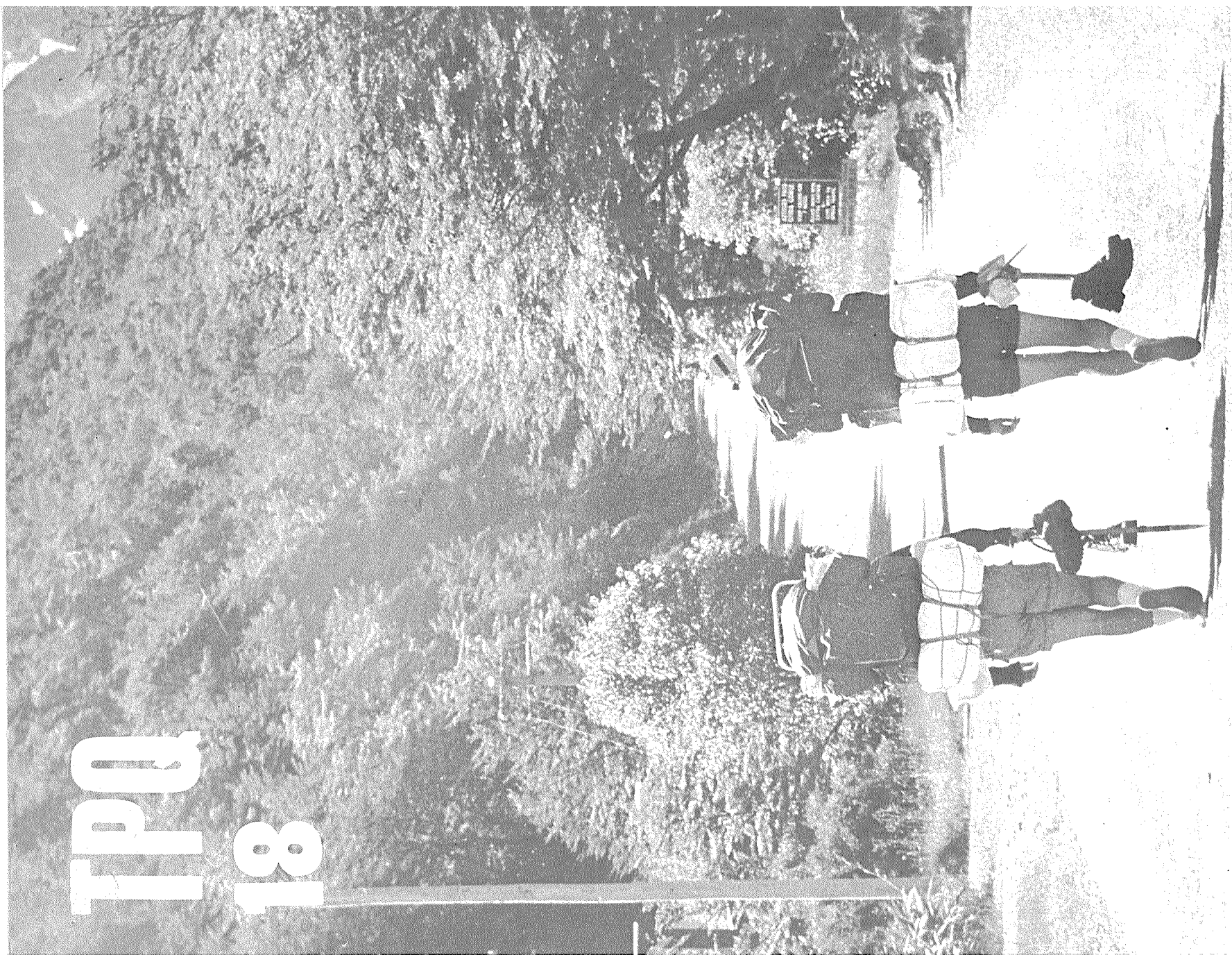
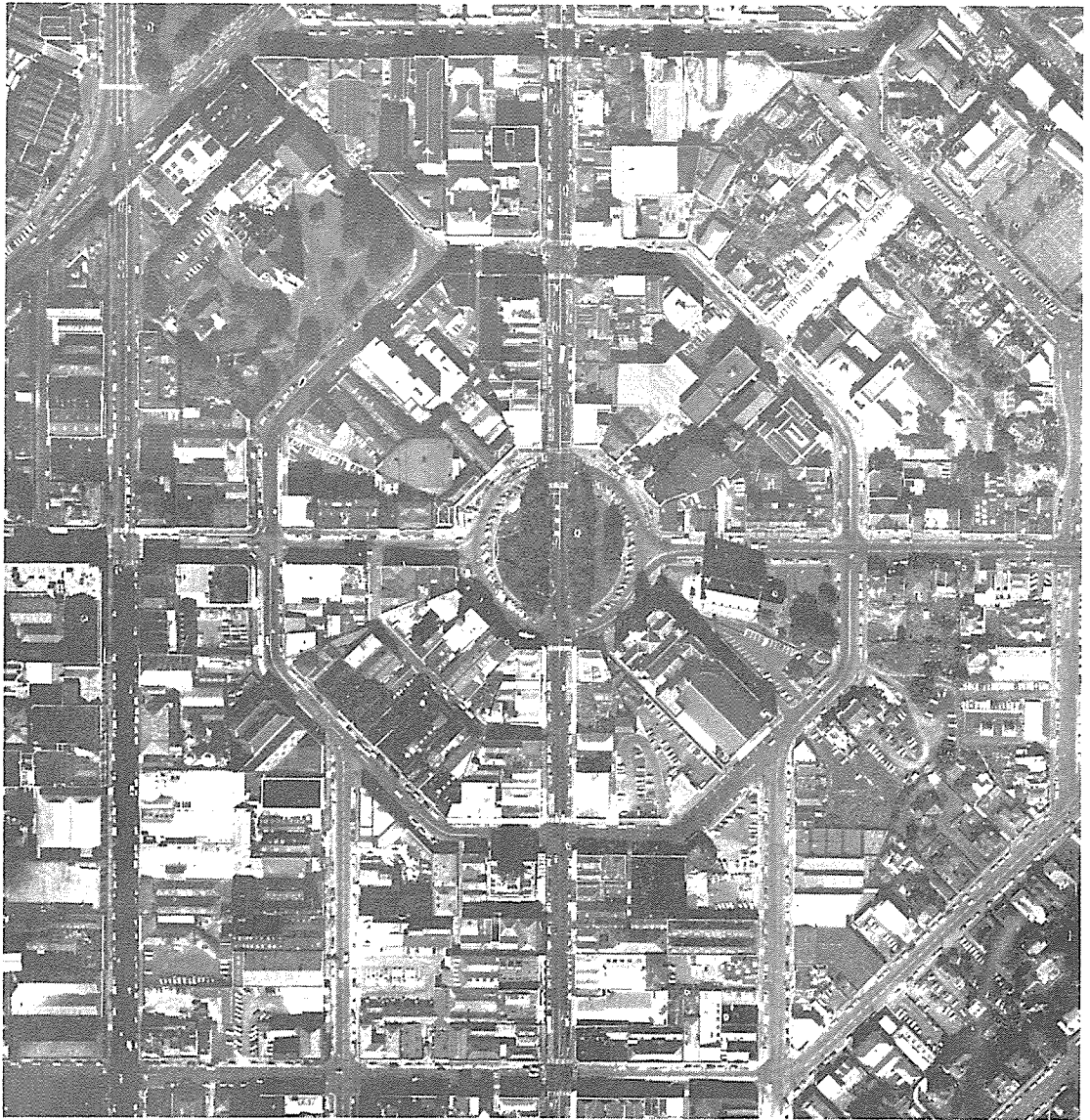


TPO 18





Photograph by courtesy Dunedin City Council.

- Aerial photogrammetric mapping
- Large scale photo enlargements
- Mosaics
- Ground control surveys

AERO SURVEYS (New Zealand) LTD.

P.O. Box 444 Tauranga

Telephone 88-166

TOWN PLANNING QUARTERLY

Number eighteen December 1969

Advisory editors:

Robert T. Kennedy, CBE, J.R. Dart

Contributing editors:

John Cox (Wellington), I.G. Dunn (Dunedin)

Managing editor: Dick Scott

	4	Fact & opinion
Montgolfier	8	Ally required
Lucifer	9	Albany through the looking glass
Owen McShane	10	Democracy as a planning process
K.V.Clarke	16	Cuba Street mall, Wellington
R.L.Smyth	18	Balanced transport expenditure
A.R.Turner	20	Roll of the elected layman
J.G.Gibson	26	Pedestrian traffic counts
M.H.Pritchard G.Rosenberg J.R.Dart	28	Book reviews
R. Streatfield	30	Correspondence



Cover photo by Marti Friedlander

Town Planning Quarterly is the official journal of the Town and Country Planning Institute (New Zealand) Incorporated, P.O. Box 5131, Wellington. Opinions expressed are not necessarily those of the Institute.

