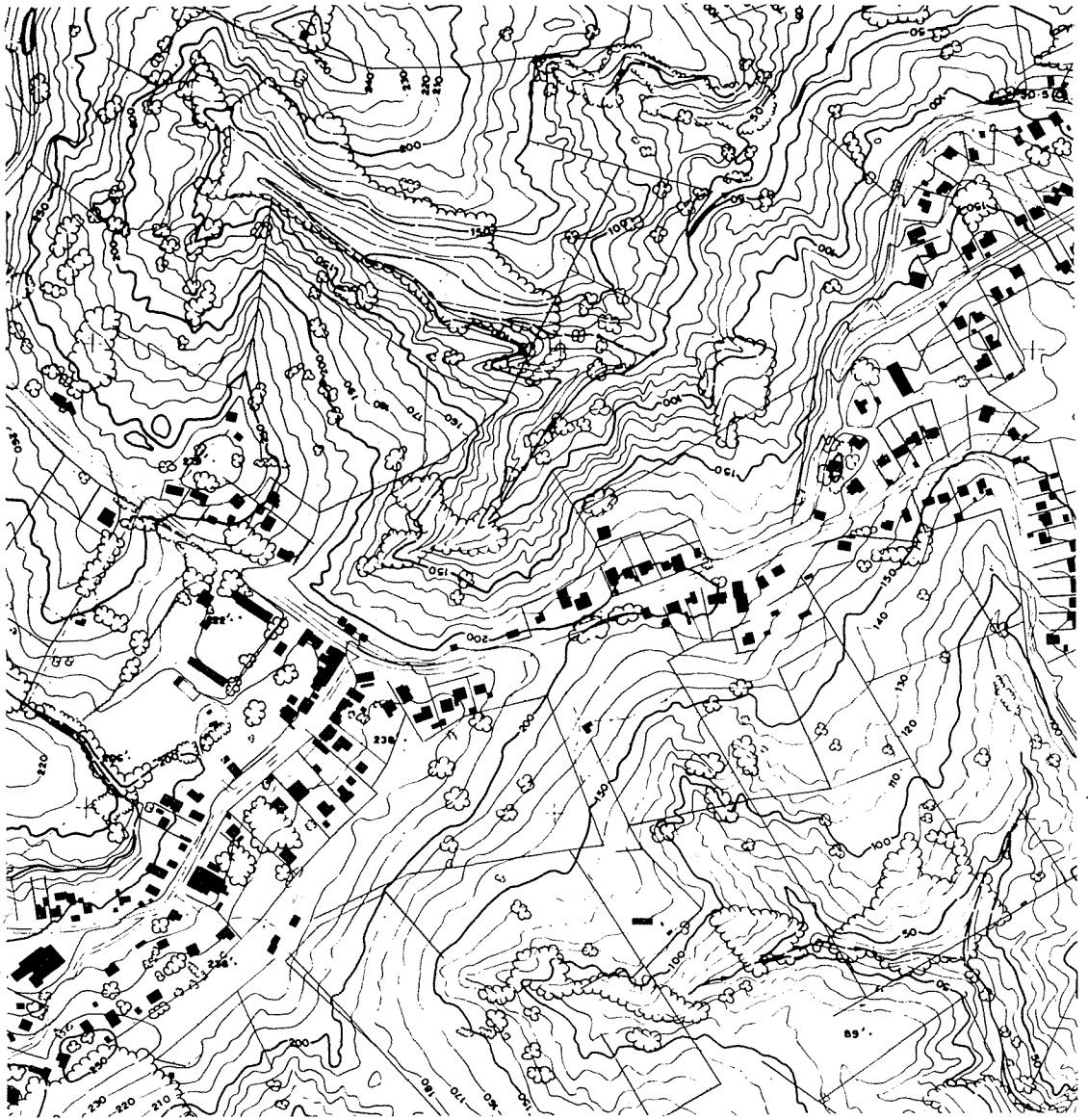


# TOWN PLANNING QUARTERLY/8





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# TOWN PLANNING QUARTERLY

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Number eight June 1967

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|  |    |   |
|--|----|---|
|  | 5  | Fact & opinion  |
| P. W. T. Bagnall                         | 10 | Letter from America   |
| R. T. Kennedy                            | 12 | Some comments on planning legislation & organisation in New Zealand |
| Colin McKay                              | 16 | "Tell the people"   |
| D. G. Porter                             | 18 | Holiday & resort areas  |
| C. A. Gollop                             | 22 | Statistics is not magic   |
| M. Latham<br>R. G. Stroud<br>J. A. Beard | 25 | Correspondence  |
| D. W. Simsion<br>G. T. Bloomfield        | 27 | Book reviews  |
|  | 30 | Institute affairs   |



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# FACT & OPINION

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## An editorial notebook

### **New Look at Dunedin**

The Dunedin City Council has recently made a sharp break with tradition by establishing the first independent planning department in New Zealand local government.

Dunedin city's earlier procedure followed that of most local authorities in that planning was carried out within the City Engineer's Department and it was the city engineer's staff that prepared and brought to fruition the district scheme in 1964.

Shortly afterwards De Leuw Cather and Company, together with Rankine and Hill, presented to the city their transportation study. This study was viewed with the normal mixture of alarm and acceptance which has become a characteristic reaction to such reports, and it, together with the publication of an urban renewal exercise covering a five-acre site, and frequent calls for comprehensive planning from the "Otago Daily Times," had considerable effect upon the council. Advantage was taken of Professor Buchanan's working tour to invite his comments on Dunedin. Several blunt observations resulted and out of the ensuing debate an independent planning department was born.

A city planning officer was selected and appointed in October, 1966, and subsequently took up his duties in February of this year. The basic organisation of the department has now been authorised and council decisions include the policy framework and administrative arrangements needed to create an effective city planning agency. From the planners' point of view the department provides for administrative and professional freedom to plan with direct access to the town

planning committee and the council. One of the interesting benefits of this organisation arrangement was the enabling of the department to set up its own terms of reference for the initial stages of development and we look forward with interest to the consequences of Dunedin's new-found enthusiasm for city planning.

### **The British Town Planning Institute**

As a happy coincidence a past president of the British Town Planning Institute, Mr. E. H. Doubleday, OBE, was at Wairakei during the course of the local institute annual conference. Two past presidents in two years, the other being Professor C. D. Buchanan, CBE, is a heady diet indeed, but it is due to the increasing attractions for planning consultants in this part of the world — not a sign that the British Institute is beginning to discern a separate antipodean existence.

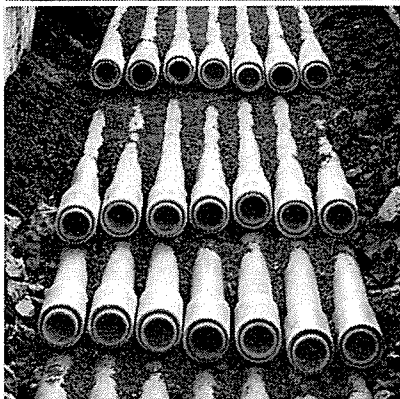
The opportunity to talk with such distinguished persons does, then, prompt the thought that, if the British body's hopeful claim to be in possession of the one universally recognised professional planning qualification is to have any degree of acquiescence at all, then it is time that some more material, overt official contact was attempted than the mere circulation of its journal.

The New Zealand Institute, in its turn, may well ponder anew on the fact that the umbilical cord is designed rather for quick severance than for permanent bondage.

### **Provisional accommodation**

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there is nothing so permanent as a temporary building.

But the "temporary" buildings surrounding the Government Building are, at last, coming down close to 50 years after H. F. von Haast, addressing the "First New Zealand Town Planning Conference and Exhibition" at Wellington in 1919, said: "A government that can perpetuate such an outrage on the amenities of the capital as the squat shed athwart the street between the Government Buildings and the Supreme Court must be born again if it is to give effect to the fundamental principles of town planning. Such an offence should be punishable with five years' hard labour in the demolition of slums."

It is not clear what particular "principles" von Haast had in mind, but he spoke with that refreshing public candour which we of this generation are too inhibited to emulate.

The most salutary point of all, however, may well prove to be that the "tomato house," as it was called, more than justified its presence by restricting movement along the Whitmore Street extension to, largely, pedestrian traffic.

The occupants of the Supreme Court will certainly be reminded anew of the gross inadequacy of their site.

### **The Euclid case**

The date of the Euclid decision was incorrectly stated on page 30 of the March issue. This famous US Supreme Court case established the constitutionality of zoning and is a major milestone marking the progress of planning law in that country. The decision was, of course, handed down in 1926 and not 1963 as appeared — to the mutual mystification of the printers and ourselves.

### **The law and planning**

Professor Kennedy's paper offers an alternative approach toward planning administration than that usually put forward by contributors to this journal. He has made a plea for the granting of greater discretionary powers to local authorities than that which they already have under the Town and Country Planning Act. This "each case to be judged on its merits" approach is one which has always had a strong attraction for

administrators and varying degrees of repulsion for lawyers.

The public is properly suspicious of the conferring of powers which do not have built-in safeguards against incompetence or abuse and such a departure from current New Zealand practice presupposes at the very least a reservoir of experienced professional staff which simply does not exist.

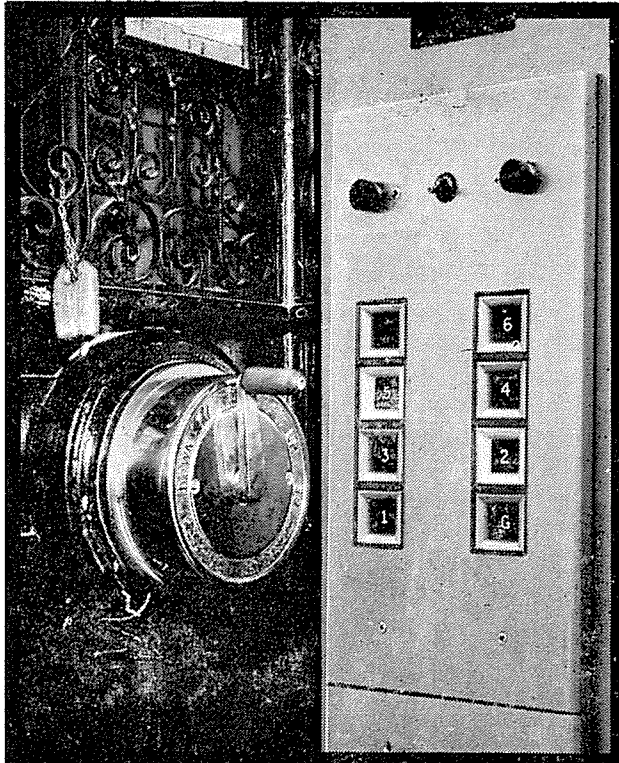
In Britain, where administrative discretion is carried to lengths beyond anything that we would be prepared to tolerate, the periodic and mounting rumbles suggest the existence of a fault line approaching a phase of critical tension. From this distance a destructive earthquake seems inevitable while so many planning decisions continue to be based upon traditional middle-class concepts of acceptable physical environments rather than upon objective assessments and solutions to the problems of mid-20th century land use patterns. Our own insistence upon the public explanation of the reasoning behind planning decisions to the satisfaction of an independent tribunal, is likely to be the better system in the long term.

