario*, City of Kingston, 1957.

¹⁷⁴ Roy, J.A., *Kingston, the King's town*, Toronto, ON, McClelland and Stewart, 1952; Preston, R. A., *Kingston before the War of 1812*, Toronto, ON, Champlain Society, 1959.

¹⁷⁵ Pickett, S.H., 'An appraisal of the urban renewal programme in Canada', *The University of Toronto Law Journal*, 18, (1968), pp. 233-247.

¹⁷⁶ Stephenson, G. and Guard, D., *Urban Renewal London, Ontario*, City of London, 1960, p. 6.

¹⁷⁷ *Ibid.*, p. 35.

London study, providing the basis for later comprehensive land-use plans. The Kingston and Halifax proposals both took a city-wide focus, with Kingston extending its scope to a regional scale on land-use issues. The study of London proved less elaborate and, while city-wide in scope, it focused primarily on a small area in the downtown for redevelopment. Waterfront development was a major theme of both the Halifax and Kingston studies, but not in London, which is located on a smaller river. Nonetheless, Stephenson's proposals of open space development along the London riverfront did parallel the proposals for open space along the Kingston and Halifax waterfronts. Stephenson's studies shaped the cities that were examined, as many of these proposed changes were implemented in Halifax, Kingston, and London.

However, in comparison to other Canadian cities, the *Planning Study of Kingston* broke new ground in its detailed consideration of the history of the city and proposals for what we now know as heritage conservation in Sydenham Ward.

A Change in Attitudes About Heritage

Kingston's City Hall was perhaps the most visible symbol of the city's ambivalent attitude towards its past when Gordon Stephenson arrived in 1958. The front portico of this handsome classical building had been torn off after cracks were discovered in the pediment and its great, hand-carved stone columns were ground into gravel. Contemporary attitudes did not favour heritage preservation in 1958, according to Kingston resident and prominent historian Arthur Lower:

"To take a walk through some of the old streets of this town is a delight, and there is hardly a man among its old inhabitants who would not tear them down tomorrow".¹⁷⁸

Heritage conservation district planning in North America did not begin in earnest until the early 1960s, most famously with the success of Edmund Bacon's visionary planning of Philadelphia's Society Hill in the late 1950s and early 1960s. Bacon guided the revitalisation of Society Hill retaining large sections of the historic downtown core. Those sections that were redeveloped were done so with careful consideration of the historic buildings to create a more harmonious overall composition.¹⁷⁹

¹⁷⁸ Lower, A.R.M., *Canadians in the making: A social history of Canada*, Toronto: Longmans, Green, 1958, p. 230.

¹⁷⁹ Bacon, E. (1960), 'A Case Study in Urban Design', *Journal of the American Institute of Planners*, 26, 224-235.

Bacon later credited this approach as inspired by Stephenson's article in the *Town Planning Review*.¹⁸⁰ In both Kingston and Philadelphia Stephenson acted as a trans-Atlantic bridge to British approaches to heritage preservation, which developed earlier in the post-war era.¹⁸¹ The Canadian heritage preservation movement was in its infancy in 1958, and did not really emerge until the 1967 Canadian Centennial celebrations.

Stephenson would take great pleasure that so many of the 1960 study's proposals were implemented, including the 1967 restoration of Kingston City Hall as the municipality's Centennial project.¹⁸² However, he believed that the most important impact of the 1960 study was to change people's attitudes:

"I often think that the value of a study such as ours is not that it leads to drastic legislature or other action, but rather that it has an influence on the minds of very many people. Your point about the change in attitude towards the Sydenham Ward confirms this...."

The attitude of Kingstonians toward Sydenham Ward has indeed changed over the past fifty years. Its decline was arrested by scores of its houses being lovingly renovated by new owners so that the area is now one of the most desirable neighbourhoods in Kingston.

A Guide to Future Redevelopment

Sydenham Ward is just one example of an area where the proposals in Stephenson and Muirhead's 1960 *Planning Study* have guided Kingston's redevelopment. The revitalized Market Square, central business district revitalization, Confederation Park and its marina were all planned over a half century ago. Beyond the downtown, the City's sensitive approach to urban renewal in the North End and Rideau Heights had their beginnings in the 1960 study. But the 1960 *Planning Study* was not created in a policy vacuum. Its formative influences can be traced from the other British, Canadian and Australian plans featured in this exhibition.