Incorporating New Zealand Branch, Town Planning Institute, London.

Address all correspondence to the publishers: Southern Cross Books, 5 Pencarrow Avenue, Auckland 3.

Telephone/Telegrams: 604-843

Annual Subscription \$3 post free.

Published March, June, September, December.

Printed by Acme Printing Works Ltd., 55 Upper Queen Street, Auckland, 1.

FACT & OPINION

An editorial notebook

National parks.

Our cover, we think, captures the spirit of the festive season - New Zealand style - but readers may care to look for symbolism beneath the surface evocation. At one level are the dusty road tracks; the cool bush and the sweat-stiffened clothes in the cold night air; moving from town to country; a search for contrasts; places to walk from and through and to; finding life or escaping from it. At another:

We speak glibly enough of town and country planning when we can find sufficient energy to use the second adjective, but the latter kind gets little else in the way of attention. Our season's greetings go, therefore, to the Lands and Survey Department for the way in which it is tackling the national parks on a shoe-string budget and dedicated enthusiasm. The tasks of acquisition and development are formidable and the newly-created position of director of national parks and reserves to administer the existing six million acres of public lands as well as to formulate plans for new additions is the right way to begin.

The process of weaving systems and sub-systems out of the present inchoate pattern; of defining demand and balancing supply; of ensuring that the created attractiveness does not carry with it the seeds of its own destruction through excessive intensity of patronage; will keep Mr. P. Lucas and his small band fully-taxed for the next decade or so. May their kind multiply and may they be given the resources to match the responsibilities that they have shouldered.

New Zealand Surveyor

The Auckland University Library has recently received a gift from the N Z Institute of

Surveyors in the form of an almost complete set of Institute's journal going back to its first appearance in 1889. The Department of Town Planning, in particular, is especially indebted to the Institute for its generosity in filling a major gap in the library's collection. The only issues now absent are the whole of Volume 1; Vol IV, No 4; Vol XI, No 5; Vol XIV No 4; Vol XVII, No 5; Vol XIX, No 7; Vol XX, Nos 3,6 and 7.

Any reader who has any of these and is prepared to make them available to the university is asked to contact J.R. Dart and the Town Planning Department.

A sub-committee looks at the Act

The report of the New Zealand Law Society sub-committee set up to examine the Town and Country Planning Act 1953 has recently been made public.

Apart from one or two suggestions on particular aspects the report can only be described as disappointing. The main question the sub-committee set out to answer - whether the Act and Regulations as now drawn are achieving the purpose of planning - remains unanswered in substance. Instead of this we are given a miscellaneous selection of proposals for reform, the scope of which show obvious lack of understanding of the breadth of the problem involved. For example, apart from a suggestion as to employment of more planning officers, there is no recognition that surrounding circumstances as much as the Act itself determine whether the Act functions properly. There is also a lack of depth in the study - there is clear evidence of failure to ascertain elementary facts and of failure to think out the

implications of many of the proposals. The sub-committee's view of where the council stands in relation to its plan is debatable. There is naivety in thinking that the shifting of responsibility from one body to another is going to solve the sort of problems we are involved with here.

Even if all the sub-committee hoped to achieve was to set in motion the machinery of reform it is doubtful whether it will succeed, as there is little in the report to inspire confidence or to "stir the hearts of men". It is a pity the sub-committee did not admit the task set was beyond it, rather than try to carry out a large task on a small scale. The document produced is not even the start of a blueprint for future statutory planning in New Zealand.

Parks, people, planners and politics.

In September 1965, Lucifer expressed concern over the fate of suburban Auckland's 110 acre Churchill Park. The Appeal Board had then just concluded, in accordance with someone or other's town and country planning principles, that the Auckland City Council had been right in its decision to subdivide two thirds of the reserve in order to pay for the "development" of the remainder. And, of course, that, being a decision of the Town and Country Planning Appeal Board, was that. But four years later, the park is still there, unsubdivided and undeveloped.

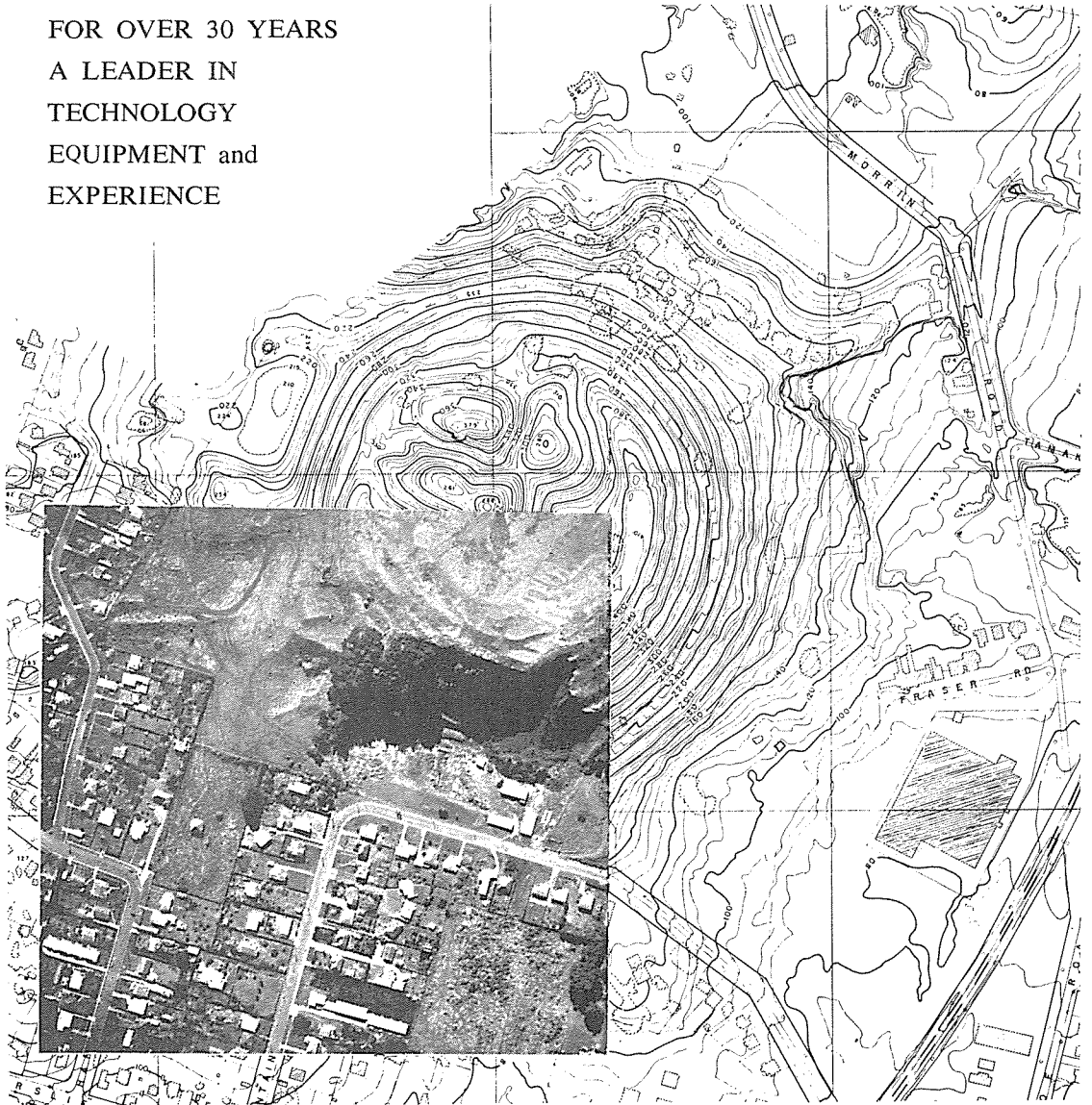
Now, a loan has to be raised to pay for the works that are to pay for the development, and that has given local residents and others another chance to save the park. The planners are quiet. The ball is in the politicians' court. Because the relevant planning safeguards were tested and found wanting, the people have resorted to direct action to persuade the city council to change its mind. Meetings are being called and signatures are being collected. We will watch with interest the council's response to this renewed pressure.

At the time of writing it looks as though the council is tempted to go back on its original decision. The whole of the park may yet remain as a public open space and more strength to the councillors if they should prove to have the courage to change their minds.

But whatever happens, the case raises some interesting points: will a decision *not* to subdivide the park be in accordance with someone else's town and country planning principles? Will this prove to be but the first of many confrontations between the planned and the planners? Have planners been guilty, after all, of under-estimating rather than over-estimating, public aspirations? Or did someone look up the wrong table - the one that said x acres of public open space per thousand of population, no more and no less - rather than the one that said that public parks are an estate to be handed down from generation to generation enhanced and intact?



FOR OVER 30 YEARS
A LEADER IN
TECHNOLOGY
EQUIPMENT and
EXPERIENCE



If an Aerial Survey can help you — we can:
— from the lowest, to the highest of
first order specification

N.Z. AERIAL MAPPING LTD.