### **Urban data banks**

Both Peter Bagnall in his "Letter from America" and Professor Kennedy question current practices in the collection, recording and storage of basic land use data. Professor Kennedy gently chides central government planning agencies for failing to give a lead and Mr. Bagnall notes that the same information is being surveyed by numerous parallel and unco-ordinated agencies.

It is not surprising that the smaller local authorities are indifferent to the collection of background information, but the inhabitants of the large urban centres in particular are increasingly irritated by the constant requests for the same details concerning occupation, values and production from representatives of such wide-ranging bodies as the Valuation Department, the Department of Industries and Commerce, the Agriculture Department, regional planning authorities and county and municipal government.

The numerous methods of storing data of this kind by electrical means, coupled with a willingness to avoid all unnecessary duplication of effort on routine work, should provide sufficient incen-



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tive to ensure some rationalisation among the bodies concerned. The Valuation Department has already expressed its willingness to collect and record its information in a way which will make it available to responsible groups. It is time that they, in turn, contributed their share of energy in thought and organisation to this emerging concept of national, regional and local pools of land use and land occupation statistics.

### **Tell the people**

Mr. McKay, as a newspaper reporter, speaks with particular interest on the difficulties involved in eliciting information from central and local government agencies. From his own experience he has gained the strong impression that some local bodies in particular act as though they were "some sort of secret society."

Mr. Simsion discerns "involvement" as one of the major themes running through last year's Australian planning conference and he quotes Philadelphian Ed Bacon's reference to "democratic feedback." Professor Kennedy urges that the public be encouraged to participate and that their opinions and reactions be sought as early as possible in the planning process, before official concepts become so fixed as to assume all the characteristics of a corpse in rigor mortis. In the March issue Dinah Holman and Mr. Steffen, in their different ways, raised the cry for a seeking after public attitudes and the editorial echoed their pleas.

Each of these people might have repeated, with validity and aptness, Catherine Bauer's oft-quoted, "Conscious consumer wants are limited by experience and knowledge . . . by and large you can only want what you know . . . what we really want to know therefore is what people would want if they understood the full range of possibilities on the one hand and all the practical limitations on the other."

The planner's task is one largely of guidance, instruction, education; of discerning and pointing out patterns and trends; of listing the likely outcome of a given range of land use decisions and emphasising the consequential actions which should be set in motion; of discerning individual and community hopes and aspirations and crystallising these into goals capable of achievement at varying cost.

It is always a tempting vision to play the role of conjuror producing plans out of nothing and then modestly bowing to the resultant acclamation. But it is the stuff of which Thurber's Walter Mitty is made on, not the ingredients for planners — unless they choose to prop up the bankrupt concepts of determinism and paternalistic authoritarianism.

Planning is a product of its society; not independent of it. If planners do have something worth while to offer, the public will demand it, not through ignorance, but through being informed and instructed. Our society will, with increasing frequency and urgency, have come to insist upon planning because they will have recognised, and refused to accept, the consequences of the lack of planning.

### **Cloud Cuckoo Land**

The 40th conference of the Australian-New Zealand Association for the Advancement of Science is to be held at Christchurch in January, 1968. The theme set for the architecture and town planning sub-section is, "the changing role of the architect as he has evolved from the master builder of ancient times to the present co-ordinator of many scientific and technological skills at the apex of the economic and social pyramid, and the problems which this new role has created for him."

The association was not easily persuaded to recognise that architecture had a legitimate place in the programme of its annual conferences and its experience this year may well give it cause to think that its earlier attitude was, after all, justified. That would be a retrograde step for both sides, but of more immediate concern to the planning profession must be the fact of its implied consent to such a theme.

Collective exercises of this "mirror, mirror on the wall" variety redound to no one's credit and least of all to the two professions seemingly directly involved.

## Letter from America

The annual conference of the American Society of Planning Officials at Houston, Texas, was my first introduction to the profession "en masse." In terms of sheer size the conference was impressive. About 2500 planners and guests assembled at a large out-of-town hotel for a programme of business meetings, public addresses, workshop meetings, trips and (of course) the annual job market that is a feature of the annual ASPO conference, beginning on Saturday April 1, and continuing through Thursday, April 6, from 9.30 a.m. to 10 p.m.

Frequently there were three different addresses or discussion groups going on at once, and sometimes four in different conference rooms of the hotel. The timetable had been arranged, however, to deal with several parallel streams of professional activity, so it was unusual for one to want to be in more than two places at once. Being in two places at once is not difficult when one can plant a tape recorder in one room and attend an address in another. I resorted to this practice on several occasions.

### Conference programme

Three clear divisions of subject matter were discernible at the conference. The first division was that of broad goal-setting, defining targets, articulating a policy toward which the profession should direct itself. This process is somewhat

ritualistic, in that many of the speakers are on the fringe of the profession and look upon the planning process very broadly, without the strict disciplines of local or state government legislation and policy within which most members of the profession must operate, whether as consultants or as employees of planning agencies.

Behind the broad canvasses sketched and the lofty ideals outlined by the speakers there was, nevertheless, an urgent message that pervaded the entire conference — the message that the traditional techniques of the physical planners had little relevance any more to the social and economic factors which are the real raw material of current political decision making in the cities of urban America. You do not need to be a planner, I found, to be aware of the vast weight of urban growth in the metropolitan areas; the topic is discussed daily in every newspaper I pick up and is referred to frequently in casual discussion. For a city to "build itself again" in 20 years, creating in this short space of time as much physical development as has accumulated over the past 200 years, is so vital an image that it grips public as well as professional imagination. It was against this image of vast, inevitable and generally unplanned growth that the planning profession was urged to measure itself, to direct itself more into the main stream of decision making, where decisions of vital importance to the future urban environment are made — of necessity — every day and in great haste, in response to economic and social trends that are only dimly seen and have yet to be identified and objectively measured.

As one speaker summarised this topic, the profession, to be of value, should "stop drawing land-use maps and start finding out how people behave in cities."

### Urban data banks

The second division of subject matter that pervaded the conference was that of the university people who specialise in planning information systems. There is a great temptation, particularly for a planner accused of possessing outworn techniques and of living in an analytical vacuum, to grasp at EDP as a technology on hand to solve for him all the problems that, for sheer size and complexity, he finds to be bewildering and beyond the understanding of man. This is partly true; such a technology could be available.

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P. W. T. Bagnall, DipTP (NZ), MNZIS, AMTPI (M), is at present touring the USA on an Eisenhower Exchange Fellowship.

It is not necessarily true though, that the physical planner is equipped to ask the right questions, and therefore obtain the right answers; indeed it may be that analysis of urban growth requires (besides the computer) new scientific languages and disciplines that have yet to be created.

These people from the urban data centres, despite their way-out subject matter, demonstrated a very critical awareness of the local government planning function. Public administration can be viewed, they say, as an instrument to bring about (or to prevent) changes in the social and physical environment. Until recently only direct and primitive changes were attempted in the physical environment, for example building dams, roads, houses. Indirect attempts are not so easy, and since the 1930s it has been recognised that for public administration simply to pass laws is not sufficient to bring about changes in the real world. Hence public administration must also be able to operate as a sort of control mechanism to make the social and physical environment do what people want. So ineffective has been this indirect control that without some major improvement of the performance of local government, such as is possible by the use of information systems, local government as an instrument for bringing about changes will fail to survive.

Despite massive advances in data processing techniques of recent years within other disciplines, only a handful of US data centres so far are operating general information systems for urban planning agencies. This is not to say that there are not a large number of unco-ordinated land-use survey operations in progress. The point is that (exactly as in New Zealand) the same basic (and possibly irrelevant) land-use data is being surveyed by numerous parallel and unco-ordinated agencies: field studies are undertaken to re-record raw data already on record, and practically nobody proceeds to the stage of investing in an on-going information system that is capable of producing accurate probabilistic models. Such models would be vastly more useful and more reliable than the endlessly repeated field surveys. The failure of the planning profession thus far to develop EDP techniques has placed it some way down in the hierarchy of skills available to the decision makers in government concerned with change in the urban environment at federal and state and local levels.

## Current zoning problems

The third division of subject matter pervading the 1967 ASPO conference was, to me, almost laughably familiar and homely: zoning. Having been invested with a system of land-use control called "planning" but derived directly from Euclidean zoning, the New Zealand planner is thoroughly at home with the problems that beset zoning in the US. None of the discussions at the conference were as fully attended as were the several zoning addresses and workshop sessions. How good are performance standards? What to do about petrol stations? How to overcome the problems of compulsory land acquisition and compensation? What to do about the irresponsible use of discretionary powers? How to control advertising signs? The list is as familiar as it is endless. The US practitioners of zoning (or "zoners," as distinct from "planners") rely as heavily upon partnership with competent practitioners in the legal profession as does any New Zealand local government planner, and it is noteworthy that the most stimulating zoning discussions that took place were those under the control of planning lawyers.

It is hard to summarise the discussions in zoning, except to say that the need for improvements in zoning is widely recognised, and a large number of able people are engaged in a search for gimmicks intended to turn elderly and discredited zoning ordinances into positive expressions of local government policy. What many of them face is the fact that day-to-day zoning decisions are frequently the work of policy makers who do not have the benefit of planning recommendations based upon an up-to-date technology. This brings me back to the key message of the conference: the warning that long indulgence in the luxuries of physical planning has left the profession ill equipped for the more vigorous but very real world of urban decision making.

It may be that this message has relevance in New Zealand and my principal search while travelling in the US for the remainder of this year will be to discover areas of knowledge in which modern technologies are being adapted to measure, understand and provide for change in the urban environment.

R. T. Kennedy

# Some comments on planning legislation & organisation in New Zealand

Planning legislation, affecting as it does the lives and livelihood of all in the community, is an instrument of central and local government. Despite the inherent, idealistic premises in all planning legislation the system through which it operates gives rise to much adverse criticism — in New Zealand and elsewhere — and in the processes of changing the system to meet criticism, the main purposes of planning are often overlooked.

New Zealand planning legislation does not, taken as a whole, compare unfavourably with that of the rest of the world and in many respects it is better than can be found in many other countries. Ideas on town and country planning and regional planning are, however, changing and I

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Professor Kennedy, CBE, ARIBA, MTPI, ANZIA (M), is Head of the Department of Town Planning at the University of Auckland. The paper is a shorter version of one presented to this year's annual conference of the Town Planning Institute.

have endeavoured to assess the effectiveness of our present legislation to deal with the problems of today — thirteen years after the passing of the Town and Country Planning Act, 1953.

