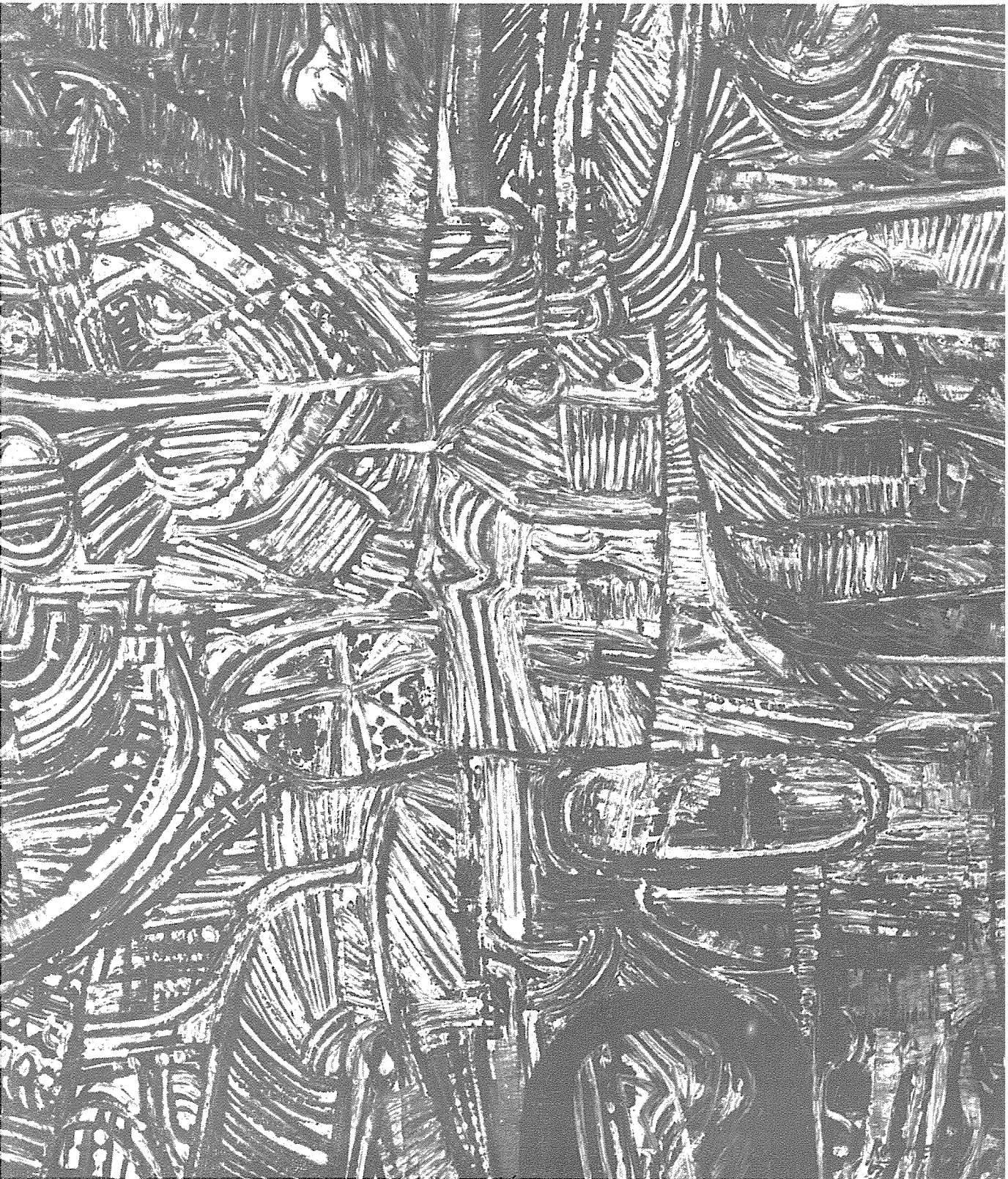
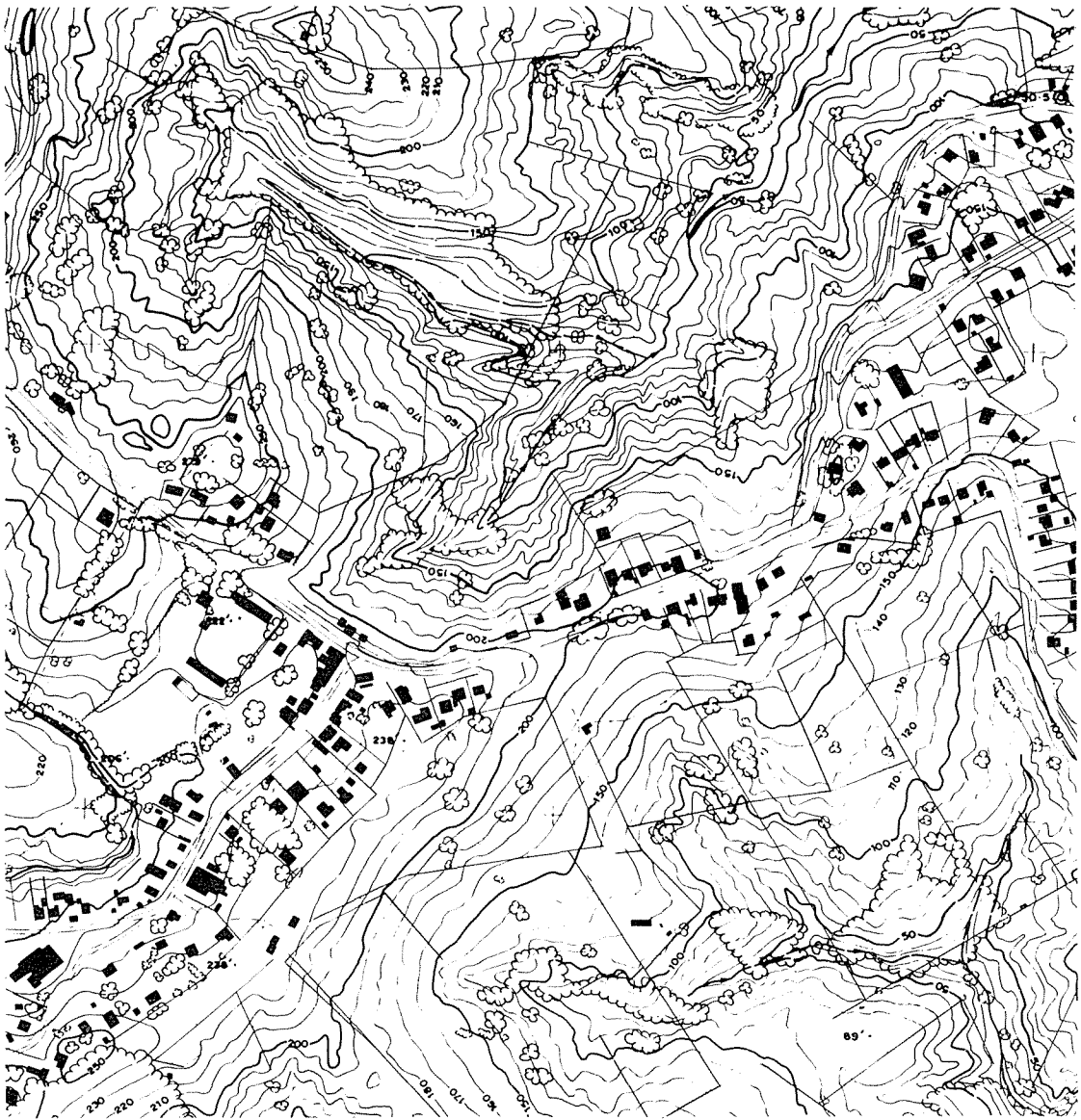


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TOWN PLANNING QUARTERLY

Number seven March 1967

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FACT & OPINION

An editorial notebook

Annual Conference

The Annual Conference of the New Zealand Town Planning Institute will be held at Hotel Wairakei from the 27th to 30th April.

The emphasis this year is to be on the design aspects of planning, with the principal papers dealing with redevelopment, by N. Burren and R. Rockel; suburban housing, by J. A. Beard and E. Rothwell, and holiday and resort housing areas, by D. G. Porter.

The programme will also include a paper by Professor R. T. Kennedy on planning legislation in New Zealand and an organised discussion on current planning practice will be led by Miss Nancy Northcroft.

The Annual General Meeting commences at 9 a.m. on Saturday, 29th April.

The Encyclopaedia of New Zealand

In spite of the latest issue of the Official Year Book having been increased in price by 14% to \$2, it still offers the best value for money of any book produced in this country.

Following hard upon its heels now, however, is the three-volume Encyclopaedia which, at \$15, must surely contain enough information to sate the appetite of the most voracious of armchair historians.

The task of editing such a work must have been formidable indeed and the unavoidable calling upon a multitude of specialist writers over a period of years, inevitably, has produced a wide-ranging quality in the end product.

Nevertheless, the planning profession may wish to speculate upon the significance of the fact

that there is no separate reference to town and country planning nor, apparently, any mention of either past or present town planning legislation.

National Census 1966

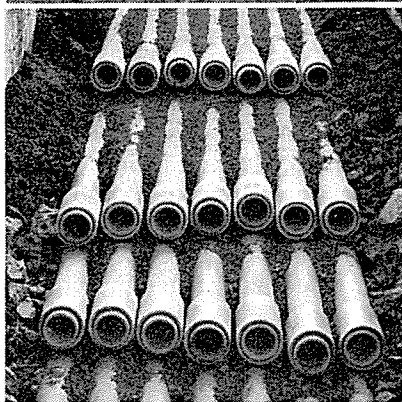
The five-yearly census results have always been disappointingly slow to make their appearance in printed form and the Government Statistician's task cannot have been made any the easier over the past few months by the expected and understandable delays occurring at the Government Printer's office.

It was, therefore, a pleasant surprise to note the early arrival of the Provisional Report on Population and Dwellings. The steady average annual growth in population of 2.1% has been maintained and there is now a total of 2.7 million people living in New Zealand. The number of dwellings has increased at a faster rate and the total of 0.7 million shows an equivalent occupancy rate decline from 3.8 to 3.7 persons per dwelling.

At the time when the provisional figures first began to appear, there was considerable rivalry over which town had the fastest rate of growth and which the biggest population. There was exhilaration in the north at Whangarei's announced record annual average of 6.9% and gloom in the south at Dunedin's 0.7%. Debating points were scored over the failure to distinguish between urban area and town boundaries and much was made of the rural / non-rural nature of counties.

As Mr. Elliot has noted, the combined growth of the 18 major urban areas approximated 88% of the total national growth over the same period and the steady general drift northwards has continued.

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Closer analysis will certainly follow upon the publication, in due course, of the Government Statistician's more detailed account of the situation on the night of 22 March, 1966, but some time must be spared from this fascinating task to ponder upon the usefulness of the information in its present form.