CR. AVENUE RD. & WARREN ST.

Hastings

P.O. BOX 6 PHONE 67109 (4 Lines)
TELEGRAMS — "AIRMAPPING HASTINGS"



Public open spaces within our urban areas can only be subtracted from; they never will be added to where the price is the freehold capital value of developed sites. A century ago, Wellington's Green Belt and Christchurch's Hagley Park must have seemed excessive to many a reigning council. Auckland's Domain is quite in scale with that city's growth and Cornwall Park is none the less valuable because it is in the suburbs.

Churchill Park may be a piece of rough country now, but it will have been enough to have saved it for posterity. If need be, let others "develop" it. All movement is not progress and land, unlike cheese, never goes bad.

Sociology for beginners

"After the preliminary survey and the best land set aside for farming purposes, the next best land needs to be zoned residential, preferably on rolling country obtaining the best views and outlook. Residential zones can be broken up even further to say the rich, average and poor class - this relating to the individual. The rich person usually wants the best section, this section obtaining the best views and also a gentle rising site e.g. Paratai Drive. The average income bracket wants to be next to the rich but on the border of them. He doesn't mind a little nuisance or even no view. But the poor class habitants put up with anything including coal yards, railway lines, adjacent to the industrial sites.

"With the rich class peoples they don't need much in the way of public transport phone booths etc., but they require good sewerage disposal as most of this type of home has a couple of bathrooms and toilets. The poor class folk need a good transport system and communication system due to their financial position. The poor class people don't mind if the road is below standard, in fact the majority don't seem to care about much (except racing and beer). The middle class habitant is in between the rich and the poor class people. He is just content on being there and enjoying it as long as the amenities are there for him."

This answer in a recent examination paper was from a candidate entering the hurdles for the first time in the qualification stakes of an allied Institute.

The magic of a name

For those in search of new titles, the following quotation from, ASPO's May - June, 1969, issue of "Planning" will prove to be an invaluable guide:-

Enclosed is a copy of a "job title generator," variously referred to as "title generator, work task propagator," or more precisely, as a "Transactive Mission Nomenclature Poly-Dimensional Decision Matrix". I personally prefer the latter name as it is *au point*.

Alas, I have no spinner or "random number generator" to enclose. However, the ubiquitous dart board of the comprehensive planner will do nicely. The chart may also use three (3) loaded dice.

The purpose of this device is obviously to aid in the selection and development of esoteric mission nomenclature - after all, being a Planner III ain't got no *suave!* Ergo the matrix.

The work task propagator is designed to operate by offering the utilizer random access to a three-column set of random variables via a number generator. This machine is necessary to objectively generate adequately suggestive work task nomenclature while effectively negating or militating against the mundalization of employment dignity.

This system enables the administrator to generate title, purpose, and sense of direction for any newly funded - though essentially purposeless - study. (Pick a three-digit number to obtain title.)

Transactive Mission Nomenclature Poly-dimensional Decision Matrix

- | | | |
|------------------|----------------------|---------------------------|
| 1. Economic | 1. Area | 1. Coordinator |
| 2. Social | 2. Delineation | 2. Specialist |
| 3. Spatial | 3. Program | 3. Representative |
| 4. Land | 4. Project | 4. Administrator |
| 5. Aspatial | 5. Data | 5. Planner |
| 6. Quantitative | 6. System | 6. Analyst |
| 7. Neighborhood | 7. Resource | 7. Manager |
| 8. Housing | 8. Zoning | 8. Supervisor |
| 9. Redevelopment | 9. Methods | 9. Director |
| 10. Legislative | 10. Opportunity | 10. Leader |
| 11. Subdivision | 11. Regulation | 11. Advisor |
| 12. Employment | 12. Health & Welfare | 12. Consultant |
| 13. Municipal | 13. Government | 13. Agitator |
| 14. Urban/Rural | 14. Service | 14. Policy Decision Maker |
| 15. Didactic | 15. Classification | 15. Communicator |

Ally required

Whenever planners, be they of buildings or of towns, discuss their problems or justify their efforts it seems that sooner or later they are driven to shielding their arguments by invoking the distinction between the quantifiable and the unquantifiable. Recently, in this journal, Mr Brain (TPQ 16) did just this when discussing the problems of the traffic engineer and was promptly taken to task by Mr Jones (TPQ 17) who pointed out that where one admits that unquantified dimensions exist in the statement of the problem then the answer cannot decently be based *only* on those factors which may be quantifiable. An admission of the relevance of nonquantifiable or unquantified aspects has the effect of forcing one to admit that one's answer has limited warrant, that at best it is a partial solution.

Mr Jones' paper is essentially, and correctly, defensive, for he is concerned with the traffic engineers' solution which, when actualized as transport systems, are long lived, expensive and have widespread, even profound, effects on our environment. Given that these solutions are based almost entirely on quantifiable information, which is confessedly not the whole story, then a degree of caution, even of conservatism, seems entirely proper.

Now this line of argument, *mutatis mutandis*, applies with equal force to all other types of "built solution", e.g. individual buildings or complexes of buildings. But a point which Mr Jones misses, as does nearly everybody concerned with the practical solution to such problems, is that the time-honoured and time-worn distinction between the quantified and the unquantified is a distinction which is open to question. While it is true that at the present

time such factors as "aesthetic appeal" are not quantified and do not appear to be quantifiable, it is quite another thing to assume that all or any of such factors are *in principle* unquantifiable; that they are inherently incapable of reduction to terms which may be treated quantitatively or manipulated symbolically. Clearly it is a matter of moment to our society as a whole as well as to the various species of planner that this question be examined and kept under continual review. But such work lies far beyond the planners' competence for it is a question proper to philosophers. Now most non-philosophers probably think of philosophers, when or if they ever think of them, as elderly, port-pickled gentlemen permanently ensconced in deep armchairs at the very centre of the academic ivory tower quietly discussing such remote topics as the synthetic a priori, or building "world systems" of utter impracticability. Whatever the detail of such images they are of those immovably removed from real life. That image is false.

The proper subject matter of philosophy is notoriously difficult to define, but much of it may be fairly described as the study of the problems engendered by other men's problems. Thus the philosopher cannot get going unless he is aware of these problems and even when he is aware of them he will rank and grade them in terms of interest and urgency with respect to already known problems. One of his grounds for so ordering new material will be the apparent importance of such problems. Since planners have an area of ignorance upon which philosophers may be able to shed some light then it is up to us planners to attract their interest and engage their attention.

Our questions are not to be attempted by just one man or even one department, they need to become philosophically "respectable" (to date aesthetics is not) and become the topic of discussion in a large number of departments. Happily we do not have to initiate such work, only to give it significant point, for during the past few decades axiology, the general theory of value, has crystallised out as a major topic. This study, which underlies both ethics and aesthetics, is yet young and offers more thorns than flowers. However it already seems that the traditional, tidy separation of ethics from aesthetics is one of administrative convenience rather than of logical type, for, to both, the concepts of value, preference and choice are

fundamental.

All types of planner are ultimately concerned to maximise the choiceness of those parts of the environment which fall to them to affect. If we take this charge seriously then we are long overdue in initiating a dialogue with those whose special skills are appropriate to the fundamental problems of our discipline. Since this field is complex it is likely to be several years before we can expect to see applicable techniques developed for us and this fact alone makes it imperative that we arouse the active interest of philosophers before the apparently ever-accelerating rates of change of our society and its environment make it too late to intervene effectively. We can no longer afford so large a segment of our horizon to be clouded by the non-quantified and the unsymbolised unless they be logically guaranteed as such.

IN view by Lucifer

Albany through the looking glass

"I like State Housing best", said Albany, "because it was a little sorry for the poor workers."

"It costs more than the Developer, though," said Tweedledee, "You see it hides its costs, so that the Developer couldn't count how much it takes: contrariwise."

"That was mean!" Albany said indignantly. "Then I like the Developer best - if he didn't cost so much as State Housing".

"But he built as many as he could get", said Tweedledum.

That was a puzzler*

After a pause Albany began, "Well they were *both* very unpleasant characters-" Here she checked herself in some alarm, at hearing some-

*Albany is puzzled because she faces here the traditional ethical dilemma of having to choose between judging a person in terms of his acts or in terms of his intentions.

thing that sounded to her like the puffing of a large committee meeting in the wood near them, though she feared it was more likely to be a wild beast. "Are there any planners or architects about here?" she asked timidly.

"It's only the Regional Authority snoring," said Tweedledee.

"Come and look at it" the brothers cried, and they each took one of Albany's farms and led her to where the Authority was sleeping.

"Isn't it a *lovely* sight?" said Tweedledum. Albany couldn't honestly say that it was. It had a tall plan on, with a tassel, and it was lying crumpled up in a sort of untidy heap, and snoring loud - "fit to snore its head off!" as Tweedledum remarked.