## Review of Planning Achievement:

The 1953 Act, which is an ambitious one, survived without extensive amendment until the end of 1966. This can be seen in two ways, either as a matter for congratulation to those who drafted the Act and the subsequent regulations in that the legislation satisfied most needs and withstood demands to amend it, or alternatively, the demands to amend it, due to ignorance of its purpose or indifference to its operation, were slight.

The machinery and legal procedure of planning were laid down in the 1954 regulations in very considerable detail, but the quality of the end product in statutory schemes left very much to chance. This lack of provision of a check on the quality of the schemes appears to me to be a fundamental weakness in the legislation.

There were in 1953 nearly 300 local councils who could be expected to prepare planning schemes in conformity with the Act. At this time there were only 30 men in the country who had any kind of professional planning qualification and considerably less than half of them could be said to be wholly engaged in planning either as officials or in private practice; fewer still could be said to be persons of long or wide experience. Yet it seems to have been all too easily assumed that sufficient men of the right calibre and training to operate the machinery of the Act would automatically be produced; that has just not happened.

As regards the number of district schemes, the position to date it as follows: operative 97, publicly notified 28, in draft 150, total 275. As regards quality, the Minister of Works in his annual report for 1966, when referring to local authority town and country planning activity, said: "Of the 30 reviews which have been dealt with during the year, relatively few have taken the opportunity of providing for the kind of positive approach that is called for in developing areas. The same can be said of many of the initial schemes which have been submitted during the year."

In other — plainer — words, the district schemes submitted so far have not been good. There is clearly something wrong with such disappointing results.

The fulfilment of the purpose of planning as implied and expressed in the Act has, in my view, been beyond the competence and resources of local planning authorities to attain. Too much planning, in too wide a field, has been attempted.

Secondly, after 13 years of planning carried out within the framework of the legislation, the benefits of having the legislation are not generally appreciated; there is, outside the planning profession, more cynicism than enthusiasm for planning activities and this applies to matters both great and small.

Thirdly, it has been too easy for those who have been responsible for such planning as has been done to evade criticism of their decisions when the political consequences have not been favourable.

### The Role of Planning Authorities

New Zealand town planning is, in part, based on British precedent for policy and on USA precedent for practice. As a generalisation I would say that these two aspects of planning, British policy and USA practice, have so far been impossible to reconcile; they may, however, perhaps be brought nearer together as a result of exchange of views between planners of both countries in recent years (1). Each can learn from the other's experience and we can learn much from both.

British precedent is largely dependent upon the exercise of administrative discretion; the majority of planning issues are settled without recourse to the law courts. British planning has also been dependent upon national and local policies, although a recent review of statutory planning has shown that that policy has not been as clearly stated and explained as it should have been (2).

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(1) See, for example, C. M. Haar (ed.) **Law and Land: Anglo-American Planning Practice**. (Cambridge, Mass; Harvard and MIT UPs; 1964), and D. Senior (ed.) **The Regional City: An Anglo-American Discussion of Metropolitan Planning**. (London; Longmans; 1966.)

(2) "The Future of Development Plans — Report of a Planning Advisory Group," HMSO.

USA planning practice is largely dependent upon the application of law to determine the rights to development of land. It is, I think, likely to change considerably as a result of the direct and fairly massive entry of federal government into city planning through the recently created Housing and Urban Development Authority.

My own philosophy is that, in all disputes on the development of land, the public interest is of primary importance; not that of the individual land owner or developer. This philosophy is admittedly easier to hold in Britain where since 1947 local planning authorities have not only been expected to take the initiative in planning, but to ensure that the kind of development or conservation which they wish to see is actually carried out. In the USA such a philosophy would be more difficult to hold for there, until recently, private enterprise had been expected to take the initiative, leaving the planning authorities with the role of restraining or controlling development.

### Planning Control Through Ordinances

The emphasis on planning authorities being primarily responsible for the **control** of land use is clearly shown in our regulations; efforts have been made to devise a system which would predetermine as exactly as possible what every land owner can and cannot do in the development of his land. The system seems to be accepted without much question where the schemes are in line with trends in development, good or bad. When trends change — sometimes as a result of an unexpected interpretation of the ordinances — and for which a planning authority is not always prepared, the application of the ordinances may not prevent unreasonable development taking place.

It appears to have been assumed that good planning would result from a land owner exercising his rights to develop land, when and where he wishes, in strict accordance with the codes. Many land owners will, however, squeeze the maximum they can get out of the legal provisions of a district scheme; the cost of employing legal aid to help them to do so being negligible in comparison with the financial gains to be immediately enjoyed.

Development cannot be controlled without applying planning standards of health, safety and amenity, but to try to translate planning standards into legal requirements is to make a non-sense of the evolving techniques of planning.

Codes of ordinances are expected to produce certainty for the land owner; in my view nothing could be more certain that they will **not** do so.

The implications of any proposals for development may be so far reaching that none could be certain that **any** application for planning permission, notwithstanding that the proposals met code requirements, should be granted as of right. The segregation of applications into two categories, "as of right" and "conditional," is superficially attractive in that it purports to relieve a planning authority of considering the "as of right" category. It does not, however, relieve the planning officials from examination of all applications and I can see no additional burden being placed on either committees or officials if all applications were treated as "conditional." Planning authorities can be as liable to error in their judgment of the appropriateness of their own codes of ordinances as they can be in determining the appropriateness of conditions attached to planning permissions.

It has, I think, been assumed that the processes of planning, from the collection of data to the approval of a scheme, would be an educational process for local authorities; that they would fully appreciate the significance of all that had to be done over many years by the officers given planning duties and responsibilities. In many cases there could be little argument as to **what** should be done — it was prescribed by the regulations — still less argument whether or not the data collected and recorded was really relevant to the scheme produced and approved. The analysis and interpretation of the prescribed data has been left to the officers as something of a professional mystery; too often it has been done without any professional planning help. In many cases this has resulted in an approved scheme being little more than what could be expected to happen in development locally, scheme or no scheme.

It might be thought that, with so much prescribed by Act and regulations, the mechanics of local planning would be comparatively simple to comply with and that, even without qualified planning officers, operative district schemes would be produced more quickly than they have been. **Consequently, I am surprised that the Minister of Works did not have a general inquiry into the reasons for the poor performance of local planning authorities and publish the results before amending the Act in much detail as was done last year.** My impression of the 53 amendments con-

tained in the 1966 Act — as many amendments as there are sections in the original Act — is that they will add to the routine work of planning authorities and make plan making even more protracted than it is now. The effect of postponing the date of completion of a scheme can be psychologically disastrous. Hope deferred not only maketh the heart sick, in planning it breeds boredom and falling off of interest.

### **The Collection of Planning Data**

I believe that most of the planning data which is so laboriously and slowly collected by individual district planning offices, could be assembled, kept up to date and, metaphorically, handed on a plate to local authorities by a central government organisation. And, I would suggest, with far less expenditure in time and money than in the present system.

The accumulation of data — often for its own sake — has, I think, unnecessarily delayed the production of plans not only in New Zealand, but also in Britain and the USA. We like to think that the making of decisions in planning is a scientific process based on facts. I have no such illusions. Most of us are incapable of comprehending the full range of facts in the extraordinarily wide field of town and country planning. We have to be selective, to simplify and to generalise in order to come to conclusions and to make recommendations as to what should be done.

The next step, the making of a plan, is largely an intuitive process to be checked by such relevant data as is available. All facts are not equally relevant or important to the solution of planning problems and it is unlikely that we will ever have sufficient facts on all aspects of physical planning to completely justify a plan. The process of plan making is not sufficiently exercised by planning officials whose time nowadays is all too full of administrative and survey duties, and if the planning profession does not develop skills in plan making it will fall to others to do it in more cavalier fashion than it would dare to do.

A centrally organised planning data service would not relieve a local planning authority of responsibility of the necessity to analyse and think about what should be done with the results of the collection. If local planning authorities try to comply fully with the recent amendment to Section 18 the outcome could be ridiculous; obviously there are not, and are not likely to be, enough

trained planning personnel available to provide "a planning data survey of the physical, economic, social and cultural aspects of the area to which it relates, as required by regulations made under this Act." Unless, of course, the scope of the 1960 regulations is drastically reduced in forthcoming amendments.

One of the first points I want to make then is that a large part of the burden of planning survey work should be transferred from local government to central government where it can be done with fewer and more expert people more quickly, more consistently and more efficiently.

A second point is that in analysing the survey information, a local planning authority officer should be encouraged to seek the advice of professional people outside the local authority organisation, i.e., in a technical advisory committee.

### **Public Interest in Planning**

My general view on our present town planning legislation is that too much emphasis is placed on the protection of the rights of individual land owners and not enough on the economic, social and aesthetic development of a local planning authority's area in the interest of its inhabitants.

At present we are only paying lip service to the idea of public participation and interest in planning. For all practical purposes the processes of formal objection rule out expressions of unorganised views of members of the public, the inhabitants, on the scope and main intentions of a district scheme.

A local planning officer should be officially encouraged to explain and publicise a proposed district scheme before it is open to formal objection. At present there is nothing in the Act or regulations to prevent him doing this, but he is deterred by the fear that it would encourage land speculators and lay the local council wide open to pressures from groups and individuals who wish to change proposed zoning requirements to their advantage. As we all know, this kind of pressure is always present — whether a scheme is "disclosed" or "undisclosed" — and even after it has been approved.

The views of those who prepare a scheme may be hopelessly antedeluvian, but they may, nevertheless, be accepted by the council unless those more interested in planning for the development of the area than are the councillors, are invited and allowed to express their opinions.

A complete district scheme is by no means easy to understand, even for a professional planner. I wish, therefore, that official encouragement be given to the publication of a more simplified set of documents setting out the broad framework of the scheme and how it is expected to be administered. I doubt that, without such an introduction, laymen — including councillors — will begin to understand what a scheme is all about. Simplification is a difficult art but a necessary one if councils are to be made to realise what it is they approve in a formidable set of complicated statutory planning documents. Planning platitudes are not an adequate substitute.

### **The Regulations**

In the ten years I have been here I have scarcely changed my general views about the regulations. When they were first framed it must have been supposed that district schemes would be produced quickly in conformity with them. Also that complete acceptance of them would enable complicated issues on the control and development of land to be more satisfactorily settled by law rather than by the application of administrative discretion. The third assumption which I think must have been made was that the practice of town planning was likely to be relatively static; that there would not be any significant changes of thought on how to secure the general purposes of district scheme planning as described in the Act.