Dr. Linge, of the Australian National University, carried out a study of the delimitation of urban boundaries and published the results in a book reviewed in the September issue of this journal. The arrival of the first results of the Australian census show that Linge's work has had a considerable influence upon the manner in which Australia's urban population changes have been recorded.

The definition of the boundaries is now based upon the density as well as the sheer size of population and this has been linked with the concept of an inner and an outer boundary. The inner boundary may well move from census to census, but the other has been selected with a view to its remaining unchanged for at least twenty to thirty years.

Our own Government Statistician has shown himself to be receptive to any suggestions for improvements to the presentation of the department's work. Statisticians, planners, geographers and the like should therefore begin work now to persuade him that their own suggestions merit attention and action in order to ensure that information appears in a form more suited to the needs of all those concerned with aspects of physical, economic and social change.

A new generation of planners

In this issue there are two articles of a general nature. One is by a newcomer to planning and the other is by a newcomer to New Zealand

planning. The first is Dinah Holman, who left school teaching to attend the Auckland Diploma course in 1966 and there received the highest marks of her year. The second is Mr. Steffen, an American who has been in this country some twelve months and comes from a background not only of university teaching in geography, but also from some practical experience in resource planning in the United States.

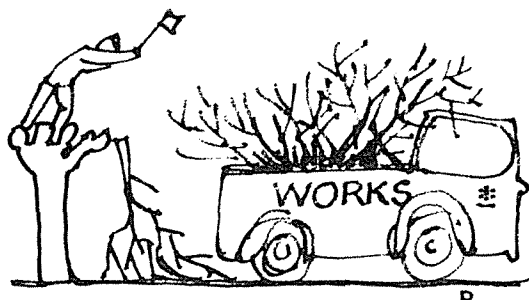
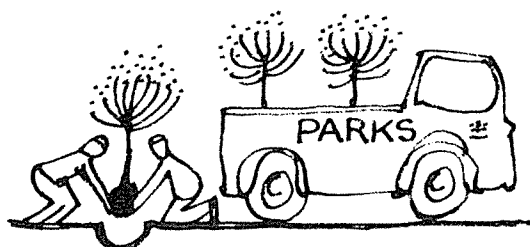
Although there is this wide difference in background, it is interesting to note that both writers are concerned at the lack of communication, in this country, between planners and the public.

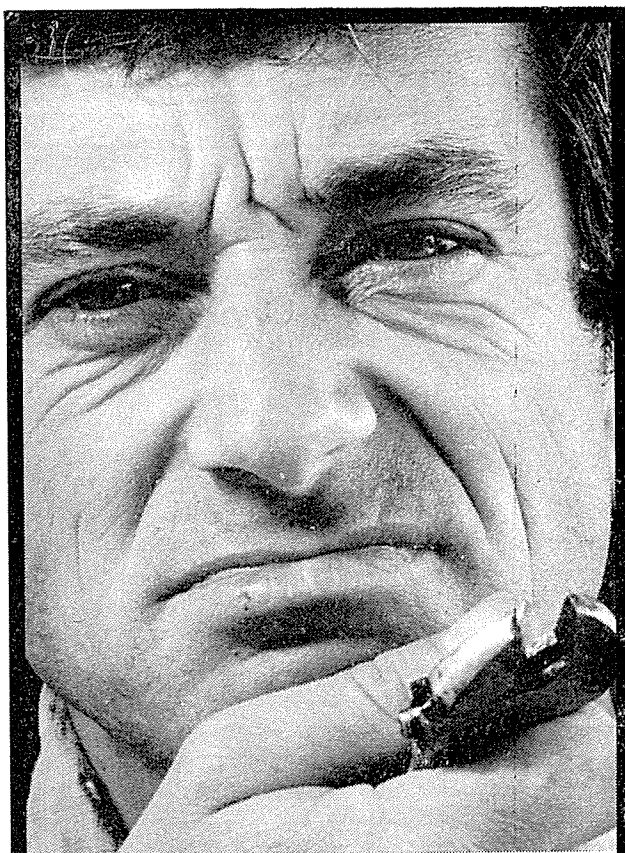
It is true that there is nothing so very unusual in that. None of the professions seeks, collectively, to publicise its particular sphere of activity. No doubt, that is partly due to the failure to distinguish the difference between "publicising" and "advertising," but such a gauche attitude seems to be particularly inappropriate for planners and planning authorities to adopt.

Sir Patrick Geddes, for some, may have more closely resembled the Ancient Mariner, eager to repeat a tale of despair, than the prophet of light pointing to the future. But his exhibitions did epitomise all that he felt and lived for, namely, that the primary task was one of giving people an understanding of their environment.

As understanding deepens, so does the ability to discern the component pieces which go to make up that environment. It is in such a climate of increased sensitivity that communities are the more likely to recognise the part that could be played by planners waiting in the wings of the municipal theatre.

The planners of this and earlier generations have failed to ensure that the community has been made fully conscious of the consequences of its decisions. The new generation seems eager at least not to repeat that mistake.





IN view by Lucifer

A house is not a home

We hate fixing lifts...

... because we feel that running a lift non-stop until it breaks down and then having it fixed is false economy. It causes rapid deterioration and it's expensive. That's why we hate fixing lifts. We'd much rather maintain them. Nobody knows lifts like we at Otis do, and that's why we can offer unequalled preventative maintenance service. We spot the trouble before it causes a breakdown — saving you time, inconvenience and budget-shattering repair bills. In case you do have an emergency though, we have servicemen ready 24 hours a day, to restore lift service in minimum time. Regular Otis preventative maintenance (OTISERVICE for short) will keep your lift in perfect running order indefinitely. Enquire about OTISERVICE soon.

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OT 16

Some will recognise the commercial implications of the above title; others will be quicker to appreciate the reference in a recent issue of our contemporary, "Plan" (published by the Canadian Town Planning Institute), to an old case from the Supreme Court of New Jersey. The learned judge in his decision, which was concerned with a regulation controlling the minimum size of dwellings, quoted from Alexander Pope thus:

"Thanks, sir, cried I, 'tis fine,
But where d'y'e sleep or where d'y'e dine? —
I find by all you have been telling
That 'tis a house, but not a dwelling."

There is mounting concern that whatever the State Housing Division has been doing in this country during the past decade or so, it most certainly has not been building dwellings either.

The temptation, therefore, to imitate if not to emulate Pope was irresistible and, although it came out rather more like Dr. Seuss, this was how it went:

Mr. Rae, in charge of Housing,
is in dire need of rousing
to the exigencies of a situation
which increasingly disturbs the nation —
at least of planners and their ilk —
who marvel at the purse of silk
that Rae and staff alike appear
to see where others view an ear.

Government, as governments do —
sometimes pink, more often blue —
have long affirmed, and this we know,
that **quantity** does best to show
the voting public what is done
to give the poor — yes, every one! —
four walls, a floor and roof of tin
to lodge them all quite safely in.

Quality, they will confess
(they can, of course but do no less),
is something that the few will need,
but hardly suits a lesser breed
(thank God, they don't mean me and you)
of men and women, children too,
who know that beggars can't be choosers —
that always was denied to losers.

The Housing Div's oft stated aim —
the one that earned its early fame —
was (not is) to set the pace
for others in the housing race.
The race to them (Oh, how it's changed!)
Was, "**better homes**," not more the same
of the kind that went before —
you know, the ones before the war. . . .

When they began, they saw the art
was building homes that were a part
of something larger, more complex,
than merely rows of neat duplex.
Look at Tamaki! Look at Hutt!
Here, at last, the ice was cut!
Cheapness with meanness was **not** confused;
skill and thought were freely used.

But, where now the spirit that then was rife,
to plan a home for man and wife
which, when in numbers neatly stood,
made a pleasant neighbourhood?
Look at Otara! Porirua!
Examples of the later, newer . . .
Where feeling's gone, mechanic ritual
controls the staff — becomes habitual.

Must the fate for Albany
be the same as Mangere?
No! Let the North Shore scream and howl:
"avoid the fate of the Manukau!"
If that is the best the Div. can do
in the name of reducing the housing queue,
I suggest, as suitable punishments,
banish them to their own settlements. . . .

Too frivolous a treatment of the subject? There
can be few advocates of a continuation of the
present policy, that is certain, but light-hearted
comment is not, in this case, synonymous with
light-hearted feeling.

Professional criticism of the results of the
Housing Division's work has, to date, been mild
and sparse. Occasionally an article or a letter
of protest has appeared in the provincial news-
papers, but professional journals have been
marked by an even greater diffidence.

In any case, we are not, by nature, prone to
criticise the results of each other's work in public.
If we can find nothing at all to say in praise —
and we search very hard — then we remain quiet.
It is a consequence of being part of a small
population living in intimate proximity. But we
members of the professions cannot easily be
forced out into the open, anyway; "dog does not
eat dog." Such behaviour falls under the heading
of unprofessional conduct.

The good writer, painter, musician, expects
critical comment; it is an aid to his own better
understanding of his work. But we of the profes-
sions are more sensitive — and less confident.

Nevertheless, the indictment must stand: that
the present holders of office have not even
maintained the standards of physical design
established thirty years ago. But above all, the
social consequences of subjecting five thousand
families, with similar incomes, to what appears
to be a variation of the battery-hen technique, .
requires some explanation. Especially when it is
proposed that it be repeated for the third or
fourth time without study and without variation.

One of the occupational hazards of planning is
excessive dogma, and the absence of competent
measurement. Ideas which, when first conceived,
give new and revealing insight, can become
through repetition, distortion and the passage of
time, a substitute for thought and a barrier to good
decision taking.—Richard Crossman, Town Plan-
ning Institute Journal, June, 1965.

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OBITUARY

Frank Felix Reid

The death occurred in Christchurch late in 1966 of Mr. Frank Felix Reid, CBE, at the age of 74 years. The late Mr. Reid was the first chairman of the Town and Country Planning Appeal Board in which office he played an important and notable part in the development of town and country planning.

Mr. Reid was born in Wellington and qualified in law at Victoria University College. After active service overseas in World War I he went into practice as a barrister and solicitor in Blenheim. In 1935 he was appointed a Stipendiary Magistrate at Christchurch and on his appointment as chairman of the Appeal Board in July, 1954, he was the Senior Magistrate in New Zealand. He held office as chairman of the Appeal Board continuously until his retirement in 1962.

Mr. Reid was an outstanding lawyer. He was able to ascertain and analyse facts quickly and directly and his application of the relevant law to a given situation was invariably correct. Because of his outstanding qualities as a jurist he was from time to time appointed to chair special tribunals.

At the time the Town and Country Planning Appeal Board was constituted, planning legislation was new and untried and there was considerable apprehension among property owners as to the likely effects of it. It is a tribute to the skill and ability of the late Mr. Reid that planning did more than just survive the critical formative years. Under his chairmanship the board gave considerable encouragement to the planning pro-

fession and at the same time the board stimulated public confidence in planning generally.