"I'm afraid it'll go cold waiting on the damp grass," said Albany, who was a very thoughtful little town.

"It's dreaming now," said Tweedledee: "and what do you think it's dreaming about?"

Albany said "Nobody can guess that".

"Why, about *you* !" Tweedledee exclaimed clapping his hands triumphantly.

"And if it left off dreaming about you, where do you suppose you'd be?"

"Where I am now, of course," said Albany.

"Not you!" Tweedledee retorted contemptuously, "You'd be nowhere. Why you're only a sort of thing in its dream!"

"If that there Authority was to wake," added Tweedledum, "You'd go out bang! - just like a candle!"

"I shouldn't!" Albany exclaimed indignantly.

"Besides, if *I'm* only a sort of thing in its dream, 'What are *you*, I should like to know?"

"Ditto" said Tweedledum.

"Ditto, ditto!" cried Tweedledee.

He shouted this so loud that Albany couldn't help saying "Hush! You'll be waking it, I'm afraid, if you make so much noise."

"Well its no use *your* talking about waking it", said "Tweedledum, "When you're only one of the things in its dream. You know very well you're not real".

"*I am* real"! said Albany, and began to cry.

"You won't make yourself a bit realer by crying", Tweedledee remarked.

"There's nothing to cry about".

"If I wasn't real, said Albany - half laughing through her tears, it all seemed so ridiculous - "I shouldn't be able to cry."

"I hope you don't suppose those are *real* tears?" Tweedledum interrupted in a tone of great contempt.

Democracy as a planning process — towards an interim strategy

The typical academic paper is a synthesis of previously unrelated ideas unified by the author's personal experiences and imagination. The "experience sources" of this paper are:

- (a) Horst Rittel's argument that no matter to what extent planning alternatives are "rational", the final choice between them depends on the value judgment of the decision maker. (1)
- (b) West Churchman's description of the planning process. (2)
- (c) The U.S. national general election of 1968 which dominated all news and discussion during the first weeks of my stay in the United States.

The interaction of the above experiences has led to the formulation of my thesis as follows: "The urban planner can serve a useful role by systematically presenting alternatives for policy and development in a manner which will dichotomize the implicit values and goals of the politicians considering those alternatives. By so doing, the planner effectively serves the largest on-going planning process in operation — the democratically governed society."

I suggest that although this role conflicts with almost all the ideals of professionalism it is in harmony with the voiced political ideals of almost every American. (3) The planner must decide where his loyalties lie.

The Planner's Role

It is not the purpose of this paper to compare or promote the numerous strategies of planning. Instead it is accepted that an *interim* strategy is necessary until such time as urban planning has a stronger theoretical base. (4)

Discussion of such an interim strategy tends to centre on how the planner should best present information on alternatives to his politicians. In the context of this paper, two opposing views prevail today which can conveniently be labelled (a) the British (professional) approach and (b) the American approach (5) as discussed below.

The Traditional British Approach to the planner's role reflects the middle class attitude to government which calls for fair play, seemly conduct, and the serving of the public interest. This attitude finds itself well served by the professions which see themselves as an elite group, cognitive of what is best for the public and so advising, always

Owen McShane, B Arch, Dip TP (Auck, S), is at present studying courses in City and Regional Planning and Public Administration at a post-graduate level at the University of California, Berkeley, as a Harkness Scholar.

within a strict set of conduct rules. The typical practitioner of this approach bewails his lack of power (he secretly, or openly, envies the Russian planner), regards politicians as a nuisance to be tolerated, and is dismayed if his recommendations become the focus of acrimonious political debate. (He believes that had his job been done properly he should have convinced everyone.)

The American tradition may be summarized as "no one should govern or, failing that, everyone should govern together." (5) Under this concept little attention is paid to "the public interest" and planning activity centres round resolving issues between conflicting interest groups - which is barely a *planning* activity.

Banfield observes that as the middle class grows and consolidates in the United States there is a corresponding tendency to strengthen government and rely more heavily on professional advice operating in terms of the "public interest". The result is that the reform movement of the early nineteen hundreds is gaining fresh impetus as the middle class idea of replacing political bargaining with "professional advice" takes hold. However, Banfield warns that although the resulting governing bodies may be more honest, impartial, efficient and having regard for public as well as private interest, this is not necessarily beneficial to all, as the absence of dispute, acrimony, unworkable compromise and stalemate may mean that arrogant officials are ignoring the needs and wishes of ordinary citizens.

The warning is appropriate. The events of the last few years have made it clear that increasing affluence does not necessarily result in a harmonious, single value, homogeneous society of the middle class; instead the new-found freedom from want promotes a new plurality of interest groups primarily concerned with seeking "self actualization" (8) and wishing to select from the diverse market of ideas, recently so enriched by the actions of the communications network linking every part of the McLuhan (9) and Clark (10) "world village" to every other.

These new interest groups will not be competing for their share of the "materialist cake" but rather will be asserting their right to pick and choose from the full range of 'idea' cakes on display. The present student revolt is evidence that the new pluralism is adequately seeded with conflict potential.

It seems evident to me that the trend to professionalism in government while strengthening and improving many aspects of its administration (11) will prove inadequate to meet the challenge of the emerging pluralism. Self righteous middle class attitudes will become increasingly irrelevant to an increasingly large number of minority groups. Consequently "public interest" goal setting by planners will have little relevance to the real world.

So we are left with the idea that the planner should present alternatives that are meaningful to the political debate. This elicits the question "How do we make the alternatives meaningful, and meaningful to whom?"

Cost benefit analysis has been suggested as a solution but the method is fraught with logical flaws, and again tends to codify one set of values into a balance sheet. However, I believe that there is a way to present alternatives meaningfully, but before proceeding it is necessary to look briefly at the largest planning process now operating - that of democratic government.

Challenge of Democracy

Professionalism is challenged by the democratic idea. Democracy is based on the idea that the people know best what they want, while professionalism assumes that it knows best and is qualified to act on this assumption. Occasionally the two views clash as over the fluoridation issue but generally the public is increasingly placing its faith in the professionals and their technology. However, democracy has grown out of many bitter experiences all of which have demonstrated that neither parliaments, kings, philosophers, or gods, can be depended to set goals or 'objectives' which suit the people and that it is therefore necessary to provide an orderly way of changing the rulers.

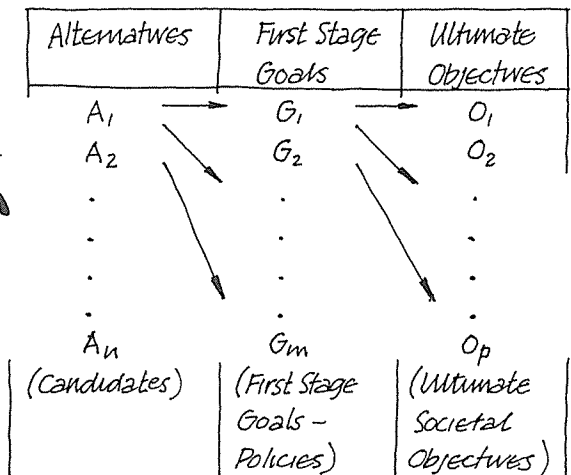
Thus as one government is replaced by another, by trial and error and the review of candidates espousing sets of alternative goals, society moves towards its constantly wavering but vaguely coherent ultimate objectives. (Be they "good" or "bad")

From the above it is evident that one cannot discuss democracy for long without using terms - goals, alternatives, review, ultimate objectives - which are at the heart of almost any contemporary definition of the planning process. This suggests that democracy may be, in itself, a planning process. If so, a planner presenting alternatives to his politicians couched in terms

designed to dichotomize the many goals of the pluralist society may not be abandoning his profession - although he may well be abandoning professionalism.

Churchman (12) postulates that planning is concerned with multi-stage decision making and "hence it must study (i) a decision maker who (ii) chooses among alternative courses of action in order to reach (iii) certain first-stage goals, which lead to (iv) the implicit goals of the society at large. Schematically, this framework, with the parallel case inserted appears as follows:

the Planning System → *the Decision Maker (Electorate)*



However, it is the arrows, representing the interactive processes of the system which are most helpful in determining the components of the planning system and in comparing them with those of democracy. This analysis results in the comparative tabulation below.

The Planning System (13)

Program 1

Relationship between the planning system and the decision makers.

- (a) Justification (why the P.S. should exist and its role)
- (b) Staffing the P.S. and establishing responsibility and authority.
- (c) The Communication Subsystem
 - (c.1) Persuasion (selling the P.S.)
 - (c.2) mutual education
 - (c.3) politics, identifying and changing the power structure of the organization)
- (d) Implementation (installing the plan).

The Democratic System

Program 1

Relationship between the constitution etc and the electorate.

- (a) Justification (why democracy should exist and its role)
- (b) Designing the institutions of democracy and establishing responsibility and authority
- (c) The Communication Subsystem
 - (c.1) persuasion (e.g. the Federalist etc)
 - (c.2) public schools and media
 - (c.3) politics (constitutional amendments, judiciary.)
- (d) Implementation (Setting up the institutions and operating them).