In 1958 the Commissioner of Works invited my comments on the draft of proposed amendments to the 1954 regulations. I replied, in effect, thus: remove the 2nd, 3rd, 4th and 5th Schedules from the regulations and issue memoranda of guidance to planning authorities on the standards to be observed in the preparation of schemes and in granting or withholding of planning permission. Perhaps I should add that since 1958 I have not been invited to comment on any other proposed town planning legislation.

I have not been unmindful of the many and serious planning troubles in Britain, where codes of ordinances do not form part of a statutory planning scheme, but I find that I still stick to my original points of 1958, some of which I wish to reiterate.

Uniformity in method of presentation in schemes is highly desirable, but not to the detail as laid down in the schedules to the regulations.

Colin McKay

## “Tell the people”

As regards planning standards and techniques, I do not think they can be satisfactorily expressed in codes of ordinances that are an integral part of a legal document. In that form they require elaborate explanation to make clear to the public their apparently simple, but inflexible, intentions, a process likely to lead to much misunderstanding. They are also, I believe, beyond the understanding of those who as officers or councillors have to administer them, but once approved, reliance is placed on their legality to the exclusion of a more commonsense solution to planning problems.

Upon having produced an operative scheme, many authorities assume, erroneously, that the thinking part of planning has been done and that the occasional help of a lawyer on interpretation enables them to plan for the social and economic welfare and the amenities of their area. Finally, I believe that the administrative cost involved in operating through a code of ordinances is out of all proportion to the value of planned results actually achieved.

The draftsmen of the regulations would probably say that the regulations offered a standardised way of planning to local planning authorities who had no trained planning staff available and who would be unable to recruit them, but who could without much difficulty call in a lawyer to keep them, the authorities, “on the right lines.” If this was the objective they have certainly not succeeded as judged by the number and quality of operative schemes.

The same draftsmen would no doubt also say that without the codes of ordinances the number of appeals against “administrative discretion” decisions of local planning authorities would rise phenomenally — as it has in Britain. I admit that they would rise, but not I think to an unmanageable number. If they did so rise I would exclude from appeal many minor matters that could be included in an extension of local building by-law requirements.

In dealing with only a few items out of the full range of possibilities in a paper with this title I have been conscious that many planning authorities and town planners may not be dissatisfied at the way in which they carry out their duties, but that they are as dissatisfied, as I am, with the end product of their planning efforts in the development or conservation of land. If that be so I suggest it is time to re-examine and improve on the system within which we plan — for plan we must.

Those who pay for planning, the ratepayers and taxpayers, are all in favour of modern planning codes — until there comes the day when they find that planning stops them from putting a garage just where they want it, or prohibits a motel on what seems to them an ideal site. So “they” dislike planners.

There’s quite a good reason for this, but few planners or anyone associated with planning ever stop to reason it out. Planning is just another product on a market already flooded with other products. But planning is the packet on the shelf without a label. It doesn’t have the weight or the price or the manufacturer’s name or the ingredients, or even what the product is guaranteed to do. So unless some intrepid shopper is willing to risk his money he doesn’t know what he is getting.

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Mr. McKay has been a journalist for 28 years and has always made a particular study of local body affairs. At the present time he is a columnist and feature writer for the Whangarei newspaper, “The Northern Advocate.”



Mr. Ratepayer or Mr. Taxpayer doesn't know what he is getting when he becomes "the planned." How many packets of this planning do you think would be sold from a shelf which carried dozens of other widely advertised, highly coloured packets of goods advertised to do everything, cure anything or be the answer to the world's ills? None of the other products make any secret about their properties. In fact, advertising, with its accompanying big budgets, is what sells most products today.

So far planners haven't been lured into selling in this big market. Brought up on a steady diet of legal phraseology, government "English" and the verbiage of local bodies, most planners are unable to get close to their markets — the people. Some don't even try. Others, with all the goodwill in the world, don't know how to. With the idea tucked away somewhere in the backs of their minds that they should tell people something, they produce a mass of technical words and phrases, involved graphs and equations, and leave the planned just as much in the dark as before.

Others again feel that theirs is a highly technical craft which cannot possibly be understood by the layman. So why the hell try to tell him anything? Still others think that the world of planning, particularly in local bodies, is some sort of secret society. I can't find anything in the Town and Country Planning Act which suggests that any of these attitudes is correct.

Years ago government departments were closed shops. What they did was none of the taxpayer's business. But after World War II outspoken critics all over the country suggested convincingly that departments should say what was being done with the money they collected. So departments built up public relations branches and set about creating better "images." Some of them have even managed to speak the English of the man in the street — and have been understood.

But take the ordinary planner, engineer or local body official, all of whom work together to a large extent. They don't feel inclined to tell anyone anything. They work under an Act which gives them the authority they require. Eventually they produce something, local bodies mull it over, adopt it, and the ratepayer and taxpayer pay for it.

Most planners and engineers dealing with public schemes are controlled, within the limits of the Act, by local bodies. These also have little idea what planning means, other than that it tells them

they can't do what they want to. Some are opposed to planning as it does away with the laissez-faire system whereby councillors could help their friends. They are subject to restrictions on their decisions. So they, and in turn those who are affected by the decisions of councils, begin to dislike planners.

Unfortunately planners or engineers don't counter this feeling by intelligent publicity, as they claim they have to watch local politics and conform to them. Planners and their associated trades — professions? — are planning the future, but the last thing they do is to sell it. They are the worst salesmen in the country. To put it bluntly, those who have shunned publicity have been responsible for the reception which planning has had so far in New Zealand.

### Media ready

The media of mass information are ready — nay want to — tell people about planning and what the future could hold for them. But mention publicity in a group consisting of planners, engineers, traffic engineers and the like. The shudder which goes around the room is clearly visible. I know, I've seen it.

One planning group was offered what virtually amounted to hundreds of pounds worth of free space in a newspaper. Not only was the offer at first refused, but one engineer, to publicise a plan which involved spending several million thought "a few pictures of someone looking at a map and a bit of a story underneath" would be sufficient.

The National Roads Board, committed to paying for the greater part of all the big schemes, lives in a rarified atmosphere of hush-hush. Its engineers, who have most to do with such things as traffic surveys, are in fear of their minister, or their head of department, and daren't say a word in public until it's been vetted so often it's meaningless — and out of date.

Take the Auckland Regional Authority as a good example. Some of its moves have met violent opposition. They were taken in committee and then published as decisions. If the discussions on the decisions had been published then the reasons for them would then have been plain to the man in the street. As it is, the average Aucklander resents the authority as just another empire, and when its schemes are published without any

softening up in advance, the automatic reaction is to reject them.

Whose fault? The shy, delicate planner; the bashful, bald-headed engineer; the ambitious architect; the little autocrat in the local body?

Blame is shared by all of them. They have the ball on publicity at their feet, but no one will kick it. Someone mightn't like the way it bounces.

The lesson has yet to be learned in New Zealand that spending money on publicity pays off in acceptance of final schemes. What's wrong with telling the world — through your nearest reliable newspaper man or radio leg man — what you're doing? If it's worth while doing, it's surely worth telling the people who will have to pay for it.

All those engaged in planning are trying to sell one thing to different types of people, with differing attitudes, biases and personal whims. Your market is people, your product an orderly future — with a few side issues like restrictions, which must be explained to be appreciated. If people know, or are taught to know a product, they will buy it. This is simple fact.

Try out this new attitude on the chap in the shabby clothes propping up one corner of your favourite bar. Start selling him, and when the cynical look dies, you've made your first and most important client — your newspaperman. He'll sell for you from then on — on commission. A percentage of all your work plans is what he'll expect.

The results could surprise you. They might even make people like you. And your next scheme might not be stillborn for lack of the right action at the right time. Chamberlain's "tell the people" is a good motto — if you go the right way about it.

**Footnote:** One point before you rush out to ring your nearest newspaper. Many planners, engineers and local body people can't take criticism unless it's constructive. The public will always criticise, and rarely constructively. It's a right people have under our so-called democracy.

D. G. Porter

## Holiday and resort areas

Mr. Porter, BArch (NZ), FNZIA, ARIBA, AMPTI (PP), is a principal in a Wellington firm of architects and town planning consultants. For some years he has been a member of the Wellington City Council and is currently chairman of its Housing and Property Committee. His article is a shortened version of a paper presented at this year's annual conference of the Town Planning Institute.

The spoilation of areas of natural beauty has become a national problem. We are still at the destructive stage — our areas of natural beauty are diminishing. It is important that the destructive period be ended and that we begin a process not only of preservation, but also of improvement and positive development.

A deliberate national policy requires national leadership. For this we should look to our Ministers of Tourism, Works and Internal Affairs. Such a policy, once established, should be developed in depth as a national plan. The country is too small for such planning to be carried out on a local or even a regional basis.

The National Park system is the beginning of such a plan, but protection should be given to all coastal areas, to lakes, major waterways, mountains and areas of special interest.

New Zealanders now travel from one part of the country to the other for their holidays. Overseas tourists are not concerned with local boundaries. From the local authority point of view there may be little to be gained from an influx of holiday makers. To the county council an influx of caravans and campers means wear and tear on roads and health hazards, but no rates; no returns. The visitors may all be from outside the county. Why should the local ratepayers pay for the roads and the camping grounds and for cleaning up the litter?

A national plan for national recreation would include the designation of areas for eventual development of resorts, beach holiday homes, camping and picnic grounds, holiday camps, areas to be preserved for their natural beauty, for wild life and wilderness areas to be preserved in their natural state for tramping and to preserve the diminishing quality of remoteness.

In the absence of a regional or national policy we as planners should do what we can to preserve areas of natural beauty and ensure the highest possible standard of development in those areas where people are to congregate.

Subdivision of our coastal areas in particular is still taking place at an alarming rate and is well ahead of building. The great majority of this subdivision is indiscriminate, approved as a result of pressure by speculators. At the present rate it is only a matter of time when every beach worthy of that name will be fringed with baches. The best parts of our coastline will be blighted.

I am not advocating a ban on development. What I do advocate is that we decide that defined

areas be allowed to develop, that they be well planned and controlled; that other areas be held for long term development and that others be preserved for all time in their natural state.

What does the future hold if the demand for every family to own two houses continues to grow? Much of the east coast of Northland has already been butchered. The Coromandel Peninsula is in the early stages of spoilation. Beaches in the Bay of Plenty have already suffered to an alarming extent. The east coast of the North Island is largely intact, but the first signs of large-scale intrusion are evident.

### **Environment**

Is not quality of environment of fundamental importance in an area, the sole purpose of which is recreation and leisure? Yet local authorities have on the whole taken no interest in the environment created by development. Most see their responsibility as ensuring conformity to standards of subdivision and building construction and the provision of basic amenities. The result of the great majority of cases is a repetition of the average New Zealand suburb, but to a lower standard.

It seems true that a large majority of New Zealanders are immune to visual squalor and that ugliness does not worry them. But we must look forward to improved standards. It may be the high standards demanded by tourists that will force improvement, at least in tourist areas. Perhaps the shameful way Te Anau has been allowed to grow in the last few years will not be repeated. But we can hardly expect the demands of tourists to influence our domestic seaside resorts.