In the case which gave rise to the board's first reported decision (**Cassidy & Ors. v. Manukau County & Minister of Lands** 1955, 1 NZTCPA 2) an immediate challenge was made to the basis of planning by the charge that there was a great difference of opinion over what town planning principles were. But in its decision the board pointed out that by statute it was charged with the responsibility of deciding principles of planning and that it could only do so if guided by expert evidence. Furthermore it emphasised the irrelevance of personal hardship in deciding planning issues. Here indeed was a firm basis for the planning profession.

Further considerable assistance was given to the cause of good planning by the board's ruling that it would not alter the zoning of an area while a district scheme was undisposed. It is a matter of regret that the powers of interim control given by the Act have been abused by the long delays in proposing some district schemes. Over-reliance by local authorities on the ruling just mentioned will tend to lower planning in public esteem.

Further evidence of the late Mr. Reid's careful and trustworthy approach is illustrated by the board's decisions in **Titirangi Ratepayers & Residents' Association Inc. v. Waitemata County** 1960, 1 NZTCPA 109 (defining a "change of use") and **Silver & Ors. v. Wellington City** 1962, 2 NZTCPA 28 (defining the meaning of "neighbourhood").

As district scheme procedure advanced, the board came to deal with many appeals as to zonings and designations. This is not the place to examine the manner in which planning principles were developed and applied by the board in such appeals. But mention should be made of one matter of general importance to planners and the public alike, namely the board's decision that land designated should also be zoned — **Canterbury Club Inc. & Ors. v. Christchurch City** 1961, 1 NZTCPA 150.

The scale of some of the zoning issues which the late Mr. Reid's board was called upon to decide is illustrated by its adjudication on the dispute over the siting of Auckland University. With the strange whimsy of the legal profession, this decision is camouflaged under the name **Presbyterian Church Property Trustees & Ors. v. Minister of Works** 1960, 1 NZTCPA 141. Nine

legal counsel were involved in that case, two of whom are now Supreme Court judges.

Much as it may irritate the planning profession to have planning cases decided on legal technicalities, it was the late Mr. Reid's strict attention to the legal powers and jurisdiction given to the board by the Act which did so much to raise planning in public esteem. It is the greatest tribute to the late Mr. Reid's skill and ability as chairman of the board that only two Supreme Court cases were taken challenging his rulings and only one of these was successful. In **Evans v. Town and Country Planning Appeal Board and Anor.** 1963, 2 NZTCPA 47, the Supreme Court upheld the board's ruling that the appellant had no legal right of objection and appeal. In **in re an Application by the Mount Wellington Borough Council** 1963, 2 NZTCPA 65, the Supreme Court held that on an application under Section 35 of the Act the board had no power to alter the provisions of an operative district scheme. It is only fair to the late Mr. Reid to say that prior to the decision in the Mt. Wellington case there was a sharp difference of opinion in both the planning and legal professions on this point.

Not very long before his death, Mr. Reid was asked to write the foreword to a book on New Zealand planning legislation. It is apt to quote from what may well have been his last printed comment: "In conclusion I make this observation; on reflection, I consider that in my own experience not nearly enough consideration has been given by many local authorities and by those members of the public whose material interests may have been affected by town planning procedures to the important fact that town and country planning is aimed at the future, not the immediate present."

Both professions mourn his passing. Both professions are grateful for his noteworthy service and achievements in the two fields.

—A. R. Turner

Dinah Holman

A newcomer to planning

In February, 1966, I stood on top of Mt. Eden and replanned Auckland, taking care to spend at least several minutes on it: the central business area lifted out of Queen Street, which I thought too narrow a gully, and resited around Freeman's Bay; a light industrial area over the hill in Newton Gully; a green park belt around all this; then tower blocks of flats set in parkland; another green belt; and finally the last ring of the city, a suburbia strictly confined at the outer limit. There was a mayoral grandeur about my plans for other people.

If I had read my horoscope in a women's magazine that month it would probably have said, "Next month should find you doing some careful planning." **Careful** planning. In February I threw my plans to the winds and gave up secondary school teaching. In March I began the town planning course at Auckland University.

Someone has drawn a cartoon of a planner with a bundle of plans standing, as I did, on top of a mountain, and pointing to the east (or somewhere), while below him on the plains humanity plods steadily westward. It is not surprising that a teacher should look for a mental vantage point after the demands of personal relationships formed in the classroom. Ironically, I find myself back on the ground, plodding westward, wondering how to strike up a conversation with those around me so that we can sensibly arrange to avoid difficult ground. This seems to me to be the job of a planner: to attempt to see the ground ahead clearly; to inform everybody else, and to shepherd along paths of common agreement the people who must live with the end results of planning, that is, the urban community.

The title of this article underlines the fact that I, as a member of the urban community, had to take an examination course in town planning before I knew anything of practical value about it. I used to think of planning as a process of beautifying a city. I still think that this is important. People must find aesthetic satisfaction in their surroundings, though beauty has many definitions. Now I see, however, that even "improving" the appearance of a city is an intensely variable process, depending not only upon questions of taste, but upon such matters as law, ownership, economics and resources.

The Complexity of Urban Life

In the first place, no one can visually hold an entire city in his mind. Rather, for the individual,

MRS. HOLMAN, MA (Auckland), won the Town Planning Diploma Annual Prize as the best student for 1966. She has left school teaching as a career to work in the planning division of the Auckland City Council.

the city is a collection of confused impressions. People look at the part of a city that they can see from any one point without analysing what they see. They receive impressions of colours, structures and activities, and perhaps a clear idea only of particular objects which for them stand out. The city cannot be visualised as a single image, precisely because it is composed of many dimensions of structures and activities, inextricably involved with other structures and activities, and shifting with every moment and point of observation. To beautify this complex environment in accordance with the varying aesthetic attitudes of thousands of people is an incredibly delicate process. To apply planning in all its forms to this environment is even more complicated. The planner must apparently not only analyse the city, but quantify, qualify and categorise. In the process of resolving the bewildering diversity of courses of planning action, the meeting point of the planner's decision and that of members of the public does not seem to have been fully defined or explored.

I feel that planners may believe that planning is specialised above the level of public comprehension; that people are a clientele to whom planning is administered, in the same way that the medical profession give a specialised service. In fact, planning, I should say, is extremely generalised — as generalised as teaching. Professional introversion in planning extends to the preoccupation of planners with the identity of their profession. They would like to see their professional limits close safely around them, affording status, purpose and distinctiveness. Yet, like teaching, planning is a basic vocation and has no limits. Teachers are people equipped to spend their working hours passing on knowledge to others, but learning takes place everywhere, and not merely in a classroom. Town planners are people equipped to spend their working hours guiding the form and location of human activities, but human activities are guided by many forces, and not merely by planning administration. A parent is also a teacher and a section buyer is also a planner. Both teaching and planning are better carried out if the public generally are well informed.

Public Participation

At the moment in New Zealand people are not well informed about planning. The reasons for correcting this situation are clear. Public involvement is not only essential to good planning. It

is also a democratic principle. Planners have been called historians of the future — people who map out and analyse a course of events. The difference between true historians and planners is, obviously, that whereas the past is unalterable, the future is uncertain and therefore may be improved upon. Planners are not only able to attempt to predict. They may also attempt to guide. The only justifiable method of guidance in a democracy is to act with public endorsement. If the public is unaware of the full range of alternatives of planning action, it will be incapable of exercising a true choice, and planners will work in a void. Teachers tend to children, architects to house buyers — and planners to everyone. Just as children and house buyers are made aware of what is being done for them by direct involvement with the respective professions, so must planners involve people and communities in creating environments, for it is not too much to say that planning affects all aspects of life in an urban environment.

If people are to be told of the full range of planning alternatives, there must be a sound basis for them to be able to help select the best course. This takes planning right back into the classroom, where all aspects of knowledge are intended to be presented clearly and objectively. It would be less difficult to involve people in planning if, as children, they were taught about the composition of their immediate community environment — physical and social. Harold Mayer, who visited New Zealand in 1961, pointed out that New Zealanders are far less involved in citizen and community affairs than are people in the United States. In New Zealand apathy in community life and mediocrity in urban surroundings are partly the result of the failures of secondary school education. Authoritarian methods of controlling the children, and the aesthetic starvation of one art lesson a week produce people with both inexperience and apathy in self-government and a lack of interest in the arts. Nature study, field trips out into surroundings to study the environment at first hand, and the encouragement of an interest in the components of landscape are present to some extent in the primary school. In the secondary school, any measure of interest in citizen participation in community affairs is smothered. This is fatal to public involvement in town planning.

The Discerning Judgment

It is often assumed that the general public

has, and always will have, bad taste, and that this results in a continuing low aesthetic level of urban surroundings. I do not believe that people can be said to have "bad" taste (whatever that is), if they have received a broad and tolerant education which allows them to be well informed, intellectually and emotionally, in making aesthetic judgments. Children especially can be encouraged to make a full response to aesthetic experiences. What matters is not the outcome of their decision, but the way in which it is made and the extent of satisfaction and enjoyment derived from the decision. This applies to planning circumstances affecting the appearance of the urban environment.

This whole question, I feel, is vital. People generally are ignorant about planning. They must be told about planning ideas and action because they are directly involved all the time, and they must be educated for planning not only in the primary and secondary schools, but also in the community, so that they may give their support to planning measures and allow planners to know for whom the urban environment is being developed.

Within town planning itself, my feelings during the year since I first took up planning as a career have largely resolved themselves into a belief that planning consists of the co-ordination of changes in human activity. Planning is certainly not the process of arriving at a completed plan for a city, which implies a blueprint from which the planner and the city must not deviate. A completed plan is simply not flexible enough to cope with the uncertainty of the future. The continuous assimilation of new activities to the city pattern means that the plan for this city pattern must itself be changed.

The term "activities" is used by planners to mean the way in which people act and carry out certain functions in a city. This is the dimension in which planners should work. Before any planning action is taken, the vital process is to examine actual and potential human activities and their interrelationship, to determine whether action is necessary or justifiable. It is therefore not the physical relationship or appearance of buildings and roads which is important, but the way in which human activities operate within and between buildings. A physical improvement may actually lead to the destruction of a successfully operating human activity. To shift a bus stop, for instance, to where it will not interfere so much

with traffic queueing at traffic lights may mean that people alighting from the bus will have to walk further, and perhaps get wet, to buy their newspapers from the shop beside the original bus stop.

It is noticeable that planners to a very large extent rely on maps, diagrams and statistics. These provide an excellent justification for planning action. It may be, however, that maps, diagrams and statistics of a physical kind are often resorted to in lieu of equally essential sociological information taken from careful research studies of the particular situation.

It would seem that in whatever light I, as someone just beginning as a planner, consider planning, I am always confronted with what is basically the same problem — the public, who are always, everywhere, affected by town planning, are almost completely out of touch with it. This is obviously wrong, and it is up to planners to launch a programme of public education in planning.