Program 2

Measurement (Identification, classification, prediction, etc)

- (a) Identifying the decision makers, and customers of the larger system
- (b) Discovering and inventing the alternatives
- (c) Identifying the first stage goals
- (d) Identifying the ultimate objectives
- (e) Measuring the effectiveness of each alternative for each first stage goal.
- (f) Measuring the effectiveness of each first stage goal for the ultimate objectives.
- (g) Estimating the optimal alternative

Program 3

Test (Verifying the Plan)

- (a) Simulation and parallel testing.
- (b) Counterplanning (opposing the plan by its deadly enemy.)
- (c) Controlling the plan once implemented.

A remarkably close fit: It is commonplace to see "ideal" planning methodologies described in great detail and with commendable rationale only to have the author admit that such systems hardly ever operate fully in practice. (14) Churchman comments (15) that most planning operations concentrate on Program 2, and that this may explain why so little planning is effective. And yet the democratic process is seen to fit Churchman's model with remarkable nicety. Every subsystem of each program has an operational equivalent in any Western Democracy. There is a common criticism that American democracy is weakened by its inability to select a complete set of alternatives in its review process. No matter how critical the

Program 2

Measurement (Identification, classification, prediction etc)

- (a) Identifying self interest groups, setting the franchise etc
- (b) Selecting candidates for office
- (c) Identifying and lobbying for first stage goals and policies.
- (d) Identifying the ultimate aims of society (e.g. Goal for Americans, Bill of Rights etc)
- (e) Assessing the candidate and his policy platform.
- (f) Assessing the effectiveness of policies for ultimate objectives (e.g. the Vietnam War as protecting democracy).
- (g) Voting for the candidates of one's choice.

Program 3

Test (Does the democracy work?)

- (a) Comparative studies, self - appraisal
- (b) The opposition, ideological debate
- (c) Checks and balances, news media, public debate.

situation, the American cry is for "a change in the *Administration*". The customers in a parliamentary democracy call for a "change in the *government*".

The second represents a choice of a more clearly different set of alternative first stage goals than does the first. However, in compensation, America places much greater emphasis on Program 1, than does England or New Zealand and so on. (Does the preceding argument mean that the conservative "anti-planner" can now be accused of being "anti-democracy"?)

The Corollary: The argument so far is that democracy is a planning process whereby a given society moves towards its ultimate

objectives by choosing, testing, and reviewing candidates who postulate alternative sets of goals. The planner's role can now be restated as one of presenting alternative proposals to these candidates (we shall use the term candidates regardless of whether they are competing for, or holding office) in such a way as will most usefully aid programs 2 and 3 of the democratic process.

There is no need for the planner using this approach to evaluate alternatives against his own goals. He need only frame them in terms which relate them to the sets of first stage goals proposed by the candidates. The candidate can be expected to respond by casting his vote according to his platform - the electorate will then evaluate the results against their ultimate objectives and endorse or reject the candidate at the polls.

A Hypothetical Case Study

It is time to present a concrete example. Professor Rittel, recently illustrated the impossibility of making impartial, objective, appraisals of a proposal by the example of the alternative rationales that can be used to locate a fire station within a town. This is a useful example with which to illustrate my thesis.

Imagine a town of irregular shape, distribution of property, population, wealth etc. - in other words the typical town - for which the planner is asked to advise on the "best" location of a fire station. The typical "professional" response would be -

"The correct place to locate a fire station is where the average length of all trips will be a minimum."

The "candidates" will probably agree that this is a rational city planning approach, show great respect for the arithmetic and accompanying diagrams and quietly approve the siting, always provided no individual self-interest is involved. The planner may actually believe that this is *the* way to locate a fire station, or he may be too lazy to explore the alternatives, or he may recognize that the alternatives could contain the seeds of dissent, conflict and debate - all of which are abhorrent to the professional. The list of alternatives which follows indicates the truth of this last observation.

Alternative rationales: The fire station may also be located so as:

(a) To be at the centroid of improved property value.

(b) To be at the centroid of population under five years of age.

(c) To be at the centroid of population over sixty-five years of age.

(d) To be at the centroid of family income.

(e) To be at the centroid of population density.

(f) To minimize the maximum trip length.

This list is by no means exhaustive. Rittel's point is that all such alternatives have their own rationale - including the recommendation of our imaginary planner - but the choice of which is best remains a value judgment. And who is the planner to make value judgments for society? But it is easy to imagine that a groups of politicians would individually readily identify with one or other of the alternatives listed above (16). Further, they could be expected to respond with more conviction to these policy alternatives than to externally supplied "General Plan" type objectives. The vexatious problem of how to limit the number of alternatives considered is somewhat resolved by accepting that the only meaningful alternatives are those that relate to current community issues and debate. Rest assured, *once the issue comes to life*, any oversights will be speedily and forcefully remedied!

The resulting debate would not only make the candidates feel useful, but would also delight the press and the electorate. The 'professionalists' would be appalled. If the planner continued to present alternatives in this pluralist-oriented way for some years, the continuing debate, feedback, and possible consistency of response from the candidates, would greatly assist the electorate in endorsing, reinforcing, or rejecting the candidate and the first stage goals (policies) they represent.

Conclusion

In a sense, the conclusion was reached under the last sub-heading, but with social ideas it is useful to see how they stand in relation to other prevalent ideas and attitudes. The thesis is contrary to many ideas as follows.

(a) It is contrary to the idea that the planner is a member of an elite professional group able to make recommendations in the public interest; and also to the very existence of a unified 'public interest'.

(b) It is contrary to the idea that the planner should put forward those alternatives which will cause as little conflict as possible and "go

through” the political process with a minimum of ‘wave-making’.

(c) It is contrary to the idea that the planner should, at present, be setting goals, or reminding politicians of “General Plan” type goals.

(d) It is contrary to the idea that planning is “above” politics and is able to replace value judgment with objective scientific evaluations.

(e) It is contrary to Utopianism and Historicism. (16)

The thesis is allied to many other ideas as follows:

(a) It is allied with the almost total expression by Americans of their faith in the democratic process (17)

(b) It is allied to the idea that healthy democracy thrives on conflict and debate.

(c) It is allied to the idea that society will breed a new pluralism and is not moving towards a homogeneous middle class.

(d) It is allied to the idea that the planner is necessarily “in” politics. (18)

(e) It is allied to the idea that “public interest” standards cannot serve a pluralist society.

Finally, the thesis is allied to Churchman’s principles of a deception - perception approach to systems (19) which are –

(a) The systems approach begins when you first see the world through the eyes of another (Necessary to invent and seriously put forward such alternatives as discussed under “Alternative Rationales”)

(b) The systems approach goes on to discern that every world view is terribly restricted. (The planner cannot hope to project *all* the repercussions of any actions.)

(c) There are no experts in the systems approach. (only the public shall decide whether the candidates who vote to place the fire station at the centroid of family income are “correct” or not - and even they will never know).

Epilogue

It is unfortunate that the typical committee chairman will resent the invention of many of the possible alternatives and either remove them - or the planner! C’est la vie!

FOOTNOTES:

1. Horst Rittel, Professor of the Science of Design, University of California, Berkeley, in a lecture on government decision making.
2. Churchman, C. West; *The System's Approach*, Delacorte Press, New York, 1968. Esp. Chapter 10.

3. Dahl, Robert A: *Who Governs*, Yale University Press, 1968 edition, P.1.

He writes “. . . . two political scientists reported that registered voters agreed that: ‘Democracy is the best form of government,’ and ‘Every citizen should have an equal chance to influence governmental policy,’ and subscribed to other propositions equally basic to democratic credo.”

His source was Prothro and Grigy, *Fundamental Principles of Democracy*, Journal of Politics, 22 (1960) 276-94.

4. Webber, Melvin M: *The Policy Sciences and the Role of Information in Urban Systems Planning*, a paper presented to the Second Annual Conference on Urban Planning Information Systems and Programs, University of Pittsburgh, Sept. 1964. See part II, Strategies for Planning, for such a summary and page 19 for the idea of interim strategy.
5. Banfield, Edward C: *The Political Implications of the Metropolitan Growth*, Daedalus, Winter, 1961. esp. pages 64 - 71, is the source of the polar view.
6. Banfield, Edward C. *Ibid*, page 76.
7. Maslow, A: *A Theory of Human Motivation*, Psychological Review, L (1943), 370-96. Maslows theory on which most modern management practice is based, is that as man’s fundamental physical needs are satisfied then he aspires to social satisfaction and then as his socially-oriented needs are satisfied his ego needs are expressed. Hence, although the typical parent protests that “These present-day kids are protesting about everything - and yet they’ve got more than I’ve ever had!” the observation is lending support to Maslow’s hypothesis that this is to be expected.
8. McLuhan; Marshall: *Understanding Media*, Signet, New York 1964, *The Medium is the Message*, Bantam, New York 1967.
9. Clarke, A.C.: *Voices from the Sky*, Gollanz, London.
10. Freegood, Seymore: “New Strength in City Hall” in *The Exploding Metropolis*, by the Editors of Fortune, Doubleday Anchor, New York, 1958.
11. Churchman, C. West: *The Systems Approach*, op. cit, page 150
12. Churchman, C. West: *Ibid* pages 151, 152
13. Lindblom, Charles E: The Science of Muddling Through” Public Administration Review Spring 1959. Lindblom makes this same point at greater length.
14. Churchman, C. West: op cit. page 152
15. Popper, Karl: *The poverty of Historicism*. Routledge, London, 1961, esp. Part 1.
16. Dahl, Robert A: *op cit*
17. In *The Policy Sciences and the Role of Information in Urban Systems* (See Footnote 4.) Webber makes the point on page 28 that the man who chooses a career in urban information sciences chooses a career in politics because he will have to adopt the role of protagonist. My planner is in politics because he invents politically-oriented alternatives.
18. Churchman, C. West: *op cit*, pages 231 -2.