We must learn to achieve a balance between natural beauty and our human requirements. It is not necessary for subdivision and building to change beauty into ugliness. Are we as planners, failing to influence our environment? Are we so concerned with zoning and parking and heights of buildings and distances from boundaries and legal procedures, that we are often unconscious of the total result. In the final analysis the quality of the environment is paramount. We must prevent hideous buildings; encourage good architecture. We must take a lead in advising our councils on the use and layout of public open space, on the need for public facilities and the need for example. If we sit at our desks writing reports and answering minutes, we are failing in our ele-

mentary tasks of exerting our influence for the general benefit of the community. We must initiate.

It is far easier to make the case convincingly for a good environment at a holiday resort than anywhere, since here the only purpose is pleasure.

Standards must be set and people must be required to adhere to them. It is regrettable that there is not greater respect for good design and the skills of the architect, but in their absence the planner can do much by encouragement and persuasion. In extreme cases he must be prepared to say "No."

I do not suggest we need determine every detail of a subdivision, but we do need to be concerned with the designation of land for public use and its most suitable development. We must be aware of the needs of people as picnickers, as campers and sightseers. We should be conscious of the needs of the different age groups and of the different needs of different income groups. We should be conscious of the shortcomings people find in their holiday tours. For instance, one of the greatest problems in motor camps is the use of surplus leisure time. People are at a loss as to what to do in wet weather and in the evenings. Without entertainment and indoor facilities frictions quickly develop and a holiday becomes an unpleasant experience.

### Trends in holiday making

The seaside bach and the camping ground are the common and traditional facilities for the family holiday makers. The changing pattern is for an improvement in the quality of baches and improved standards of subdivisional roading. There is a strong trend toward caravanning and motels.

A modified form of holiday motel is surely a far more rational answer to the family who goes away only a few times a year than owning its own house. But so far there are few motels that offer a satisfactory alternative — they are either absurdly expensive or are wrongly located or fail to provide an attractive environment.

Hundreds of people from Auckland and Wellington own a second house at Taupo. It is probable that an average cost would be \$12,000. This is costing the owner at least \$18 a week or \$900 a year, plus the worry of keeping the garden and house in order. All this for three or four visits a year, totalling perhaps six to eight weeks' use. The weekly cost would be about \$120 for the

periods in use. At \$18 a day one could rent three first-class motels and have someone to cut the grass, clean and make the beds. If only there were attractive units that offered privacy and quiet and attractive surroundings.

The great majority of motels are designed and built by do-it-yourself proprietors. The result is inevitably a collection of dull little buildings that would attract no one if there was somewhere attractive to stay. There are exceptions, attractively designed by architects, but too few.

People still like their own place and apparently will pay for it in the absence of a better alternative. **Everything should be done to provide alternatives.** Much more must be done to provide recreation facilities for holidays once their accommodation problems are met. Boating has grown enormously. Cars with boats or trailers are a problem on roads and by water. We must plan for adequate facilities for parking and manoeuvring trailers and for launching ramps and mooring facilities. Many more picnic areas are needed. These should be chosen with care to take advantage of natural features — places of beauty, swimming holes and facilities provided — fireplaces, water, parking, rubbish bins, toilets.

### Factors in planning

I suggest the following are some of the factors which are relevant to considering plans for resort areas:

- (a) Segregation as far as possible of permanents from casuals. Those owning permanent houses should have reasonable privacy and not be invaded by picnickers and those on a day outing. Direct access to the beach or lake is desirable for the maximum number.
- (b) Main roads should be on the outer edge of development and access roads should lead in, with access at limited places to the beach, lake, river or sea. Seldom should streets or roads come between houses and waterfront, except at major resorts.
- (c) Though the car is the vital factor in giving access, it is also that potential destroyer of peace and safety. It should be banished to obscurity as soon as possible after arriving at its destination. Cars must be kept off beaches. Parking areas must be formed by all major attractions, but not where they form the foreground to every view. At picnic areas, areas should be formed for shelter for picnic

parties. Do not allow cars to park on the water side of any road which does front sea, lake or river, except in limited defined areas. The waterfront at Paihia and other resorts is spoiled by parked cars and buses.

- (d) Base residential zoning area assessment on past rate of building, not on section sales or the opinion of land agents of a "phenomenal demand."
- (e) Be generous in allocating areas for public open space. Keep houses well back from the water.
- (f) Remember people like to walk on their holidays, as well as drive and boat and drink beer.
- (g) Preserve jealously any natural feature or place of interest.
- (h) Lay down standards for the design and appearance of buildings and set a high standard and stick to it.
- (i) Require all power and telephone wires to be underground.
- (j) Control advertising and signwriting.
- (k) Plan parks, recreation areas and reserves with care in detail.
- (l) Keep subdivisional standards, reserve contributions and building standards high. The lower the standards, the less encouragement will be given to those with inadequate capital to build a "bach."

### **National parks**

The work of the park authorities requires special mention. It is of a high standard, especially considering their dependence on local finance before qualifying for government subsidy.

The outstanding achievement is the township of Arthur's Pass, where all buildings have been delightfully designed by Paul Pascoe. The outstanding failure is Mt. Ruapehu, where dozens of huts have been allowed without any prior planning. The result is tragic and without excuse, since the area is under the control of a national park authority.

I have referred to Te Anau. It is on one of our most beautiful lakes and the stepping off place for Milford. Following land development and tourist growth, this town recently has burst out in a spectacular manner. It could have grown as beautifully as Arthur's Pass. In fact the new areas have grown into a hideous frontier town.

It is the headquarters for the Fiordland National Park, but the park does not include the town, over which there is only county control.

I have recently heard of one national park which is starved for finance, preparing to undertake a scheme of resubdivision to provide money for an access road. By leasing the sections rather than selling them, they keep within the controlling Act.

### **Other resorts**

Other national resorts are in danger of spoilation. Queenstown is beginning to boom. Uncontrolled and unplanned subdivision is spreading round the lake and could spoil its beauty. Urgent improvements are needed in the town. Yet all this is left to a tiny local borough council who are hard pressed to meet their domestic day to day problems. The county council have no particular interest in the town's development as a body representing local farming interests.

Arrowtown nearby is a major tourist attraction. In fact without Arrowtown, Queensland would suffer. Yet Arrowtown, which today relies entirely on the tourist industry, is allowing its basic advantages to be spoiled. Squalid new buildings have sprung up, the main street is choked with cars and buses and the local council, to raise funds, talks about cutting down the century old trees for finance. Old gold diggings, old miners' cottages and features of rich historical significance which could hold fascination and attraction for tourists, are left to rot and disappear under a covering of scrub and weeds.

There is an overwhelming case for the declaration of national resort areas — those areas primarily of importance to tourism. In cases they could be controlled by the local national park authority and in others direct by government, as was the case in Rotorua until a few years ago.

And what has happened to Arthur Ling's report which dealt so well with these problems?

# QUOTES

C. A. Gollop

A region is an area safely larger or smaller than the last one to whose problems we found no solution. — Jane Jacobs, *The Death and Life of Great American Cities*.

Once we realise, however, that we cannot make heaven on earth but can only improve matters a little, we also realise that we can only improve them little by little. — Karl Popper, *The Poverty of Historicism*.

It is curious that a profession that is concerned with the future continually faces the past. The promotion of neighbourhoods, new towns and walking to work are evidence that nostalgia is strong. If planners are to be effective in a rapidly changing world, they must begin to look hard at the present — not an idealised past. There are, I agree, constant factors involved, but the changes in communication and transportation and the many other technological advances that have already happened do not make “towns” or “cities” eternal. If they are to succeed in humanising technology, planners must seek a fuller understanding of its implications and make realistic plans instead of vainly attempting to recreate the city of the past.— Mark Heyman, *Landscape*, Winter 1965-66.

“There has been so much talk lately about what’s wrong with our cities that some people forget what’s right about them.  
. . . the report of their death has been greatly exaggerated.” — *Look Magazine*.

“In the London Traffic Survey, future traffic flows are seen to depend more than anything else on car ownership, and that in turn is shown to be a function of household income.”

Such is the power of jargon to impress and bemuse that I read this sentence twice before its message became clear to me in all its awesome simplicity. Cars are driven by people who own them, and bought by people who have enough money: surely that couldn’t be all there was to it? — Mervyn Jones, *New Statesman*, September 2, 1966.

## Statistics is not magic

Part One

These articles grew out of an exercise, performed by students in the Town Planning Department of Auckland University. Several statistical difficulties arose, which could have seriously prejudiced the results obtained. The history of these difficulties, and an analogy, are here reproduced to expose some of the traps which can be encountered by the novice feeling his way in the delicate field of statistical sampling and analysis. Those who have, or perhaps will have, recourse to this very powerful and convenient tool in the course of town planning will almost inevitably fall into this category, as they in general do not have expertise in the specialist subject of statistics.

This does not pretend to be a text on sampling techniques and it will not give the non-statistician any facility in the statistical method. Its aim is merely to chart a small part of the ground and draw attention to enough of the pitfalls to make clear the moral that the best results and the most economical methods can only be found by consulting the experts **before** any field work is undertaken. No attempt at comprehensiveness is made; indeed the points to be brought out are contained in a single example. This example will wear two guises — the first simple but unreal, the second real but more complex. This dichotomy is necessary in the interests of clarity, as the ideas involved can be better appreciated in the first instance if they are stripped of familiar reality, which tends to lead the mind along the well-trodden paths worn by convention, completely bypassing many areas of potential importance.

This first article deals with the simple and unreal case. An actual example embodying the same ideas as are presented here will be reserved for a later article, where not only pitfalls, but

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some means of overcoming them will be discussed.

### **Definitions:**

A group of objects, be they people, houses, motor cars or marbles, about which information is required, will be termed a **population**.

Each member of this population will have one or more features or properties of interest to the person doing the survey (else the population would not be studied at all), and these will be referred to as **characteristics**.

The pattern of these characteristics over the population is invariably what the information required is about, and this is called the **distribution**. Thus each characteristic has its own distribution and only rarely will two distributions be identical. Indeed it is often the difference between two distributions, that is, the relationship between two characteristics, that is the object of the whole study. A well-known example of this is the problematical **correlation** (relationship of distributions) between lung cancer and smoking (characteristics) among people (population).

It would be as well to point out here that such a correlation does not imply a cause and effect relationship, as witness the undoubtedly high correlation of dying in bed and being over ninety years old. If a cause and effect link were involved, either nonagenarians would not go to bed for fear of dying, or a man who dies in bed would have a pretty good chance of being ninety or more. Both these possibilities are of course nonsensical.

All this does not mean that a high correlation does not reflect a cause and effect mechanism, but that statistics cannot under any circumstances **prove** the existence of such a mechanism.