At the same time, the public must recognise the need for conscious public support for planning. Frederick Blair in "Planning 1963" (ASPO) discusses the two forces of passive public consent and powerful, active public support:

"Public consent . . . is like the submerged portion of an iceberg, usually moving predictably with the current. But there is a top to the berg, a spectacular superstructure projecting above the shelter of the sea. Gale winds against these pinnacles may change the course of all the great mass beneath. The zone above the water may be likened to the area of active public opinion, as the far greater bulk below has been compared to the area of passive public consent."

In New Zealand passive public support lacks a consciousness of direction, and active public support lacks the channelisation of community organisations. The blurb on the back of my Penguin Jane Jacobs quotes someone as saying: "Jane Jacobs cannot shout too loud for me." Jane Jacobs shouldn't have to shout. The kind of human justification for planning action which she champions would be present as a matter of course if the public itself were encouraged to make a conscious, concerted contribution to planning.

A local authority member's approach to town planning

After the thinkers represented this morning by Mr. Pritchard and the technical officers who have also spoken, now it comes to the humble elected member. You can take what you like out of that statement. It is suggested, though, that I should speak to you on the topic of the local authority member's approach to town planning, and so I am so bold to claim the floor here and not through any training or special ability but just from having gone through the mill in the last twelve years. And to some extent, what I have to say will be autobiographical because all that I can offer you is the result of my own experiences in what I have picked up in the operation of the Act and in the operations of the local authorities in which I have been connected. I hope that I will avoid the pitfall of preaching to you and I hope that what I say will promote your own thinking and you will be able to apply your own powers to greater advantage for your own particular local authority. I apologise that I don't have my address in written

form at this stage. I was not sure of the procedure here and I adopt the standing order: "No local authority member is allowed to read his speech."

I am speaking primarily to chairmen and councillors of, from my point of view, the smaller local authorities in the Auckland province. My experience has been with a metropolitan borough and also with the Auckland Regional Authority, so what I have to say may not fit into your situation. Also my experience has covered the full circle of the Act and the particular district scheme in which I have been connected. I was first elected to office in 1953, the same year as our present Act was passed. I sat on our council through the preparation of the scheme, through its public advertisement, the objections and the appeal stage and to the point where it became operative for a year or two before I moved from the territorial scene to the regional scene.

The new member

When a local authority member is first elected what are his thoughts on town planning? I think it is true that we all go into office with a great idea that we are going to create something of a utopia, not that we have got any grandiose ideas, but we think that we certainly can do better than our predecessors, that we can avoid mistakes of the past and that in the future we will build a better society in a better community. But what does the newly elected local authority member first find? He finds that he has put into his hands a copy of the Town and Country Planning Act, 1953, of the regulations that go with it, and of the ordinances which his council may, or may not have yet adopted, and is expected to read them, to digest them, to understand them and to apply them. And he very soon finds that he has got lost in the morass of a highly technical and complex piece of legislation and he doesn't understand the objective which his ordinances seek to achieve.

On a council which is preparing a district scheme he very soon finds that he is in the hands of the professionals, whether his council employs a fully qualified town planning officer (having gone through our Auckland School) or whether it's the borough engineer or whether it's the town clerk who, from his long experience, speaks with some authority on town planning matters. And the new councillor is very reluctant to make his voice heard, at least in the first three-year term. After three years he thinks perhaps that he's earned seniority to speak with some authority himself.

Mr. TURNER, LL.M., Barrister and Solicitor, is a senior partner in the legal firm of Gaze, Bond and Turner. He is an active participant in town planning affairs, both as a practising lawyer and as the chairman of the Town Planning Division of the Auckland Regional Authority. For some years Mr. Turner was also deputy mayor and chairman of the Town Planning Committee of the Mt. Albert Borough Council and is therefore unusually well qualified to speak upon the subject of town planning administration. This article is a transcript of an informal address given at a weekend seminar held at Matamata last year. Organised by local authorities, it discussed various aspects of local and regional planning.

So that when he comes to try and create this better society which he has in mind he finds that his hands are largely tied. Not only by the professionals of the staff, but also by the Act and the regulations and the ordinances. He finds that the regulations dictate* the kind of district scheme that his council must adopt and must implement. And then once the scheme becomes operative, having accepted it hopefully, for what it is worth, he finds himself bogged down in bulk and location.

He finds that his neighbour wishes to build a garage in the front yard and has good and valid reasons why it shouldn't go back behind the house, but the council says "no," it has to go to the rear. He finds that a good friend of many years' standing wants to build a carport up to the boundary and doesn't want to go to the expense of putting up a four-inch concrete block wall, and the neighbour next door won't give his consent to having it sited on the boundary anyway. So instead of creating this new society the humble councillor finds himself, as I stated, bogged down in bulk and location. However, he does find a glimmer of hope in the conditional use application. Here is a field in which he can exercise some discretion and at last, at last, the councillor is in the planning process himself.

But then the great day comes when some legal practitioner in his borough or city really discovers Section 35 and comes along for a specified departure. He quotes, of course, Section 18 of the Act which sets out the general purpose of the scheme and reads that it is to "in such a way as will more effectively tend to promote and safeguard the health, safety and convenience and the economic and general welfare of the inhabitants and the amenities of every part of the area" and those solemn words, gentlemen, are soon found to be able to mean anything. And our councillor who follows his plan right through this tortuous procedure really sees the opportunity of breaking out of this grip of the professionals on the one hand and the Act on the other, because he sees that the regulations applying to Section 35 say that the public interest is the primary consideration and he sees that the definition of "public interest" in the Act is "all matters which in any

circumstances can be of public interest." So now the plan's gone, he's away, he's got no plan at all.

But now, seriously, what will town planning achieve? You have on one hand the person who says that town planning will solve every problem that comes on a councillor's desk. That, of course, is absurd. Then you've got the cynic who says that town planning will achieve nothing at all. You see this town planning tag is used very loosely and quite often in most inappropriate circumstances. True, you can say that almost every problem that comes before a council is a planning problem, but not every problem is a **town planning** problem, and what I want you to consider today are your powers under the Town and Country Planning Act, because the emphasis in the last thirteen years has been upon **statutory planning**, i.e., what we are required to do under the 1953 enactment. Those are the only statutory tools given us in the town planning field and I want to draw us back to some basic essentials at this stage and point to the fact that what you can do under your town planning scheme is defined in the second schedule to the Act.

The Second Schedule

I think it's necessary that we should have a look at that Second Schedule at this stage. It has a list of some fourteen items. I want to refresh your memory and I hope you will pardon me for being a little tedious, but these are the items that it covers: The zoning or definition of areas to be used exclusively or principally for specified purposes or class of purposes; preservation of objects and places of historical or scientific beauty; the designation of reserves or proposed reserves for national, civic, cultural and community purposes and so on; the designation of land or buildings of value to community but not intended to be owned by the crown, council or local authority; public access from place to place including parking and unloading, etc.; sewerage, drainage, sewage and rubbish disposal; lighting and water supply; buildings, with particular reference to their position on allotments, density, and harmony in design and external appearance, verandahs, the open space about them; building lines; provision and preservation of amenities including regulation and control of outdoor advertising; control of subdivision including restraint upon unnecessary encroachment of urban development of land of high actual or potential value for food

* See *Chandler & Co. v. Onehunga Borough Council*, 2 NZTCPA 265 at pp. 269-270.

production; land subdivisional standards; minimum site areas, etc.; ancillary or consequential works and the period during which the stages of development are to be undertaken.

Now these fall into two categories. Firstly, the control of private activities, and secondly, the planning of public activities. You see zoning, off street parking, building lines relating to buildings generally, the control of subdivisional standards and site areas — these all relate to private activities. The other matters are in the public field. Now let's have a look at one or two of these in more detail.

In the control of private activity there first comes the distinction between urban and rural land. We can decide as a council just whose rural land is to be brought within the urban belt — that can be a very important decision, one with far reaching financial considerations. But our town planning hasn't stopped urban sprawl and it appears that the schedule of the Act is deliberately designed to prevent urban sprawl on to good agricultural land. We're entitled to control subdivision standards and minimum site areas, but our town planning schemes haven't prevented old houses on quarter-acre sites being demolished and a long sausage of four or five flats being built in their place. I doubt if that is good planning for the future. I don't know whether you have that sort of thing down in this part of the country — we certainly have a mass of them being built in Auckland. Our subdivision standards and site areas haven't encouraged the building of multi-storeyed flats, and they haven't encouraged the redevelopment of decadent areas.

Zoning

We come to zoning. Here is something of course which is very delightful. It's good to be able to draw colours on a map, in certain places, and say "Well this is residential, this is commercial, this is industrial," and they look good. I told Mr. Jones coming down in the car this morning that when he's born again into his reincarnation he'll be born with a plan under his arm, just as many others of us will be born with a telephone on our ear. The plans, they look very good, but we have got to ask "what is the purpose of zoning?" Why do we zone? — and after all this is the central core of the Act and the regulations and the ordinances.

It's all based primarily on land use zoning. We segregate incompatible uses and say, "Well,

commercial areas required to serve the residential areas should be located here, and here, and here." We decide upon certain industrial zones largely because there are already existing uses there and we can't shift them. We are hopeful that in due course our town will get a lot more industries so we zone a lot of industrial land, then we find in five years' time that none of it has been taken up — a new industry which has come into the district didn't want to go there anyway; it wanted to go somewhere else. So we find that zoning isn't the answer. And as for buildings and their external appearance, harmony and design, well there are questions of taste and architectural matters which no New Zealander has tried to legislate upon (I won't refer to the controversy in Auckland about a certain sculpture a year or two ago).

Designation

Turn now to the other part of the Second Schedule — the other general category into which I divided it and that is the planning of public activities — and that of course relates to the planning and activities of the crown as well as the local authority. This is done by way of designation. There's widespread confusion as to the meaning of this term "designation." Many people talk of it as a zoning, but it is not. Designation is simply a statement on the map that a piece of land is intended to be used for a particular purpose. If you are well enough aware of the terms of your Act you know that there's a particular section which says "that all land designated must also have an underlying zoning." The designation **is simply a statement of intention** and I think we ought to realise that it's put there primarily for the information of private individuals, so that the private developer can take public works into account when making his own decisions and so that private buildings will not be erected within the designated areas to the prejudice of the public works.

But what happens? We have designated areas and nothing happens to them. I well remember when I was in the early days on my own council. Mr. Jones came out as our planning consultant and he sold us the idea that in our town plan we should provide for the improvement of major traffic intersections by what I call "bellmouth" design so that you'd have three lanes of traffic at the actual corner, and the left hand turning traffic could get into this extra lane (which we

would create on the left hand side) and creep round without having to wait for cross traffic or traffic from the right. This sounded pretty good in theory and the council adopted it about ten years ago. There's not one such intersection in my borough at the moment. Not one, yet it's been on the town plan all that time. So far as our planning is concerned, the designation is simply a statement of intention which has turned out to be worthless.