K.V. Clarke.

Pedestrian mall for Wellington

The draft town plan for Wellington which was published for general discussion in 1965 showed Cuba Street as a pedestrian mall, and at about the same time the street was closed to traffic for construction works to be carried out.

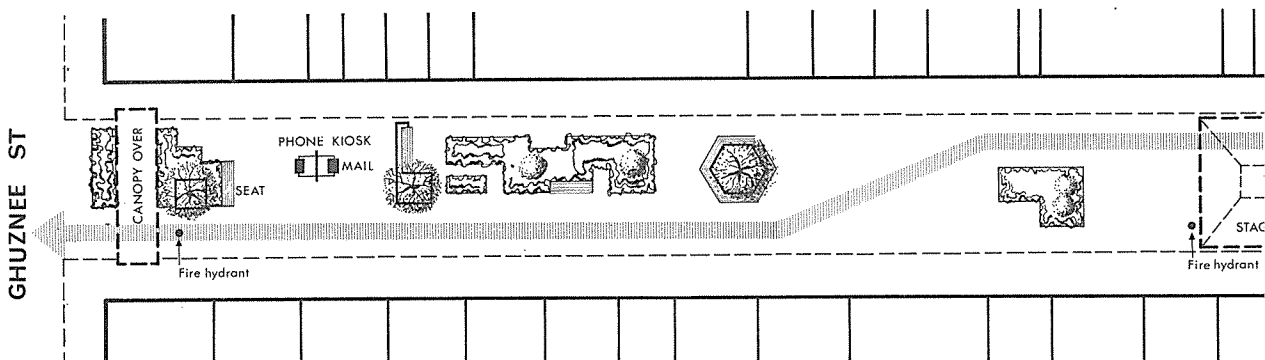
Cuba Street was originally a tram route a busy traffic route and one of the main shopping areas in Wellington, but of recent years there has been a shrinking in retail activity. Measures were required to prevent any further retrenchment and a pedestrian mall was one way to attract people back to the area. The Cuba Street Advancement Association presented the council in November 1965 with a petition signed by over five thousand people requesting that steps be taken to convert that portion of

Ken Clarke, B Est Man (Lord), Dip TP (Auck), (M), is Wellington City Council's Senior Planner.

Cuba Street between Dixon and Ghuznee Streets into a pedestrian mall.

Legal power to close the street to traffic and form a mall did not exist and after long and involved procedures a special Bill was passed in June 1967, called the Wellington City (Cuba Street Mall) Empowering Act, giving the council the necessary authority required. The special order made under the Act required public notification for objections. The objections received were mainly in respect of parking facilities and the re-routing of bus services. The objections were dismissed—the parking spaces lost would be replaced by the erection of a parking building in the vicinity and by shortening the time period on meters to a maximum of two hours in the area generally. After discussions with the Wellington City Council Transport Department it was found that buses could be re-routed without inconvenience to passengers.

The Advancement Association employed an architectural consultant, Mr. Neville Burren of Burren & Keen, Wellington, whose initial scheme was estimated to cost \$90,000. After further discussion this scheme was considerably cut back and the association proposed to spend only \$50,000 for the first stage. To defray the cost the association presented another petition to the council for the creation of a special rating area. The association had investigated some sort of guarantee company but found this to be quite unsatisfactory. This separate rate, pursuant to the provisions of the Municipal Corporations Act 1954 would provide the interest repayment and incidental charges on a loan of \$50,000 which the council would have to raise. Council approval was given to the creation of the separate rating area and all the procedural steps were executed. Application was



CUBA STREET MALL WELLINGTON

Vehicular tr

then made in November 1968 to the Local Authority's Loans Board and Treasury consent was received in April, 1969 to the raising of this loan to which several of the banks in the Cuba Street area were willing to subscribe.

Messrs. Burren & Keen were retained by the council as architects and their scheme was approved on 16th July. Work on the mall commenced a month later.

We were not finished. A petition was presented to the Local Bills Committee of Parliament seeking the repeal of the Empowering Act. The council and the association opposed the petition and the Local Bills Committee's recommendation to dismiss the petition was upheld by Parliament.

All construction work was complete just prior to the official opening on 14th October. It had been the view of the Association that this Mall had to be as pleasant and attractive a place as possible; merely closing the street and placing a few flower boxes was not enough. The finished work is there for all to see, and "letters to the editor" show those in favour to be about level-pegging with those against. At each end of the Mall is a steel motif and besides planter boxes and seats, a small covered stage has been built where lunch-hour and other performances, generally, can be given. The main attraction at the moment is the ugly-beautiful watermobile. Naturally, there are certain members of the community who think it is even more fascinating if a little detergent is added.

Servicing of the shops was thought to be a real problem. A comprehensive survey showed that many properties on the east side had vehicular access at the rear. Then other shops were either small goods retailers, which did not require immediate access for heavy vehicles, or

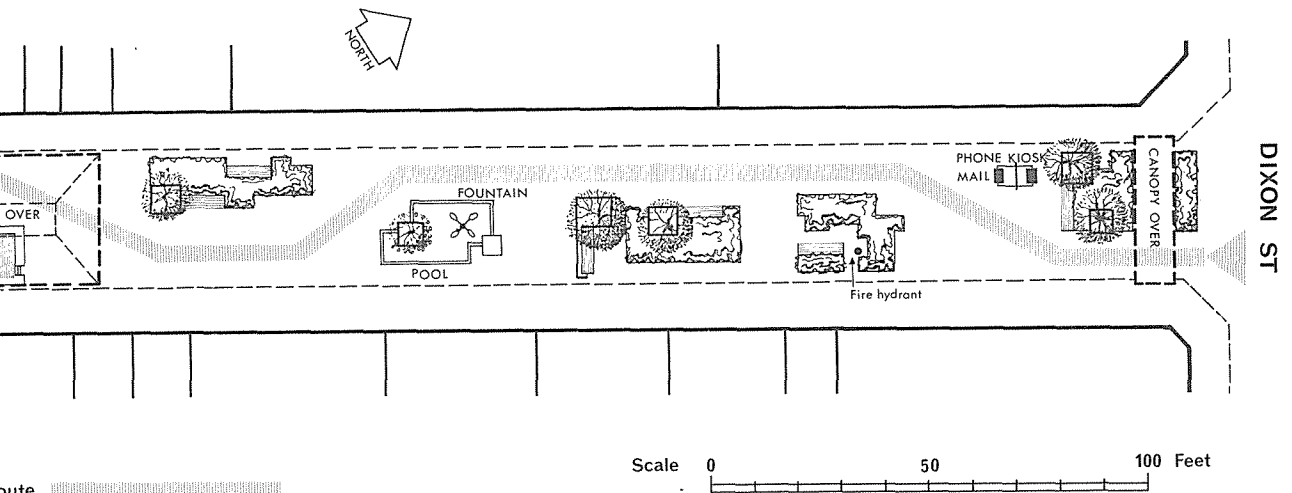
butchers who are served outside normal trading hours. The traffic previously using the street has presumably been diverted but so far we have no results from traffic tallies to show where it has gone. It was decided to limit the hours of servicing to between 12 midnight and 10 am and so far there have been no problems or complaints.

A vehicular traffic route was provided in the mall, and although tortuous and needt to be taken slowly, there is room for servicing vehicles and for fire appliances and other emergency vehicles which, of course, may enter at any time.

All of the planting was provided by the Parks and Reserves Department and the Council is responsible for the maintenance of the mall.

Since this is a completely new venture there are no established ground rules for the control of activities within the mall. Agreement has been given for the installation of a public address system over which "mood" music is piped. Approval of applications for the entertainment on the stage has been delegated to the town clerk. As this is the first time that a mall has been established it is obvious that the control of this new environment will be a matter that will gradually evolve.