When information is required about the distribution of certain characteristics in a particular population, but it is not practicable to scrutinise every member of that population, then we must glean what information we can from the study of only some of the members. That part actually studied is called a **sample**. If by chance the sample has precisely the same distribution of the relevant characteristics as the whole population then the whole can be accurately measured by measuring a part only. Unfortunately, there is no way of knowing whether or not the sample is exactly representative of the population or even vaguely representative of it.

The **statistical method** comprises the mathematical evaluation of the chances of a sample being representative, the **limits** to which information

gained from the sample can reasonably be extrapolated and the confidence that can be placed in these limits. It is clear therefore that nothing can be known with absolute certainty about the whole of the population (unless of course the whole population is contained in the sample), but only with varying degrees of certainty less than absolute.

Because of this it is essential that any statistical result is accompanied by some indication of its reliability, as no such results are completely reliable, and can only be, at best, a strong indication. The degree of reliability is often presented in the form of **confidence limits**. For example, a certain parameter could be said to lie in value between X and Y with 95% confidence. This simply means that there is a 95% chance that the parameter is greater than X and less than Y.

### **An Idealised Example:**

Consider a very unreal, but nevertheless instructive example of a collection of, say, a hundred marbles which vary in colour and possibly in other characteristics which we know nothing about. We wish to find out how many of these marbles are red, so knowing no better, we decide to take a sample of ten, that is ten per cent of the population — a large sample by some standards and small by others. The sample is taken and found to contain six red members.

The sum total of what we know about the population now is that it contains six reds. It may contain only six, or it may contain ninety-six of this colour. **In the absence of any other knowledge this is as far as we can go.** To proceed further, as we undoubtedly want to, some assumptions must be made, in particular about the amount of red bias inherent in the method of sampling. If, for example, the sampling technique ensured that a red was chosen whenever a red was available, we may be sure that the population contains only six reds. If, on the other hand, we know that the technique will not select a red when another colour is available, then it is clear that there are no less than ninety-six reds. Should the bias be somewhere between totally positive and totally negative, the chances are that the number of reds is somewhere between the two extremes. To calculate these chances the amount of bias must be either known, assumed or calculated, and in the latter two cases confidence limits should be assigned.

In attempting to extrapolate from the sample to the population without this additional data, we should be on dangerous ground indeed, as will be shown below. For instance, the assumption that there were approximately 60% red marbles in the population could be very misleading. Assume that the sampling method was not biased either for or against red. In this case the odds against there being only six reds can be calculated at 1 : 52 million. The odds against ninety-six reds are about 1 : 170,000. Thus, while we cannot be sure that the population is not composed in either of these ways, the likelihood that it is, is so small that it can reasonably be neglected. However, in neglecting this possibility, bear in mind that it is the operator that discounts it and not the statistical method. We must be prepared to take the risk that the 1 : 170,000 chance does not come up.

Further computations on the above assumption produce the following results:

|                      |         |         |         |
|----------------------|---------|---------|---------|
| Degree of Confidence | 99.9%   | 99%     | 95%     |
| Confidence Limits    | 19 - 91 | 26 - 87 | 33 - 82 |

Notice that the more confidence required in the limits, the wider those limits are. This is typical of the statistical method. Notice also that even if we are prepared to take a 1 : 20 chance of being wrong (i.e., the 95% degree of confidence), we cannot, with the sample size chosen, make the confidence limits narrow enough to be of any use at all. As for the intuitive guess of 60% reds in the population, the odds **against** the figure being between 55% and 65% are better than three to one.

It is evident from these values that the size of sample must be governed by the degree of confidence asked, coupled with the desired closeness with which the confidence limits will define the true figure (that is, the figure that would be obtained by taking a 100% sample). It is also true that for a given degree and given limits of confidence, the size of the population must be considered too, as under these conditions the sample size is approximately proportional to the square root of the population, rather than to the population itself.

To demonstrate that the possibility of considerable bias is quite real and not just a bogey assume that the population of a hundred marbles exhibited another characteristic as well as the colour variation, say, a variation in size. Consider what

would be the result if the instrument with which samples were taken was a sieve whose meshes allowed to pass only those marbles of a certain diameter. (This is not as fanciful as it may seem, as all sampling methods are a sieve of some kind, virtually or figuratively.) If the distribution of sizes is different to that of colours, as it probably would be, a bias is almost certain to be introduced into the sample. If a greater proportion of reds than non-reds could pass through the sieve, and the sample was what was left in the sieve, it would be biased against red, and vice versa.

It is probable, but by no means certain, that this additional characteristic would be evident in the sample, and if it were, some allowance could be made for the bias on the basis of data gleaned from the sample. But unless further information is available, or assumptions made, the bias cannot be completely eliminated, so that the final results suffer to the extent that it is not. The second article, to appear at a later date, will give an example of this kind of bias in actual practice.

### Summary:

Some of the lessons to be learned are as follows:

- 1 Decide before the field work is begun what characteristics are to be studied.
- 2 Decide what confidence limits and what closeness of definition are required.
- 3 Infer the necessary sample size from the above as near as practicable.
- 4 Design the sampling method in such a way that it will not be biased by any known or suspected characteristic of the population. Do not just consider the subject characteristic.
- 5 Where the population is something of an unknown quantity, build into the sampling technique a reasonable amount of "overlap" which will allow the data and the consistency of the sample to be checked, if this can be done without excessively complicating its application.
- 6 Having taken the sample, scrutinise it for evidence of unsuspected characteristics which may be introducing a bias.
- 7 If such bias is evident, try to eliminate it using the extra information contained in the "overlap" if any. An example of this technique will be contained in the next article.

Items three to seven are really in the preserve of the statistician, whose advice should be sought on the way any large or important survey is to be carried out.



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## Correspondence

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### Institute progress

Sir,

To one who has returned after some years away it is clear that the Institute is now well established and one hopes will grow in stature as well as size in the future.

That quality does not depend upon size alone is admirably demonstrated by the Town Planning Quarterly. In printing and content the quarterly matches the material produced by bigger, older and stronger institutes than ours. We are fortunate that the combined efforts of the few who are directly involved produce such able results.

It is not only the duty of each of us to support TPQ — it makes good sense to do so.

—M. Latham (Dunedin)

### "A blow at the profession"

Sir,

There are several points raised by Dinah Holman in her article in the March issue which I should like to comment upon.

To me, such statements as "planning is generalised" and "planning is a basic vocation and has no limits," strike a blow

at the profession. This attitude must, I suppose, place me in the category of "identity preoccupation."

I do agree that the planning profession is more general than some others. It has inherent in its structure only a narrow core of specialised knowledge with a wide fringe of allied subjects which are the province of other allied disciplines. There does exist, though, this knowledge core which forms no basic discipline to any other profession. A planning profession as such does exist, therefore, although unfortunately, low in status and public estimation.

This lack of "image" or "identity" is, I believe, a weakness, especially in respect to public participation in planning. How can people be expected to actively participate in any course that is implemented by one who has little respect? And, further, how does a planner proceed who is unsure of himself and of his own professional identity?

Some other professions are affected in a like manner, others are not. Doctors deal with the hidden secrets of the body surrounded by an aura of incomprehensibility; structural engineers delve into intricacies of structures manipulating slide rules and employing calculus; surveyors use the theodolite and involved mathematics to impress the layman. The architect, economist and town planner, on the other hand, are some of the few professions which are involved in matters that are more exposed to common experience and therefore to the public's considered understanding.

Harry Turbott gave a provocative lecture last year to the Architectural Centre in Wellington, exhorting the architects to

find their own identity among the allied professions of landscapers, interior designers and structural engineers so that they might, from an enhanced position in the public's estimation, more easily produce creative works. A speaker in "Looking at Ourselves" recently commented upon the people's and government's attitude to the Monetary Council's earlier warnings of approaching crises, as one of "that's only one opinion." Planners also are plagued by this attitude, their reports and submissions being often referred to as "of course, this is just one opinion." Surely these opinions should command more respect. Perhaps it is the intuitive process, which Professor Kennedy says is a necessary part of planning, that is suspect. But then professions, with a much stronger scientific bias, must rely to some extent upon the intuitive process. As W. D. Teague has said, "it has been proved that the work of science depends a lot on the subconscious resources of the investigator's mind, so that the far less tangible and less measureable quantities of design must be still more subject to instinctive rather than rational control." Collecting information for our decisions will never tell us when we have enough. We must either — because of a hunch or because time is up — make a decision, which must then rest ultimately upon our ability to "feel" the situation. The basic planning process is one of decision making and this, it has been said, is the highest form of the planner's art.

It is important then that the philosophy and ideals of planning be promoted so that the planning profession receives greater recognition and under-

standing. Only then will the public have faith, deliberately, to involve themselves in the process.

But should they help "select the best course?" I do not believe that telling the people of the alternatives — many of which they can have no conception of — will materially help in the planning process. Better that a range of alternatives be made available so that each can make his own choice within a broader directional framework. After all it is with individuals that we should be concerned and not a generalisation of the she'll be right Kiwi.

Planners do express their concern for people, but it appears to me that at present we are generally physical planners holding to the belief that improvements in social conditions will automatically follow physical improvements. But as Paul Kriess, in "The Planner is a Toga" points out, steel and glass do not produce institutions and the same town form can shelter any imaginable system. By themselves man-made changes to the environment are unlikely to affect the quality of social life. It will be necessary, he says, to change those conditions which make social decadence inevitable for many people irrespective of environment, before their physical environment is changed.

Can a "generalised" profession do this? I doubt it. A strong identity will be required before any attempt to influence social change, to change national policy matters which affect the existing social condition, can be successful.

—R. G. Stroud (Wellington)

**Mrs. Holman replies:**

I do not think that, as Mr. Stroud implies, a profession exists by virtue of the fact that it has a core of knowledge which forms no basic discipline for any other profession. This would exclude urban geography as a profession, since it is one of the basic disciplines of town planning.

"Profession" is defined as "vocation or calling, especially one that involves some branch of learning or science" (O.E.D.). Essentially then, to be a member of a profession is to assimilate a particular branch of knowledge and then to use that knowledge in earning a living. The Oxford Dictionary gives as an example "a carpenter by profession." My own feelings on this matter are that the word "profession" is used by some groups of workers to reinforce their status in the eyes of the public and to give themselves a spurious image which is not related to the work to be done, but only to social, and perhaps economic, self-promotion. The best example of this effete preoccupation is in the teaching "profession," which has been working from the point of view of organisation and conditions like any wage earning trade for years, and which has in vain tried to use the word "profession" as a lever to improve its public status and hence, it hopes, its salaries, teaching conditions and professional calibre.

To be anxious about an image or identity is, I believe, an introversion. There is little that can be done about building up an image, except by getting on with planning and providing tangible results, and by demonstrating the kind of urgency of supply and demand that gives doctors their status.