Limits to powers

Now to turn to another aspect of town planning. There seems to be quite a lack of appreciation of what you can in fact do under your powers in the Town Planning Act. I put down this as "using town planning to achieve non-town planning ends." It comes in the exercise of council's discretions, particularly in relation to conditional uses and specified departures — when you have to decide when to allow or when not to allow a particular use, and if to allow it, what conditions to impose. If you turn to the ordinance relating to conditional uses you read that "a particular use is permitted, subject in each case to the consent of council and subject to such conditions as the council thinks fit to impose." Good. We can turn this down out of hand. We don't have to give any reason. We don't see why John Smith should have this particular activity here and we turn him down. The Town Planning Appeal Board has decided that that is not the approach. A conditional use is a permitted use and *prima facie* the applicant is entitled to his consent, subject to conditions if appropriate, unless the council can show that the particular site is not suitable for the use proposed. So my plea here is that the councillors exercising powers of approval or otherwise of conditional uses should understand the reason why a particular use is stated to be conditional and to exercise their powers only on town planning grounds.

You see, when we're faced with applications say for boarding houses, motels, churches and halls in residential areas — the sort of things that are likely to give rise to a great deal of local heat rather than light — ask yourself, what are the town planning conditions and is there any reason why this should be refused?

You probably have heard of the decision of the Auckland City Council to refuse consent to a probation hostel applied for by the Maori

Affairs Department. To my mind a probation hostel in a residential zone appears to be nothing more than a boarding house, yet this application, when advertised, had received a great degree of published objection — how widespread it was, how genuine it was, is of course an open question. The council turned the application down and the Appeal Board granted it when it was brought before the board through the back door under Section 35. It appeared in that case the council was getting very close to exercising powers of social segregation by using its powers of the Town Planning Act.

Another relevant comment in this context is that councils have power to kill a project by the indirect method of loading a consent with impossible conditions — even conditions that go well out of the field of town planning.

There is a limit to the exercise of your powers under the Town and Country Planning Act, and if you're purporting to use the Act, make sure that your reasons and your grounds are sound planning ones.

The position under Section 35 is also relevant. The town planning principles under which an application under this section should be supported are not at all clear to say the least and we could very well run into danger of planning *ad hoc* by deciding to support applications under that section. Primarily, applications under that section are sponsored by private interests and if the council is going to approach them with light-hearted abandon then they are turning over their town planning to private people.

Limitations of statutory planning

What I'm trying to do this afternoon is to show you that our powers under the Town and Country Planning Act, the statutory powers, are limited, that they are not extensive and that they are not a panacea for all ills. What I've tried is to show that there is a need for awareness of just what those powers are and how extensive they are and what we can achieve by them. I've tried to show that there is a difference between planning in your scheme and planning on the ground, and putting those plans into effect.

Other speakers this morning have shown that planning ranges over a very wide field. Statutory planning is a very narrow field and I think that this seminar highlights this particular point, that people are now realising the **limitations of statutory planning** and are lifting their eyes to the wider

horizons and are desirous of seeing the larger implications of planning proposals.

The problem of the local authority member of course is that he only sees a small portion of the total problem and then only through a glass darkly. He's in the hands of the professional advisers again as I mentioned and he has the feeling that the decisions which he makes don't seem to add up in the total concept. There is a place for the local councillor in relation to the planning. I think in the first place he's got to realise the limitations of the district scheme; in the second place he's got to see the total concept of the development of his borough or of his county or of the region; in the third place he's got to plan effectively with all the agencies concerned for the development of that region, and fourthly and most importantly that he's got to see that rational plans are decided upon and put into effect.

Government delay

Planning is a continuous progress. The statutory plan is for the information and guidance of the private developer. It leaves the large field of public planning virtually untouched. Reference was made this morning to the fact that there are long delays occurring in getting the minister's certificate; that is, getting the minister to say what the overall public works requirements are going to be in your district for at least the next five years. Nine months is a very short time to wait, in our experience in Auckland.

One of the problems is a technical one in that the minister has no power to state a requirement after your planning scheme has come into operation. I believe that under the Amendment Act now before the House that is to be varied so that the minister can state a requirement at any time without waiting for the scheme to be reviewed. The council would then be obliged to incorporate the requirements in the scheme. This is another highlight of the point that planning just doesn't go in five-year bites — it is a continuing, continuous process — a developing one.

If councillors will realise the objectives which we are all trying to seek and to achieve, if they realise the limitations of their powers of the Act, if they realise that there is a large field of planning which is not covered by the Act, or perhaps is covered under the regional section in general ways and in non-binding terms, then I think town planning will get a better name in our community and will achieve greater things.

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Planning for local shopping

In cities and towns residential uses occupy by far the greatest proportion of the land used. Particularly is this the case in New Zealand, where suburban development of predominantly single unit dwellings and the associated street system occupies over 70% of the land used. Even a recent trend toward an increase in the construction of multi-unit dwellings has so far shown little evidence of bringing with it any economies in the amount of land occupied. In company with this situation, almost the whole of the national population increase is being absorbed within our cities and towns. In the provisional report on the 1966 census (1), the Government Statistician comments:

"One trend that has emerged from the latest census of population and dwellings of the 22nd March, 1966, is the continuance, and probable acceleration, of the movement of population from rural areas to the larger towns and cities."

He goes on to remark that over three-fifths of the population live in the 18 major urban areas, and to give figures which show these areas to have absorbed 88% of the total increase in population between 1961 and 1966. These factors

seem to indicate that the people who are concerned with the planning and development of these urban areas can look forward to no reduction in the scale or urgency of the problems confronting them; indeed, there is every prospect that those problems will magnify in size and increase in number in the future.

The planning and development of non-residential uses within residential areas is of considerable importance. These uses (which include shops, service stations, schools, churches and facilities for recreation) service the needs of the residential community and provide opportunities for social contact between its members. Ideally, these uses should form the framework about which the residential development occurs, but in fact this is seldom the case. It is only in larger housing developments carried out, for example, by the State, that the scale of the project makes it possible to attempt to implement comprehensive planning. Even here the attempt has not, so far at least, been entirely successful. In normal circumstances the order is reversed. Commonly, then, residential development occurs first and the people moving into the area give rise to demands for service. The non-residential uses are developed in response to these demands.

Shopping is one such use and its development seldom lags far behind residential growth. Enterprising individuals and grocery chain stores, anxious to secure and retain their share of the market, are quick to follow the home builder to the new residential suburbs. In recent years, however, there have been marked changes in the pattern of retailing. In addition to a rapid shift in emphasis from the central business district to the suburbs, the increasing scale of residential development and increasing mobility of the population have encouraged the growth of fewer and bigger suburban commercial centres.

Major Suburban Shopping Centres

Two local studies which have confirmed the existence of this trend are O'Donnell's work on Auckland (2) and Munro's on Sydney's western suburbs (3). Munro extends the comparative section of his investigation to include UK and Swedish experience as well as that of the USA. Munro indicates that a minimum population of about 15,000 is required to support a commercial centre of sufficient size to satisfy regular food and other shopping requirements, and he notes also that

Mr. ELLIOT, MNZIS, worked for some three years in Sarawak on rural land development after completing his qualifying examinations as a surveyor. Upon his return in 1962 he joined Waitemata County as a planning officer and since 1965 has held a similar position with the Planning Division of the Auckland Regional Authority. He is at present completing his Diploma in Town Planning at the University of Auckland.

such a centre may develop to form the nucleus for many of the social activities of the community it serves.

The planning of major commercial centres has received a good deal of attention in recent years and much published material is available (4). Local shopping on the other hand has attracted little attention and it is for this reason that it is discussed in some detail in this article.

Local Shopping

The strip centre and corner shop, as they have developed in New Zealand, are not in direct competition with larger commercial centres. They depend upon the convenient service they provide to attract a share of the trade from residential areas within a quarter to a half mile of their location. An essential prerequisite to this function is, therefore, an optimum location in terms of pedestrian and vehicle accessibility.

O'Donnell shows there to be an average of 13.3 square feet of retail floor space per person within the Auckland urban area (5). Floor space is an arbitrary measure, however, and in relating it to population it must be recognised that there are many qualifying factors which limit its usefulness. O'Donnell mentions, for example, purchasing power, age composition, household structure and mobility. But it should also be noted that the total retail floor space from which this average is derived provides shopping services for a considerably larger area than that contained in urban Auckland as defined by the Government Statistician. Furthermore, there are wide variations in both the quality and the quantity of service that a given area of retail floor space can provide.

O'Donnell shows that "balance" shopping centres (which he defines as centres containing less than ten shops) account for some 2.5 square feet of the average of 13.3 square feet per person (6). In the light of the trends already mentioned, toward the development of fewer, larger suburban commercial centres, it seems likely that some existing local shopping groups may prove to be too large. In these circumstances there are likely to be gaps in the shopping frontage or vacant shops. This suggests that the 2.5 square feet of retail floor space per person in existing local shopping centres in Auckland is likely to prove excessive, and that somewhere between one and two square feet might be a more realistic range.

Definition of Trade Areas

To define a trade area for local shops a convenience standard of a quarter to a half mile walking distance can still be accepted. Taking these dimensions as the radii of two theoretical trade areas, and the floor space standards already suggested, it is possible to calculate a range for the total size of a local shopping centre. The population density assumed for these calculations is based on normal residential subdivision conditions in New Zealand, which produce about 3.5 building sites per acre, inclusive of roads and other minor land uses. The average occupancy rate for dwellings is subject to local variations, but is most commonly between 3.5 and 3.9 persons per dwelling. These two factors give a theoretical density of about 12 persons per acre. Applying this to the two trade areas already mentioned, populations of approximately 1400 for the smaller and 6100 for the larger are derived. Assuming a floor space standard of 1.5 square feet per person for each of these populations, local shopping in the smaller trade area might amount to about 2100 square feet and in the larger to about 9000 square feet.

Because there are wide variations in the service that can be provided in relation to retail floor space, it seems desirable to aim for a small efficient development, rather than to run the risk of over-providing and having empty sites or vacant floor space within the centre. For this reason an upper limit to the size of a local centre of 6000 to 7000 square feet is suggested with the desirable range between 2500 and 4000 square feet.

The Auckland survey showed that within "balance" centres, floor space was divided among shop types as follows (7):—

Percentage of Floor Space: Food and drink, 70; apparel, 3; furniture, 4; hardware, 10; chemicals, 3; books, tobacco, 5; specialty, 1; miscellaneous, 4; total, 100%.

As would be expected, by far the greatest proportion of local shopping is devoted to food and drink lines. Even at this level self service grocery units are becoming established, and the local shopping group that centres on a small supermarket of 2000 to 3000 square feet, with two or three other shops, convenient parking and attractive design, is likely to attract sufficient trade for its support, despite the development of larger centres. Where lesser provision is justified to service a catchment of small area, either a dairy-

milk bar or a grocery developed in conjunction with living accommodation may be the best solution.