The pedestrian mall forms part of the council's proposals to generally revitalise central city shopping and provide the pedestrian with a pleasant shopping environment. It has been done at the expense of traffic movement. That portion of Cuba Street closed was the most suitably sited shopping street in Wellington for the experiment and, more important, the businessmen wanted a mall. It has taken four years to implement and it will be successful.



R.L. Smyth

Balanced transport expenditure

What proportion of the capital available for investment in transport facilities should be invested in new or improved public transport services? A topical question for every relatively large urban area, and a very difficult one to answer, unless the facts of travel desires and implication of planning policies are carefully evaluated. Should a large capital expenditure on a public transport improvements scheme showing substantial annual operating losses be justified on "social benefits" alone? How does one look at such a problem? Generally what data is available upon which to base a case, and for example what conclusions on these issues have been arrived at in London where existing investment in public transport is necessarily at a very high level?

Most public and private transport route plans are based upon the results of transportation studies which have quantified the increase in travel demands and showed the importance of the man-work movement and its ever-dispersing nature. Generally the trends indicate, (independent of mode of travel and network proposals), that there has to be a large increase in orbital or non-radial capacity for travel, as well as relatively small increase in radial capacity. The dispersed nature of non-radial travel-demand, the need to provide facilities by passing major suburban shopping centres and central city, but at the same time providing good accessibility to the same, and the need to link up national and regional motorways, indicates that a series of what can be described as ring and radial motorways are required as the primary road system. Because of the very concentrated nature of radial travel desires towards the central city, road space in this direction is at a premium, and public transport services must therefore cater for a large number of central city person trips. As this is already the existing situation the question as to how much money should in future be spent on public transport remains open.

Alternative courses of action

Accepting the aim of increasing mobility in the area, or even maintaining the status-quo in face of rising car ownership, but at the same

At the time of writing this article, Dick Smyth, Dip TP (Auck), MNZIS, MNZIE, MICE, (M), was a Senior Research Officer, in the Planning and Transportation Dept of the Greater London Council.



time having limited financial resources, the alternative courses of action are reduced to three, namely; different balances in investment between public and private transport; different balances in investment between motorway and non-motorway roads; and different amounts of money spent on the central area in the provision of parking, interchange facilities, or area traffic control. Obviously, only the first of these represent any alternative to the situation where the motor car overwhelms the environment, and hence is the most argued of the three. But is this a valid alternative?

Given that public transport, and in particular the radial route services already exist to some degree in all urban areas, a rundown of public transport services into the central city would be expensive from any point of view. This is because existing capital in the form of infrastructure and vehicles is extensive, and many nominally cheap improvements such as special priority operating conditions for buses could be implemented to give much needed marginal service improvements. Such schemes have been successfully implemented in London where special bus services and special bus lanes make central city public transport more attractive than the car and on a competitive basis with taxis. More road in the central city, especially motorways, would be enormously expensive, of limited use to 'internal traffic', and would involve disturbance of some of the high quality, (or alternatively, if preferred, high valued) fabric of the area.

On the other hand, increased use of public transport into the city centre does not seem possible, because, with the generally decreasing numbers employed, a corresponding reduction in work journeys (generally the main journey purpose of public transport users) is apparent and journeys for non-work purposes are strongly orientated toward the use of the car. Outside the central area, the dispersed nature of the travel demand pattern and dominance of non-work journeys can be clearly shown, and therefore too, the limitations of the role open to existing forms of public transport. The difficulty is that the rail system (if any) is sparse and the bus network relatively sparse compared to the network choices open to the car user, and also that public transport service generally tends to be slower and less convenient than the car. Rising car ownership and lack of a proper parking pricing policy, together with the provision of improved and more efficient traffic control systems, all reduce still further the scope for public transport.

All evidence, from many studies, suggests that the market position of public transport can only be substantially improved through the introduction of a dense special purpose network. For example, it is unlikely that the single radial public transport route, even in an intensively urbanised corridor, could provide an adequate level of service to attract passengers especially if a near parallel motorway already exists. Similarly economic justification for a dense special purpose network would be extremely difficult, mainly because of the enormous costs. Environment disruption, wastage of the existing public transport system, and the fact that a comprehensive road system would still be needed for freight traffic and to tie up the 'wet ends' of regional and national motorways are major cost factors. Although improvements, (such as superior vehicles, priority for buses, rail track and signalling improvements, improved interchange facilities and opportunities, and improved methods of operation), can be made to an existing public transport system, its role in urban transport must to a degree remain limited.

The London experience

Recent investigation and study in London for example, (as published in "Movement in London", the third volume of transportation study reports by the Greater London Council) has revealed evidence to substantiate the view that only a limited expenditure can be justified on public transport improvements. In the course of the latter part of the London study three public transport plans representing varying levels of investment, were tested against plans representing several levels of investment in the motorway system. (The economic evaluation theory and method is worth noting because it represents a significant advance on previous work.) The tests show that with the presently proposed relatively modest motorway system, the modal split, even with the most ambitious public transport plan, puts more traffic on the roads than they could possibly handle, and hence it is necessary to assume a form of restraint on road travel, forcing trips to public transport. The tests also indicate that even quite substantial improvements to public transport cannot do much to increase its share of the market in the face of rapidly rising car ownership. Thus the scale and cost of London's primary road network is fairly precisely defined by the available budget in the knowledge that there is no real prospect, or justification


for, a public transport policy that could render motorway investment unnecessary.

Architects, planners and others who call for public transport instead of, or even to supplement urban motorways, are really turning the clock back in a day and age when the trend is towards maximum freedom of choice, including choice of travel mode. This is borne out even further when one considers that since the introduction of the motor car, it is only during the course of wartime restrictions that the general trend away from public transport usage has been reversed. The remainder of the time, as personal affluence has increased, and correspondingly car ownership has risen, the numbers of people using public transport, and hence, annual passenger route miles regularly and consistently show a decrease, and from all indications will continue to do so. Surely then, there are no better reasons than these for keeping expenditure on public transport improvements in scale with demand, with resources available, and with even as a last resort judgement based upon common sense.

A.R.Turner

Role of the elected layman - decision &/or policy making

TPQ



Mail your order to:
Southern Cross Books
5 Pencarrow Avenue,
Auckland 3
Annual Subscription
\$3 post free

Mr A.R.Turner, L.L.M. is a partner in the Auckland legal firm of Gaze, Bond & Turner. His local authority experience includes: deputy mayor and chairman, Mt Albert Borough Town Planning Committee 1956-62; member, Executive Committee, Auckland Regional Planning Authority 1959-62; chairman, Auckland Centennial Memorial Park Board 1962-64; member, Auckland Regional Planning Authority 1963-68 and chairman of its planning committee. 1965-68. This paper was given at the 1969 conference of the N.Z. Town and Country Planning Institute.

It will be obvious to you from the title that this is not a technical paper. And it seems to me that the reason why I have been called upon to present it is because of such experience as I have had as a sometime elected layman. What I have to say does in fact come from my own experience and there will therefore be room for disagreement over much of it. Where you do agree with me, I hope I shall not be only stating the obvious. But even if this paper merely enables the planners and the elected layman to see their respective roles in a clearer light than my effort will not have been in vain. If I can anticipate a fault it is that perhaps I idealize the respective roles too much. As we are all painfully aware, our performance - in whatever field and more particularly in politics - rarely matches the ideal.

In my examination of this subject I wish to follow the progress of a district scheme from its genesis to its replacement with a reviewed scheme. This will be a convenient method of analysing the respective roles at various stages because it will very soon become apparent that they vary from time to time during this period. But first let us define our terms.

- Decision - the act of deciding (a contest, question)
- settlement, determination
 - a conclusion, judgment, especially one formally pronounced in a court of law.
- Policy - a course of action adopted and pursued by a government, party, ruler, statesman, etc.,
- any course of action adopted as advantageous or expedient
- (Shorter Oxford English Dictionary)

Now any politician will quickly tell you that it is the role of the politician to lay down policy and that decisions arising out of that policy, once defined, are the responsibility of the administrator. But historically this definition of spheres of activity has never been true in New Zealand. The politician, particularly the local politician, has always had a very satisfying time making a multitude of decisions - which road will be sealed this year, whether one suburb will get its library or swimming pool ahead of another, etc. Perhaps this penchant is one of

the factors which has kept our units of local government small.

To define policy is the first and obvious duty of the elected representative in the field of town planning. However, the planning scheme, when operative, will not only define policy but will also define the "use" rights attaching to every piece of private land. Thus in the course of defining policy, and because he is at the same time defining rights, the elected layman is called upon to make many "decisions" using that word in the sense in which we have defined it and treating the "contest" or "question" as one between the private owner on the one hand and the public at large on the other. In that sense it is very right and proper that the elected layman shall have a large decision-making role.

On the other hand, because a district scheme attempts an exhaustive definition of rights, (not often successfully) it attempts to restrict and even to eliminate, the need for administrative decision in the implementation of the Scheme.