¹⁸⁰ Garvin, A. 'Philadelphia's Planner: A Conversation with Edmund Bacon', *Journal of Planning History*, 1, (2002), p.77; Stephenson, G. 'Town Planning: Contemporary Problem of Civil Design', *Town Planning Review*, 20, (1949), pp. 125-143.

¹⁸¹ Pendlebury, J., *Conservation in the age of consensus*, London, Routledge, 2009.

¹⁸² Stephenson, G., *On a Human Scale*, Fremantle Arts Centre Press, 1992, pp.161-4.

Additional Planning Resources in the Jordan Library and Queen's Archives

DAVID GORDON AND BARBARA TEATERO

Planning has been studied at Queen's University since a short course taught by Horace Seymour in the 1930s. The university has a surprisingly good collection of early urban plans from across the country and long runs of the key journals. Most of this collection is the result of interest in public administration, local government and planning by other faculty members in the first half of the twentieth century. We have also benefited from Queen's alumna Marion Seymour's donation of her father's collection of historic plans.

The plans featured in this exhibit and publication form part of *The Edith & Lorne Pierce Collection of Canadiana*, an outstanding research collection held in the W.D. Jordan Library and available for use by members of Queen's University and the general public. The collection includes monographs on Ontario local history, city directories, early surveys, maps, plans, atlases and an extensive Canadian pamphlet collection. Some special collections items appropriate for urban research are listed below.

The planning collection is quite useful for research on the history of Canadian planning by SURP faculty. The late Dr. Susan Hendler investigated the history of women's involvement in the Community Planning Association of Canada. Professor David Gordon has a history of the planning of our national capital in press. Both of these projects attracted support from the Social Sciences and Humanities Research Council of Canada, funding graduate student research.

The historic urban plans collection is especially helpful in our introductory core course, *An Intellectual History of Planning Ideas*.¹⁸³ Each year, graduate students from across the country read older plans from their hometowns as an introduction to the ideas which helped shape the Canadian profession.

This exhibition offers a small taste of the faculty and student work inspired by these plans. We are grateful for the collections assembled before we came.

Historical Maps and Plans

A substantial collection of local and regional historical maps and plans, dating from the 17th to the 19th centuries are available. Some are classified by the Bogg-Lewis scheme and indexed by card file. Some are facsimiles of items listed in the *Catalogue of maps, plans and charts in the Map Room of the Dominion Archives* by H. R. Holmden (Ottawa, 1912). A number of framed maps and plans, originals and lithographs, are on permanent exhibit in the library. Included in this collection are historic plans for Kingston, Ottawa, Montréal and Québec. The 1875 Kingston bird's-eye view by H. Brosius was reprinted in the 1960 *Planning Study for Kingston*.

Fire Insurance Plans of Ontario Cities and Towns

This is a collection of about 60 hand drawn plans and street maps with detailed information and coding on building construction and use. Some of the plans were issued by Charles E. Goad Co., Civil Engineers and published by the Underwriters Survey Bureau, Toronto between 1892 and 1968. For example, there are four editions of the plans for Kingston: 1892, 1908, 1947 and 1963 as well as plans for Belleville, Brockville, Gananoque, and Cornwall.

Illustrated Historical Atlases of Ontario Counties

The 22 county atlases that were variously published by Page & Smith, H. Belden, Walker & Miles, J.H. Meacham, and J.S. Beers in the 1870s and 1880s are a rich historical resource. These remarkable compilations consist of the plans of the town and townships of each area, documenting many of the pioneer homesteads of the province. A. R. Hazelgrove's indexes provide access by personal name and place.

City of Kingston Archives

The City of Kingston Archives, housed in the University Archives, also contain a wealth of information and city planning documents that we drew upon for this exhibition. The urban renewal inventories, background studies and original negatives for the 1960 *Study* were particularly useful.

¹⁸³ See the course Web site at:
<https://qshare.queensu.ca/Users01/gordond/surp817/817home.htm>