Site Subdivision

Although local shopping is by definition small in scale, it can still benefit from comprehensive design and, indeed, if these small centres are to thrive they must be made attractive as well as convenient. For example, the established practice of subdividing shop sites to 20 feet frontages and 100 feet depth limits the design possibilities. A more satisfactory development could be obtained if the land for commercial development were to be left in larger blocks to be subdivided after the planning of the commercial structure had been completed.

Parking Provision

Although local shopping serves, generally, a trade area of pedestrian scale, it still attracts a high proportion of vehicle trips, and provision must be made for customer parking. The Urban Land Institute in a study of 130 shopping centres of all sizes (8), arrived at a parking standard of 5.5 vehicle spaces per 1000 square feet of retail floor space for centres where there was virtually no pedestrian or public transport usage. The degree of pedestrian trade which local shopping attracts will vary from place to place, being dependent on such things as the car ownership rate and the character of the centre. For example, a small shopping group in a newly developed area with a low car ownership rate is less likely to create as much demand for parking space as would a supermarket of equivalent floor space in a more mature suburb where a second car is becoming a part of the household scene. Having regard to these factors, parking provision of from four to six vehicle spaces per 1000 square feet of floor space, depending upon the character of the centre, should prove adequate.

Service access must also be considered, although it is likely to receive little use for the delivery of goods to the centre. Personal observation suggests that some provision is necessary however to provide for the grocer who makes deliveries from his shop more frequently than do the proprietors of other shop types. Some vehicle standing space is also required to cater for the cars of people employed at the centre.

Conclusions

In conclusion, it seems that accelerating urban growth will provide planners and developers with ample opportunity to implement the knowledge gained from study and experience. Current trends in commercial development point to a pattern of fewer, bigger suburban shopping centres, which in turn implies a reduction in the scale of local shopping and a need to improve their quality. The suggested standards of between one and two square feet of retail floor space per person and of four to six vehicle parking spaces per 1000 square feet of floor space, are arbitrary measures. They should only be applied with a knowledge of the qualifying factors which limit their validity and in conjunction with a careful consideration of local conditions.

In considering local shopping it immediately becomes apparent that the quality of the development is fundamental to the success of these small centres. While this is a subjective factor, and hence difficult to define, it seems that the convenient and personal service which local shops provide is perhaps the most important element for their continued existence. As much depends upon the shopkeeper as upon the shop he keeps.

Notes:

- (1) New Zealand Census of Population and Dwellings, 1966, Provisional Report (Department of Statistics, September, 1966).
- (2) L. A. O'Donnell, "Commercial Development in Auckland." Industrial and Commercial Development (New Zealand Institute of Surveyors, Papers from the 77th Annual Conference, Auckland, October, 1965).
- (3) John Munro, "Suburban Centres — A Case Study of Sydney's Western Suburbs," Australian Planning Institute Journal (Vol. 4, No. 3, July, 1966).
- (4) See for example: Baker & Funaro, Shopping Centres — Design and Operation (Reinhold, New York, 1951). Gruen & Smith, Shopping Towns USA (Reinhold, New York, 1960). London County Council, The Planning of a New Town (London County Council, 1961), and a series of publications by the Urban Land Institute, including The Dollars and Cents of Shopping Centres (Urban Land Institute, Washington, D.C., 1963).
- (5) O'Donnell, loc.cit., p. 36.
- (6) O'Donnell, loc.cit. ((calculated using the total population given in Table A1 and floor space — "Balance" centres in Table A2, pp. 44 and 45).
- (7) O'Donnell, loc.cit. (From Table A4, p. 47).
- (8) Parking Requirements for Shopping Centres, Urban Land Institute Technical Bulletin No. 53, November, 1965.

Regional planning in New Zealand

A glance at the shortcomings and some suggestions for a new approach (Part 2).

Let us first examine what criteria could form the basis for any new alternative:

(i) **Removal of fear:** Much of the dislike and suspicion of regional planning stems from its potential power to interfere with local autonomy. There is also a healthy scepticism concerning the advantages which are supposed to be the "natural" return from the expenditure outlaid. These obstacles might be removed by proposing, in the first instance, more informal consultative machinery aimed simply at bringing the respective local councils together. For want of a better term these could be called joint planning councils. Regular meetings to discuss common problems and overall planning objectives would be the only initial purpose of the councils. No one, surely, need take fright at this. These discussions alone would be a great improvement on the situation today when consultation often takes place only as a last resort and in a spirit of mutual hostility and recrimination. These "meetings of minds" may not achieve much at first, but all would come to understand better the others' point of view and this in itself could become a valuable basis for firm agreements in the future. It is easy enough to say such informal organisations would have no teeth, or to ridicule the lack of executive power, but it is these very "weaknesses" that would be the main incentives in persuading local bodies to take the critical first step toward joint action.

(ii) **Government participation:** Active government participation will be needed, first, to convince the local people that although they may for the time being have rejected regional planning authorities, government is still in earnest about the need to co-operate and is willing to assist. Secondly, without government participation local planning is becoming increasingly unrealistic. Most of the major developments affecting land-use are now directly or indirectly sponsored by central government agencies. Unless local planning authorities are kept adequately informed of government plans (not only through the formal processes, but verbally and continually) any co-ordination of plans will be impossible.

(iii) **Professional advice:** Independent professional advice would need to be available to the joint planning councils. As a full-time officer would probably not be justified at first, two alternatives can be considered. One is to engage private planning consultants who would be able to provide

MR. TOWN, senior investigating officer with the Town and Country Planning Branch of the Ministry of Works, expresses his personal views in this article, the first part of which appeared in the previous issue.

valuable guidance on town planning practice, but who are inevitably somewhat divorced from the main-stream of government planning. There is a danger too that if the demand for private consultants — already a seriously understaffed profession — was to increase suddenly it would encourage less experienced and unqualified personnel to enter this field with results that could be positively harmful to the planning cause.

A far better arrangement might be for a professional planning officer to be attached to each district office of the Ministry of Works and authorised to act in an advisory capacity to any joint planning council, or similar body, which may be set up. A district planning officer directly associated with the department most actively involved in the planning of government works and services, and backed by a well-staffed information and research unit in Wellington, would be far better equipped to advise on the national and regional implications of local planning than a private consultant. The district planning officer, providing mature and experienced officers were appointed, would also be the obvious medium for government's more direct participation in local planning, the need for which has already been stressed in (ii) above.

Joint planning councils which had these three criteria as their basis might achieve more success than a continued reliance on the more formal regional planning authorities which are advocated at present.

Metropolitan planning

It is not really necessary to argue the case for co-ordinated planning of the larger urban areas of New Zealand. The voluntary establishment of regional planning authorities in Auckland, Wellington, Christchurch and Dunedin is sufficient evidence that the need is fully recognised. What is more doubtful is whether the regional planning legislation provides for the type of planning machinery which is really required in the "city-region." It has already been noted that existing authorities have adopted a highly individualistic approach to their planning responsibilities and to a rather bewildered observer it is astonishing to find each authority derives its mandate from the same legislation.

Dunedin is the only regional planning authority which has so far produced an operative regional scheme. Its "operative" career has been charac-

terised by considerable local unrest and dissatisfaction, particularly concerning the detailed nature of its plan which resembled a local district planning scheme, but applied to an area embracing several local authorities. It serves as an excellent illustration of the difficulties likely to be associated with any combined scheme under Section 31 of the Town and Country Planning Act, for, to all intents and purposes, this is what the first Dunedin regional scheme proved to be. A 1964 decision of the Town and Country Planning Appeal Board condemns the original scheme as a misinterpretation of the regional planning provisions of the Act and, in effect, recommends that Dunedin should begin again:

"The board is satisfied that it is not . . . a proper function of a metropolitan regional planning authority to include fully detailed zoning provisions in its regional plan. . . . Regional schemes to be framed in general terms as a 'guide to councils' (as contemplated by the Act) and not as a strait jacket endeavouring to make specific provision for what may be termed matters of detail rather than of broad principle."*

No one would wish to quarrel with this legal opinion which seems in strict conformity with any reasonable interpretation of the Act. It is, however, ironic that, in treating the whole metropolitan areas as one unit for planning purposes, Dunedin may have got closer in principle to the comprehensive approach, which I believe is required, than any other regional planning authority in the country.

Throughout the world the comprehensive approach to metropolitan planning is now accepted. New Zealand still has time to develop the right organisation to undertake this type of planning while the problems are still within manageable proportions. Delay will be costly and could be irretrievable. Clearly the regional planning provisions of the Act do not meet the requirements. Wellington is following them as carefully as any, and the result is little more than some well-meaning tinkering with this or that issue as it arises. Auckland and Christchurch have bent the Act, each in its own way, to attempt some genuine metropolitan planning, but neither seems inclined to produce an operative scheme and this surely indicates yet another weakness in the legislation.

* *Dunedin City Council v. Dunedin Metropolitan Regional Planning Authority*. 2 NZTCPA, 151-152.

The great bar to the inception of metropolitan planning is the disintegrating pulls of the local government structure. The simplest way to develop a comprehensive approach would be for all the constituent local authorities to merge into one regional unit of local government. However, there is no evidence that such wholesale reorganisation of local government is likely to be implemented in the near future and reform is clearly not yet a practical answer.

A less drastic reorganisation would be to develop an additional tier of administration at the regional level which would combine all major regional functions such as water supply, sewage disposal, public transport, town and country planning and so on, into one organisation. Other local services would remain the responsibility of the existing territorial local authorities. This is the attempted solution in Auckland, but it is too early yet to judge whether this particular experiment is likely to be successful.

A. minimum proposal

Accepting that neither of these alternatives may be able to overcome the opposition of local vested interests and public apathy, it still seems essential that, at the very minimum, the planning function should be consolidated under one authority to which all constituent local authorities would be **obliged** to belong and the decisions of which would be binding on all members. An approach on these lines would seem to have tangible benefits over the existing situation:

(i) the proposal is not so radical that it would be defeated before it got off the ground. Local authorities in the main centres already accept the principle of a comprehensive approach by their membership of the various regional planning authorities;

(ii) the present piecemeal approach to planning would be replaced by a wider and bolder concept;

(iii) the scarce professional and technical resources of existing planning offices, too often wasted on administrative trivialities, could be combined into a more constructive planning agency where they would be free from routine "counter" work. The present dispersion of planning staff among numerous local authorities is a waste of talent which could be better employed getting to grips with the more fundamental planning issues that concern the whole metropolitan area;

(iv) the creation of one well-staffed, well-financed planning authority for the whole area should be able to attract a first-class planner, with an international reputation, to undertake the establishment, management and leadership of the new authority;

(v) the greater size and more challenging responsibilities should attract staff and there will be more scope for those essential partners in the planning process: architects, geographers, economists, etc.;

(vi) research, at present going by default, could and must be attempted;

(vii) co-ordination would be automatically improved;

(viii) one single authority would become the recognised spokesman on planning for the whole area. At present it is not clear whether the regional or the local planners should be consulted — as a result, often neither is;

(ix) government should find it easier to work in harmony with one representative authority than with numerous, small, disconnected planning units.