I did not mean to imply in my article that planners do not have their own **discipline**, which of course they do have. Their discipline — the planning of towns — is a distinct one, but it is limitless in **scope**. Every aspect of life may have some relevance to planning. Planning activity is distinctive, defined; its scope is limitless. It was my contention that everything to do with people is important to planners. Make planning better for people and it will become better for planners. Mr. Stroud and I have different views on how to go about improving planning, though I believe we are thinking of similar aims.

There are two points in Mr. Stroud's letter which I should like to question:

(1) It may be because of the brevity of my planning experience, but I'm not sure that there is any marked reaction by the general public to planners at all.

(2) I agree with Mr. Stroud that "the philosophy and ideals of planning be promoted," but it is not clear to me whether he thinks that the public should "involve themselves in the process," or be denied the right to "help select the best course." Surely these statements conflict?

—D. Holman

**The "battery-hen" technique**

Sir,

Whether Lucifer (March issue) was criticising Housing Division professionals or ministerial policies, it appears very clear that there is widespread dissatisfaction with the "battery-hen" tech-

nique and suburban housing generally.

Thirty years ago Government established certain housing policies resulting in clear physical design standards. Government policies have changed and have obviously reached a stage where no positive attitudes are clearly determinable. With no clear guide in policy, it is certain that implementation will be found wanting.

It can be assumed that Otara and Porirua have been built in response to some Government policy, yet Lucifer's indictment stands in that no study of those areas has taken place to evaluate the success of this policy. This lack of follow-up is a situation common to the profession as a whole and not just to Housing Division planners. The only knowledge established has been that gained through personal experience. Until such testing is considered a normal stage of the physical planning process, only very slow progress in the design of the physical environment and of knowledge about its effect on people's behaviour can be expected.

The Housing Division's activities lie (as they presumably always did lie) in the provision of houses for the low income group, whether all houses provided are occupied by the low income group is immaterial.

We build over 20,000 dwellings a year and the majority are built to a formula: "three bedrooms on its own lot for the lowest cost."

Compare the majority of houses built by private owners with Housing Division houses. Is there any qualitative difference? Housing Division are restricted to a budget on the production of

a house. Similarly the majority of private borrowers are restricted to the same budget. Are the standards of Otara and Porirua so much different from North Shore and Wainuiomata? What are the differences in "quality?"

Surely the responsibility of Government is to ensure that a lead is given in the provision of housing in all its requirements, rather than emphasis on the sole provision of low income houses. It should examine the full range of housing needs; bring about research and development in the field; set up or directly subsidise the setting up of research organisations to examine the needs and arrive at the best means whereby the community may meet these needs.

An integrated housing policy would identify those groups needing direct assistance and might also evaluate as well as meet their needs. A policy involving both physical and social planning may or may not bring about an improvement in the "quality" of the patterns of our developments, but in great degree would re-establish a pattern more closely related to the needs of the community.

—J. A. Beard (Wellington)

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## Reviews

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**Economic Survey of Northland,**  
Wellington: Department of  
Industries and Commerce,  
1966, pp. 246.

A sketch of Northland as one of the retarded areas of New Zealand is well drawn in this latest survey of the area. Many of the features of classical underdevelopment seem to be present — outward migration of young adults, an economy closely linked with farming (28.1% of labour force in agriculture compared with only 13.7% for New Zealand as a whole), and a poorly developed infrastructure especially in communications. The estimated figure of over 1000 uneconomic dairy farms is quite staggering and is a vivid illustration of some of the problems of rural poverty which afflict part of Northland. Many of the natural resources (especially soils and forestry) of the area have been exhausted by vigorous exploitation in the past. From being the chief supplier of timber in New Zealand, Northland has declined to one of the smallest, supplying only 2.1% of the nation's timber output. Most of the region's natural resources require a rigorous policy of conservation and limited development, only in sea fisheries and tourism is there great untapped potential.

The most hopeful part of the area is, of course, the emergence of Whangarei as a growth point. Whangarei is one of the contemporary "boom towns" of New Zealand. Between the censuses of 1961 and 1966 the population of the urban area increased from 21,790 to 29,339, an increase of 34.6%, the greatest proportional increase of any of the 18 urban areas in the country. The vigorous enterprise of the Whangarei (now Northland) Harbour Board has transformed the city in recent years as the oil refinery, fertiliser works, sheet glass factory and oil-fired power station have been added to the existing cement works at Portland and the other local industries.

The value of the survey lies not so much in the factual detail, which can be found in the Northland volume of the National Resources Survey published in 1964, nor in the presentation which has its faults, but in the conclusions and recommendations presented in the first 43 pages. The research officers of the Department of Industries and Commerce have made an attempt to assess the factors (both physical and human) which have influenced the present economy of Northland. They have also attempted to pinpoint the key sectors of the economy and locations where investment and perhaps, more important, the effort should be placed. But as in all underdeveloped areas, "the chief requirement [for the area] is leadership and a sense of shared purpose among the population. Given the will to develop the region, the way would be readily found." (p. 39.)

—Dr. G. T. Bloomfield

**Papers of the Ninth Australian Planning Congress,** Australian Planning Institute Journal, Vol. 4, No. 4, October, 1966; \$A2.

The Ninth Australian Planning Congress held in Sydney in August, 1966, will go down on record as the most ambitious and successful planning conference yet held in the South Pacific area.

The event was noteworthy in that it assembled some 500 delegates, including 41 from 14 countries outside Australia, some of whom contributed valuable material to the proceedings. Only five delegates from New Zealand, including myself, attended, but if the standards achieved at this session are emulated at future API congresses, serious attention must surely be given to organising a greater New Zealand representation.

The programme covered a diversity of subjects in the planning field — from a section dealing with "Planning in South East Asia" through to a section on the familiar subject, "People and Planning." Other sections dealt with "Political and Econo-

mic Planning," "Technological Change and Planning Techniques" and "Planning the Landscape," the proceedings being prefaced by opening addresses in plenary session and concluding with the standard round of acknowledgments and eulogies.

The institute planned the congress as a serious working forum designed to cater for a wide range of planning interests and it is to the credit of the organisers that they achieved their objectives. As the proceedings progressed, the current climate of thought relative to the physical, economic, political and social structure of planning was stimulated through the medium of informal discussion, as well as through the more formal procedures of address and debate.

In retrospect and having regard to the current attitude and planning practice in New Zealand, what had the congress to offer which would be of particular interest to us? In the final analysis, the one word "**Involvement**" expressed the temper of the proceedings and of those taking part. As Professor Denis Winston remarked in his concluding address: "In one sense or another everyone is a planner — but no one likes being planned for! And so the involvement of all concerned is essential for the success of any planning proposal." We in this country are continually subscribing to this argument but like Australia and, apparently, many other countries, little seems to be done to remedy the situation!

A "bustling" opening address by Edmund Bacon, executive director of the Philadelphia City Planning Commission, set the congress proceedings on a fair course with his strong convictions favouring community par-



ticipation in planning. His illustration of this by way of what he called "democratic feedback" is worth repeating:

"I can tell you from my experience in Philadelphia that every project we put forth in the commission was originally received with scorn and even derision. I can tell you that it is a painful thing to see the baby vision so carefully nurtured being mangled in the public dispute. But it is here that the vitality of planning democratic feedback lies. The planner must be able to withstand the onslaught; he must receive the full force of the impact of democratic rejection. Then he must pick himself up, restructure the idea in the light of the public criticism and proceed around the circuit again. On the fourth or fifth time he may suddenly find that he and the community are indeed one, on this issue at least, and, if he is totally honest, he will admit, of the idea that finally gets built, that he cannot tell how much of it was his own and how much the product of democratic feedback. Indeed, the process itself attunes the planner to become a sensitive instrument of community aspiration."

This philosophy repeatedly arose throughout the working forums and, in particular, in papers by A. J. Powell, "Planning Aims and Political Objectives in Australia"; by Mr. Justice Hardie, "Government and Judicial Functions in the NSW Planning Process," and in the addresses by the ministers responsible for planning in Western Australia and NSW.

In each of these papers one is conscious of the feeling that Australian and New Zealand planning practice follow a parallel

course and this is to be expected. Thinking back, however, one is left with the impression that, in many instances, our Australian counterparts could gain considerably from our own experiences. They are now, it seems, falling into traps which we in this country have to some extent managed to extricate ourselves. Powell, for instance, finds it necessary to place some emphasis on the need for Australian planning to "shift from what has been an almost traditional position, concerned mainly with amenity and problems of physical environment, toward a closer alignment with the political aspirations of a developing country whose primary need at this point in its history is to ensure the most economic utilisation of its resources. . . ."

The Hon. Mr. Justice Hardie in his paper discussed the formulation and enactment of contemporary law in Australia and its effect on the control and regulation of land use. There was much in his address which revived memories of the 1926 New Zealand Act and the 1932 United Kingdom Act. For instance, some arguments and views he expressed on statutory planning procedures are already covered in this country by our present legislation, and Stuart Hart, Government Town Planner for South Australia, referred in his paper to proposals amending planning legislation in his state, indicating an intention to adopt, in part, the New Zealand legislation as a pattern.

One heard a familiar ring in the paper by G. L. Ross, Shire Engineer of Hornsby, NSW, who dealt with the mundane, down-to-earth problems of planning and land use zoning administration at the local body level. For

those newly initiated into the planning profession his paper should be carefully read and digested — the problems and frustrations he outlines are analogous to our own.

Summarising the remaining sections of the congress programme: Section One, "Planning in SE Asia," saw papers by an international team of speakers range through a multiplicity of planning topics affecting these newly emerging and developing countries. These papers evidenced the mammoth social and economic planning problems facing these countries and one was impressed by the vigour, enthusiasm and dedication of the Afro-Asian representatives at the congress.

Section Two covered political and economic aspects of planning, while Section Three "Technological Change and Planning Techniques" dealt with some of the "basics" of the planning process, i.e., analysis of statistical data; demography; employment and the work force index; distribution of goods and products, etc., and provided a useful platform for examining new techniques in data collection and analysis.

Section Three also looked at techniques being adopted in Australia for transportation studies. The subject matter of the papers will be familiar to those who have been involved in this work in New Zealand, but the final paragraph of the paper by Messrs. Sinclair and Winter places in perspective the value or merit of the now familiar transportation study process: "The success or failure of these studies will not depend on whether or not they come up with 'right answers,' as they are dealing with situations in which

there are no 'right answers.' At the same time, competent study will give adequate protection against 'wrong answers.' Ultimate success will depend on the acceptance by governments and communities of the need to make heavy expenditures to protect our mobility and environment, and on the constructive support which planners and others give to those who are most deeply involved in the transportation planning process."