Just as local planning needs the advice, service and information which only central government can provide, so too will any metropolitan authority need to be closely associated with government. Government's part in planning and financing regional communications, new housing areas, important national facilities and general policies that can vitally affect local land-use, will probably require more active participation than is attempted in the existing regional planning authorities by way of representation on various technical committees. Full membership of any metropolitan authority would seem to be the minimum first step.

Conclusion

Metropolitan and non-metropolitan planning both demand a new, though distinctly separate, approach. The existing regional planning legislation seems ill-designed to meet the problems of either and perhaps the time is now due for a re-examination.

The environment of planning in NZ

There are two principal ingredients of this environment I wish to explore. These are:

The education, training and recruitment of staff.
Citizen interest and planning.

Each of these subjects is worthy of serious study alone, but they contribute mutually to the results of any endeavours in this field and to the overall image of the profession.

Planning progress in New Zealand is hindered by the existence of several obstacles. These include: an absence of stated objectives at the national, regional and local level; citizen ignorance and disinterest; reluctant decision making; staff shortages; and a spirit of intense competition in lieu of co-operation, both in politics and public works organisations.

Imaginative and organised efforts are needed to clear these obstacles and create an environment characterised by public understanding and participation; staff enthusiasm, competency and creativity; and political forthrightness and co-operation. An awareness of the problems and opportunities inherent in rapid change, whether in technology or human expectation, should imbue the thinking and guide the actions of those making decisions.

Planning personnel are at a premium throughout the world. What can be done to train and recruit those we need currently and in the future? What do trends indicate concerning the disciplines most useful to future planning staffs?

It is possible that salaries will have to be increased to attract and hold personnel. It must be decided if this investment is worth while. A poorer investment is the continued use of over-

seas consultants. In many cases, however, if a stimulating, productive and exciting environment exists, it can be more magnetic than higher salaries. More lucrative positions are almost always available to planners, but so are enervating working climates. If a man has a creative and rewarding job, satisfaction often replaces monetary gain.

The University of Auckland's School of Town Planning has been producing qualified planners for about six years. We can look forward to an increase in diploma recipients and the transition of the course into a Master's degree programme. A larger department with qualified teaching staff representing training and experience in more varied fields will be a coincident requirement with such an expanding programme, and experience, in particular, will be most important. In many cases the university sabbatical year would contribute to better teaching, I believe, if used, at least partially, practising in one's field, rather than in pure research. This would be particularly appropriate in the dynamic field of planning, where yesterday's theories and last year's lecture notes too often have little relevance for this year's students.

To supplement personnel trained at New Zealand universities, the quantity and competency of planning staff can be increased by other measures.

Better return from overseas funds

Rather than perpetuate the expensive, short-sighted and sometimes dubious practice of enlisting the aid of overseas experts, those funds could be spent in a more effective and far-sighted way.* A small percentage of the funds paid to foreign consultants could be used to train (at the graduate level in overseas universities) every four or five years, at least two carefully selected persons of suitable education, experience and potential. A bond could be fixed to ensure proper return on this investment. This procedure would accomplish three things. It would aid in creating a stimulating environment for planning; it would provide the country with knowledge of new techniques in the field, and with future leaders in the profession; and it would save overseas funds. The initiation of this approach may be difficult, but the existing alternative will lead to the emasculation of the profession and to the eventual

* For example, transportation studies under way or completed by overseas consultants have probably cost New Zealand about £175,000.

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loss of the more qualified and productive planners.

An additional approach to the staffing and environment problem is to adopt a type of sabbatical year among planning agencies. Every five to ten years a senior member of a staff could be seconded to work for a year in two overseas planning offices for six months each. Cities and countries would be appropriately chosen and an eventual exchange programme may be promoted between countries and planning staffs for a year's duration. Problems of urban growth are world wide. Knowledge and techniques required for their solution must be international as well.

Present practices of substituting a world tour in place of a gold watch for retiring technical officers and passing this off as a broadening of the profession, is a rather suspect use of public funds. The presentation of a report completed after a whirlwind tour is no substitute for intense study and practice in a different environment subsequently followed by years of productive work and the imparting of knowledge acquired to associates and subordinates in the field.

Urban sociology

A final point involving planning staffs is one concerning trends in urban problems; technological change, and fields of training most useful to future personnel. Planning appears to be involved currently in solving problems of urban building and economic growth, with only passing interest paid to that oft-quoted maxim "cities are for people" or "planning is for people." Social problems of urban areas are much harder to solve than physical decay or expansion. With the increased versatility of computers (land use and regional analysis models are under experimentation) and other tools of technology, it seems likely that problems of physical growth may be more easily solved, and that concomitantly, planning for people will become immensely more complex. World-wide examples of this currently exist and as the world shrinks, again by technological advances, these human associations, involving persons of more varied racial and socioeconomic backgrounds, will become more frequent, more volatile, and in the absence of any kind of education or preparation, could lead to serious social disorder.

Although these associations are currently limited in New Zealand and serious problems are isolated in time and place, what of the future?

Some estimates of the non-European population in the country's largest city are in the order of 250,000 by 1985, or about one quarter of the total population. This compares with the current percentage which is about 1/15th of the total population. Small ghettos are already forming in sections of Auckland. Other forms of social conflict or insecurity may evolve as cities double or treble their populations. Staff are needed who are capable of providing guidance in these matters.

Persons educated in sociology, political studies, demography, statistics, psychology and economics are absent from most planning staffs in New Zealand. A department of sociology does not exist at the University of Auckland, the city perhaps where it is most needed.

Although psychology may appear to have limited use for a professional planner, it may be well to quote C. R. Adrian†:

" . . . in the metropolitan area in which there is no single government and no consensus on either life style or goals, the planner is asked to perform a particular social role that is different from his own image of the role, and that his failure to understand this leads to frustration and to a certain amount of unnecessary ineffectiveness. The metropolitan regional planner . . . is in the minds of his clientele more of a psychologist than an engineer, logician, reformer or applied artist."

To paraphrase Adrian, the planners' role is that of a practising psychiatrist in that he deals with community pathology. He relieves the guilt feelings of the populace by attempting to do something about the sick environment; but no one really believes that he can, or even wants him to, succeed because of the fear of the size of the resultant bill.

Adrian continues:

"As custodian of the conscience, the greatest pay-offs are likely to come in concentrated efforts to modify that conscience. A psychiatrist does not reshape a personality in a day, but he has the tools by which to reshape it eventually. . . ."

This leads to my next subject and a discussion of some of these tools.

Keeping the public informed

Many citizens today are not only uncertain

† Adrian, C. R. "Metropology and the Planner," *Planning* (Chicago, A.S.P.O., 1962).

what planners do, but are unaware that such a profession exists. Reasons for this are varied, but three are paramount. One is the general apathy of citizens toward matters which they feel escape their influence or control. The city or region is not really a social or psychological community. Any interest or participation occurs at the local level, and, in fact, often begets antipathy toward regional decisions. Another is the fault of planners themselves in that they do not utilise the variety of communications media available in all large cities. Most discussions of planning take place among their own or allied professions and the general public is usually blissfully unaware and understandably ignorant of studies under way affecting their urban way of life. Finally, educators could do more to develop interest in, and indicate the need for, planning, whether it be for next week's assignment, one's community, or one's future profession and life.

Communications media of all sorts, and especially television, could be used most effectively in several ways to both inform and entertain the citizens, with the result that they may take a more active interest in community and regional decisions. A televised journey through leapfrogging residential areas; consolidated state housing plots; active, abandoned or vandalised recreational sites, would need few words to convey a message. Public support and interest can often do more than a host of regulations, but it can also give impetus to needed legislation or dormant imagination. Other problems and opportunities of growth could be explored by television through ground and aerial photography and location interviews. A weekly series of 30-minute programmes could be presented over a period of time to sustain interest and to accentuate pending decisions concerning metropolitan actions, discussions or problems. The work of planners could be woven into these visual tapestries or urban associations.

Amateur film organisations also exist in most large centres in New Zealand. They could be used to make suitable films for school or club screenings. The opportunities are varied and not too expensive. Endeavours should be made to publish articles in popular magazines, rather than confining them to professional journals. Leadership must originate with professional staff, thereby providing guidance for citizens as to ways in which they can make their views known and generate more influence concerning matters affecting their neighbourhood, city or region. Educational tours

in secondary schools during holiday periods could combine leisure with learning, which often produces the best kind of learning.

All these activities require organisation and funds, but the citizens who pay the bill for public planning organisations should know what they are getting for their money, by learning the nature of their employees' efforts, their limitations and their accomplishments.

Professional planners must make some arbitrary decisions which are based on their combined experience and knowledge. However, when planning is pursued in semi-isolation, in an environment of secrecy or distrust, and in an arena with no spectators and politicians as referees, the name of the game changes from planning to placating and the prize is not a richer environment for many but power or profit for a few.

The main thought I wish to convey can perhaps be summarised by the words of Thomas Jefferson:

"I know of no safe depository of the ultimate powers of society but the people themselves; and if we think them not enlightened enough to exercise their control with a wholesome discretion, the remedy is not to take it from them, but to inform their discretion by education."

I would like to close with one further comment on planning. Election time has recently come and gone again, and that well-worn political football, a National Plan, is still bouncing erratically loose on the sidelines. It is time the country gained possession. It should be apparent that now, and perhaps even more in the future, free enterprise and economic planning are not in conflict and that in fact the endurance and success of the former depends upon the implementation of the latter. Development priorities; cost-benefit analyses for large expenditures such as port development, power schemes, transportation facilities; conservation and inventory of critical resources; economic analyses of new industrial ventures — all these affect directly the country's balance of payments situation. This, in turn, will have immediate and possibly enduring reflection in the state of health of private enterprise. Economic planning will also give much needed guidance to regional and local planning authorities. In its absence, problem solving will remain a substitute for planning and national and regional decisions will be characterised by hindsight rather than foresight.

Reviews

A Preface to Urban Economics, by Wilbur R. Thompson, Baltimore, John Hopkins Press, 1965, pp. 413, \$NZ7.00.

Professor Thompson is a staff director of "Resources for the Future," a very active and well endowed research organisation, and co-publisher of "A Preface to Urban Economics." The book is not so much a preface, that is too modest a term to apply to it, as a long analysis of urban economic problems in the USA.

The rapid growth — and decay — of urban areas in the USA cannot be explained in terms of town planning history. Nor is it easy to understand why a rich, ingenious, democratic and practical-minded nation has allowed urban growth of such unmanageable proportions. Professor Thompson's explanation is probably as good as any.

The physical planner, unlike the economist, is inclined to judge cities not by what money can buy in them, if one has the money, or even by the opportunities afforded in them to make money, but by the state and condition of buildings, places, "streets and services and the extent to which these things when assembled together produce decent living and working conditions for the inhabitants at large.

Britain can blame, not always fairly, 19th century "laissez faire," the industrial revolution and, more recently, the 1939-45 war for many of its present planning troubles; the USA has no such excuses and does not seek them; it prefers to explain planning troubles in terms of what has so far proved to be a generally acceptable economic system. Consequently, the USA, relying as it does very heavily on private enterprise supplying the goods and services needed or desired by its population, has no nation-wide Town and Country Planning Act as the equivalent of those in Britain and New Zealand. In this situation American planners tend to write about the "facts" of urban growth in order to induce somebody, anybody, to "do something about it." Recently we have had a spate of books, studies, investigations and reports from the US on the political and economic problems of urbanisation, considered from every angle; most of them tedious reading, some frightening and few hopeful.

Professor Thompson's book is an exception to the general run of books on the subject. There are few pages filled with exhaustive and exhausting statistics and no alarming revelations.

The first half of the book is hard going for the non-economist; an examination of the economic causes of the growth of US urban areas, with frequent references to USA economic planning papers and journals. (American planners have a great tendency toward taking in each other's washing.)

The second half of the book, entitled "Prescription," is a review of the problems of urban growth and of US efforts made to deal with them. Professor

Thompson does not champion urban sprawl, but his comments on it, on high density and on mass transportation, are refreshingly realistic.

Professor Thompson says: "The continued growth and ever larger size of our urban areas is, in fact, probably more dependent on our progress in local public administration — learning how to stave off the diseconomies of size in giant city regions — than any other single factor." I do not think he is right. The crux of the urban growth problem is that it is a national and not merely a local one and that private enterprise is scarcely making a dent in it even when aided by city, state and federal funds.

R. T. Kennedy

The Zoning Game: Municipal Practices and Policies, by R. F. Babcock, Madison, Milwaukee and London. University of Wisconsin Press, 1966, pp. 202, \$NZ4.70.

Richard Babcock will be well known to students of American planning law and, in particular, for his paper to the 1963 annual conference of the American Society of Planning Officials. On that occasion he made a perceptive comparison of the British and U.S. approaches to planning based upon a study tour of the U.K. for that purpose.

In this book he writes of the world of American planning administration, marking the division between "the players" and "the rules" of the zoning game.

In spite of the fact that he has been actively engaged for some 20 years as an attorney specialising in planning law, he writes here as an observer rather than as a participant. For the New Zealand reader, his air of detachment when describing, for example, the procedures tolerated at some planning application hearings, will be quite remarkable and he is a man gentle in his remonstrations. Nevertheless, he offers (albeit tantalisingly brief) excerpts from planning hearings and does not hesitate to illustrate a point by personal reminiscence.

Babcock looks for a correlation between the interest of lawyers and the development of planning law in the United States. He credits the remarkable progress made during the first years — exemplified by the milestones of the New York zoning ordinance of 1916 and the Supreme Court decision on the Euclid Case in 1963 — to the active and enthusiastic work of a small group of lawyers led by E. M. Bassett and he remarks on the coincidence between the hiatus in progress and the loss of interest by the legal profession some 20 years later. He discerns now a revival in interest and a corresponding improvement in this branch of administrative law. To judge from the increasing attention being given, for example, in American university law journals to the subject, he is right about the surge of interest and it is certainly true that the foundations laid by Bassett and his contemporaries have well served not only North American, but also New Zealand legislation.

Babcock has a writing style which urges frequent quotation and no more so than when he is

discussing on land-use controls. Thus, "No one is enthusiastic about zoning except the people. The non-people — the professionals — hope it gets lost. The judges find zoning a monumental bore, most lawyers consider it a nuisance, and the planners treat it as a cretinous member of the planning family about whom the less said the better." And, "... there are no principles unique to planning. . . . Much of the confusion in land-use regulation stems from our repeated inclination to canonise short-range devices and techniques. One of the major obstacles to a sensible analysis of zoning policy and practice has been the failure of most commentators and judges to distinguish between principles, on the one hand, and techniques, on the other. The former should be continuing and capable of universal application. The latter should be continuously reexamined in the light of changes in social needs and in technology. Unfortunately, too many zoning techniques have been elevated to the status of principles." But each reader will mark his own favourite passages in readiness for conference papers or appeal board hearings.

The views expressed in the chapters headed "The Purpose of Zoning" and "The Principles of Zoning," especially, might have been written of New Zealand so applicable are they to the local scene and it is a great pity that Babcock did not pursue, for example, his discourse on the "property value" and "planning" theories of zoning. However, the significance of the book lies, not in the fact that Babcock has much that is new to offer, but that he expresses fluently and effectively the atti-

tude of those participants who have declined to build a discipline out of myths and clichés. The book does not have the weighty depth of the academic writings of such as Haar, but, probably because of, rather than in spite of, this it is the more likely to serve as a rallying point for those who look for intelligence rather than shallow emotion as the basis for future progress in the field.

There are less than 200 pages of main text and, the mark of a good book, no doubt, there is disappointment at so quickly reaching the end. It examines nothing in depth, it pecks at many problems and attempts few solutions. But it offers a great deal of sound comment and should be read by all planners and lawyers concerned with land-use controls in New Zealand. To echo Dennis O'Harrow's foreword, "... this book has been fun to read. More than that, it makes a number of points that need to be made. And definitely adds another volume to that brief list . . . the good and thoughtful and valuable books on zoning."

—J. R. Dart

Institute affairs

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Dinah Holman, MA (Auck)

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Regional Planning Officer,
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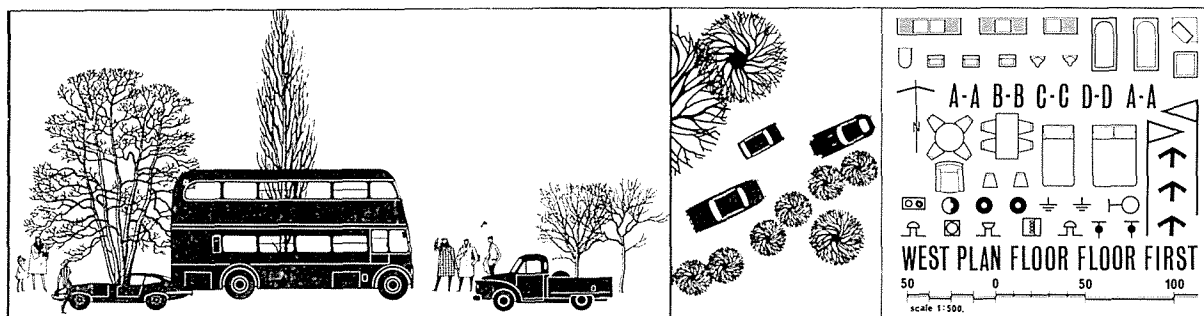
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P. L. Liew, DipArch (Singa-
pore), DipTP (Auck)
R. B. Smyth, DipTP (Auck),
MNZIS, MNZIE, AMICE

RECENT MOVEMENTS

P. W. T. Bagnall, DipTP (NZ),
MNZIS, AMTPI (M), has re-
signed as Regional Planning
Officer, Northland Regional
Planning Authority, to enter
private practice at Auckland.
G. F. Bostel, ARICS, AMTPI
(M), has resigned as Regional
Planning Officer, Wellington
Regional Planning Authority,
to return to Britain.

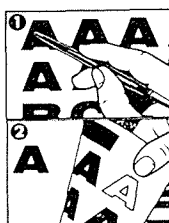


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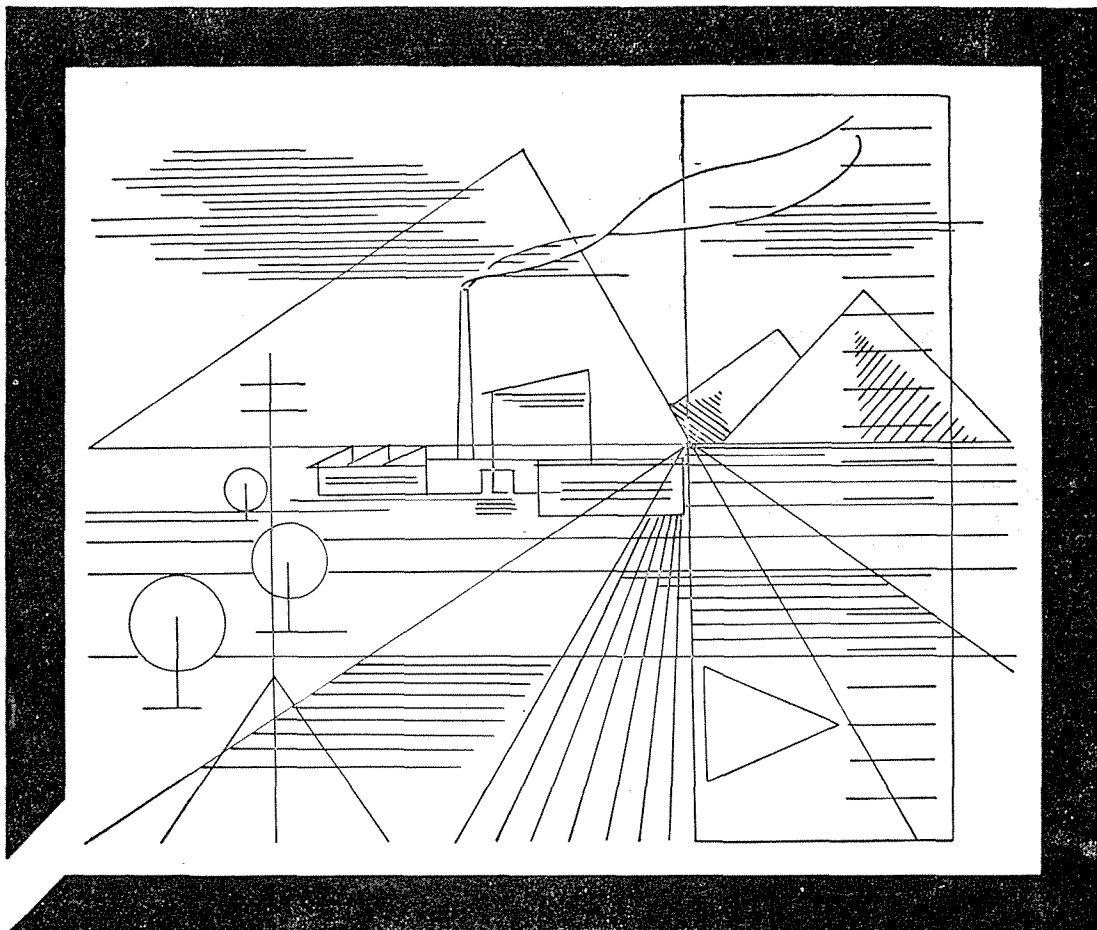
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