The benefits to people living in this part of the world resulting from this congress and other similar ones to follow can best be summed up in the final words of A. J. Powell, a planner on the staff of the NSW State Planning Authority, who said:

"I suggest that it is now time for us to abandon the truly magnificent traditions of another hemisphere in order to examine more accurately our own situation and better define the 'good life' as it is likely to be lived in this country, now and in the years to come."

The editors of the Australian Institute Journal have done well to collect and collate all the papers and to reproduce them in so attractive a form.

—D. W. Simsion

### Decimal currency

Beginning with the March issue, we have been showing the local price of publications in the new decimal currency, although the change over from the pound does not, in fact, take place until July 10.

For the information of overseas readers, the present £NZ1 is to be converted to \$NZ2. At the time of going to print, the exchange rate suggests that \$NZ1 will equal \$A1.24, \$US 1.40 and £0.5 stg.

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## Institute affairs

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### REPORT OF COUNCIL:

The president, Mr. I. G. Dunn, presented the Council's report for 1966-67 to the annual general meeting. Items of interest included:

#### Registration of Town Planners

A draft outline of a possible bill providing for the registration of planners was attached for the consideration of members during the coming year.

#### Standing Committees

These were reorganised and extended during the year and reports on such matters as the education of planners, a revised code of professional conduct and a review of professional charges are to be reported upon during the next months.

#### Institute Award

Mr. J. G. Dryden, MNZIS, received the annual award for his progress while attending the Diploma Course at Auckland as a full-time student in 1966.

### COUNCIL ELECTION

At the annual general meeting at Wairakei on April 29 the following Council was elected for 1967-68:

President:

Miss Nancy Northcroft

Vice-President: P. W. T. Bagnall

Hon. Secretary: K. V. Clarke

Hon. Treasurer:

D. J. Edmondson

Councillors: J. A. Beard, J. W.

Cox, R. T. Kennedy, M. McB.

Latham, D. G. Porter.

### NEW MEMBERSHIP

The following have been recently elected to membership of the Institute:

#### Members

M. McG. B. Latham, BArch (NZ), DipTP (Auck), ANZIA, MCPI

R. D. Clark, AMTPI

#### Student Members

I. H. Dudding, MNZIS

J. G. Dryden, MNZIS

C. A. Gollop, BSc (Cant), MNZIS

D. F. McKay, MNZIS

J. A. Paul, BA (Dublin)

D. G. Rees, MNZIS

W. A. Robertson, MNZIS

Janet I. Thomson, BA (Well)

M. P. Weir, BA (Well)

### RECENT MOVEMENTS

I. G. Dudding, AMTPI (M), Chief Community Planner, Housing Division, Ministry of Works, has gone on an extended overseas tour and plans to be back in September.

G. Rosenberg, ANZIA, ARIBA, AMTPI (M), Senior Lecturer in Town Planning at the University of Auckland, has returned from sabbatical leave, part of which was spent teaching at the University of British Columbia as a Canadian Commonwealth Scholar.

### RECENT APPOINTMENTS

R. D. Clark, AMTPI (M), Planning Officer, Town and Country Branch, Ministry of Works

J. Holl, MRP (North Caroline), Senior Planning Officer, Waitemata County.

M. E. Jones, BA (Bristol) (S), Planning Officer, Borough of Upper Hutt.



# Kern PG 2-L Stereo Plotting Instrument

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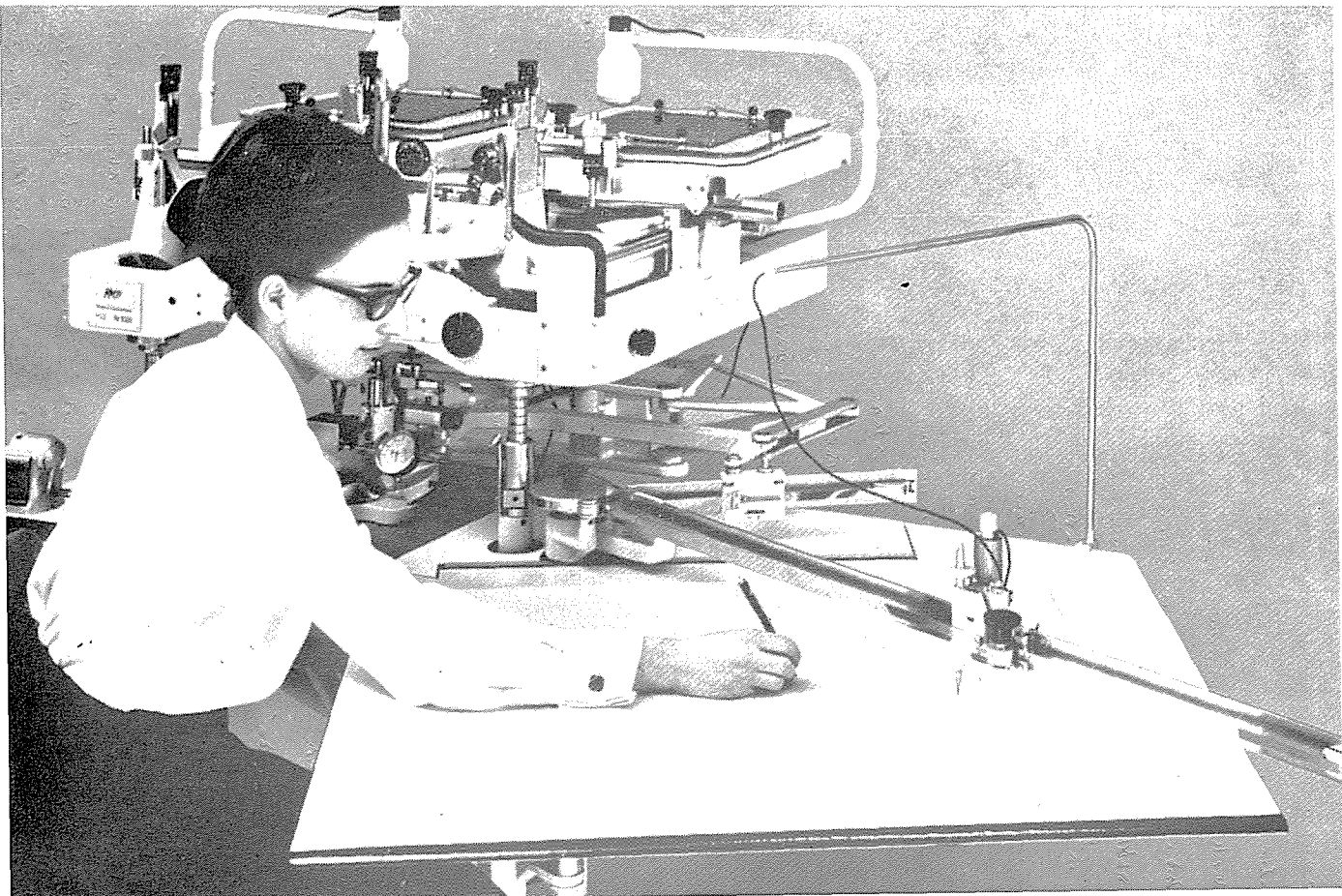
In designing the PG 2 considerable attention has been given to these

points, and also to the ease and speed of operation. The instrument can handle transparencies up to the size 9" x 9" from all types of cameras with a focal length of between 85 and 172 mm. For this purpose the principal distance setting is steplessly variable between these limits.

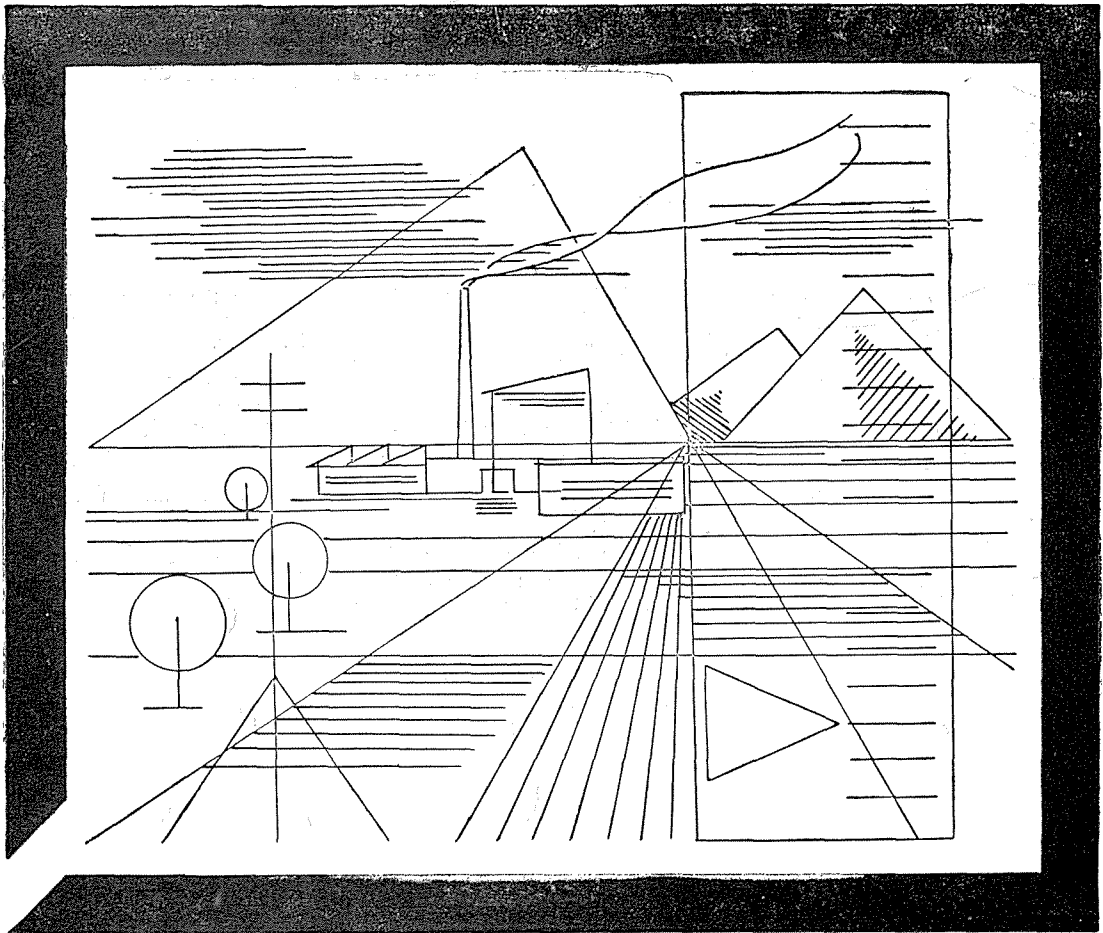
The entire instrument has been designed so that every element that plays a part in the geometrical projection is either well balanced or moves in such a way that gravity has been prevented to a great extent from

affecting the accuracy of the projection, even when considerable tilts occur.

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