Section 19 of the Town and Country Planning Act 1953 requires that every council (i.e. the elected layman) "shall provide and maintain . . . an operative district scheme in respect of all land within its district." The Second Schedule to the Act states the matters to be dealt with in a district scheme. And Section 18 sets forth the general purpose of a district scheme as being the *development* of the area to which it relates "in such a way as will most effectively tend to promote and safe-guard the health, safety and convenience and the economic and general welfare of its inhabitants, and the amenities of every part of the area." Obviously a district scheme is a document of the utmost importance for its district, and the value judgments upon which the scheme is to be based are appropriately entrusted by parliament to the elected layman.

The Act goes on to require that a district scheme shall be prepared in accordance with regulations and shall consist of a scheme statement, a code of ordinances and a map or maps "illustrating (sic) the proposals for the development of the area." However, when one turns to the regulations one quickly finds that what is indeed required is a *zoning* map, defining the status of every piece of land, and code of or-

dinances of the utmost complexity giving a specific definition of the rights attaching to every piece of land. Here also one finds the first limitation upon the policy making process for the regulations requires that scheme statements and codes of ordinances "shall follow generally" the form set out therein. (Footnote : For observations upon the effect of this regulation see the decision of Richmond J. in *Chandler v Onehunga Borough Council 2 T & CP Appeals 265*.) One could argue powerfully for the revocation of this particular regulation, but in the present state of planning in New Zealand it seems that the competent must be frustrated for the sake of the incompetent.

Obviously for the preparation of documents of the kind contemplated by the Act and regulations, the elected layman must rely upon the services of professional and technical staff. That being so, the innate quality of a district scheme must necessarily depend upon the technical competence and creative ability of the staff entrusted with its preparation and the resources placed at their disposal for the execution of the work. Herein is the second limitation upon the policy-making process. To some extent, creative ideas will come from the elected layman. But all too often he has no means of testing the viability of his ideas in the totality of the situation and they are stillborn. His staff has the time, experience and judgment (and in some cases, the resources) to do this testing. To give you an example, though somewhat out of the field of district planning :-

It was the then Minister of Works who suggested that Auckland consider giving preference to a system of urban motorways over an underground rail system. The Auckland City Engineer then suggested that an overall Master Transportation Plan be prepared. This was done by the Technical Advisory Committee of the Auckland Regional Planning Authority and the product was the 1955 Master Transportation Plan for Metropolitan Auckland, the policy document which more than any other has changed the face of Auckland in the last 14 years.

I have used this as an example of a creative idea successfully launched by an elected layman. But who is to tell whether the idea was indeed the Minister's and not the subject of a suggestion to him from his own staff?

Exchange of Ideas.

This leads me to touch upon the important ingredient in policy-making of this kind namely the exchange of ideas between the elected laymen and their staff. No planner can prepare any scheme without taking into account the aspirations and hopes of the community for which he is working, particularly as they are expressed through elected representatives. There must be consultation and discussion between the planner and his employer in the course of the preparation of a district scheme and their relationship during this period is a delicate one.

In the main this consultation and discussion must be on an informal basis and the best exchanges of ideas come about on those casual occasions when there is time and opportunity for talk with an elected layman particularly interested in the topic. The council and its committees can speak only formally and directives from those bodies to the planner as to what shall or shall not be incorporated in the plan must be avoided, because of their inhibiting effect upon the creativity of the planner. This is not to say that the planner can ignore the broad policy lines followed by his council, for after all even a planner must be a realist. And where two broad but contrary lines of planning policy appear to the planner to be equally valid for his situation, the planner may choose to take the specific direction of his council. But essentially the document finally produced is the professional responsibility of the planner, not the employer; the policies incorporated in it are those the planner has chosen, in his own judgment, as the most effective ones for the development of the area.

The contents of the document should be limited only by the planner's skill and resources, not by political direction or by a consideration of the prospects of the plan being adopted. Otherwise the essential unity of the plan will be in danger and the integrity of the planner will be lost. There is no need to assume that on every issue the elected layman correctly reflects the desires of a majority of the community. Planners have on occasion in the past proved by proper research and inquiry, that the actual needs and aspirations of various

sections of the community are different from what they are publicly represented to be.

The adoption of the plan by the council of elected laymen is the most critical stage of the planning process for here the policy proposals of the planner are crystallized by being adopted by the body having legal and political responsibility. No-one pretends for a moment that the elected laymen will at once comprehend the full implications of the plan - after all the planner has already incubated the plan for many months, even years, and even he cannot anticipate all the effects his plan is likely to have. But the elected layman must be able to grasp very quickly the broad purpose and general effect of the plan, and the plan and the planner must be persuasive enough to inspire the elected layman to adopt it. Ed. Bacon has truly said : "The community is hungry for a broad vision of what it could become, and *once the vision is understood* can master vast resources to carry it into reality."

It is the responsibility of the planner to give the community that vision and to indicate a practicable route by which that vision may be translated into reality. But unless that vision is understood, first by the elected layman and then by the man in the street, the planner will fail in his purpose. Once it is understood, the planner must see to it that the vision does not fade during the tedious and perilous journey that the plan must then take.

Thus it can be said, by way of a sweeping generalization that the role of the elected layman in relation to the policy issues incorporated in the district scheme is limited to obtaining an understanding of the plan and making a decision on it. However, that is not all. In the total planning process the elected layman is called upon to make many ad hoc decisions which put together exercise a considerable influence on planning policy; indeed it could perhaps be truthfully said of some situations that those decisions have nullified the planning policies expressed in the district scheme.

Before execution

Before the plan is operative, and even while a plan is in the "proposed" stage after

having been adopted as a policy document, the council's powers of development control are only those contained in sections 38 and 38A of the Act. Section 38 empowers a council to prohibit a work which would not be in accordance with a proposed scheme or a draft scheme. But no council is obliged to exercise that power and there is no right of appeal against neglect to use it. Section 38A specifically empowers the council to approve a change of use notwithstanding that the change will detract from amenities, and an appeal may not necessarily follow from such a decision. Thus before his plan is operative the planner may be called upon on many occasions to argue for the planning principles incorporated or to be incorporated in his plan. In the course of doing so he will very soon find out whether he has developed a rapport with his council and whether the elected laymen understand and are in sympathy with the planning principles he has expressed. Nevertheless, even though he has been successful in developing this rapport and understanding, the allure of a substantial development proposal, not in accordance with his plan, may prove too great for his council. A number of decisions of that kind may soon nullify the effect of the policy he is so painstakingly putting together.

Next, it is possible for the policies incorporated in the plan to be blunted in the process of deciding the objections to the scheme. The man in the street will very quickly grasp the broad vision but he will just as quickly say that it should not be put into effect at the expense of the particular property he happens to own, and will object accordingly. The man in the street does not have the skill or the resources to challenge major planning policies through the objection procedure, and he has been slow to form associations for that purpose. But in the course of that procedure the elected layman will be called upon to listen to and decide a multitude of zoning objections.

The objector emphasizes the local and the particular: the planner must uphold the wider outlook and the long term view. Once this stage is past then the district scheme becomes the statutory policy document regulating all private development within the district. Even the scope for discretion and for individual decision is narrowed to the limited field of con-

ditional uses (for since the Supreme Court decision in *Kennedy and Others v Auckland City 2 T & C P Appeals 297* the elected layman has been reluctant to use his discretionary powers of decision without first a formal hearing). In theory the district scheme also regulates the action of the council which adopts it, because section 33 of the Act requires the council to observe as well as to enforce it and enjoins the council, equally with private individuals, not to permit or suffer any departure from it. However, that regulation is only partial in its effect, because there is no sanction in the Act requiring the council to take positive steps by making financial provision for and authorizing the construction of the proposed public works shown in the plan.

Thus at the time the district scheme is adopted the elected layman may noisily approve the planning policies incorporated therein, but it is possible for him to negate or modify those policies by his refusal or reluctance to vote the necessary funds. This attitude has already become evident in some quarters, to the despair of the planner and the disrepute of planning. (To quote a minor example; the district scheme adopted 12 years ago by the local body for the district in which I reside, provided for a particular method of improvement of major intersections. I am not aware of any intersection which has been improved in that way since.) I have emphasized this point because it appears to me that planners have not been active enough in promoting the execution of the public projects incorporated in their plans.

Perhaps this lack of execution results from inter-departmental jealousies, or perhaps it results simply from overwork of the planner. But unless the planner has inspired the elected layman with a plan of considerable imagination and political appeal (in which case the politician will fight for its execution) the planner will have to continue to use his persuasive powers on the elected members and the planner's technical colleagues.

This is not the place to examine the influence other public policy-making organizations have upon town-planning policy. All I do is to record that the Housing Division of Ministry of Works, the National Roads Board and the Local Authorities Loan Board each exercise a power-

ful effect upon the form of urban development and so indirectly influence town planning policy. For a local authority to say to any of those bodies that its decisions must be made in accordance with the district scheme would be like David making his challenge to Goliath. The present weakness of district schemes in the face of the decisions of those bodies emphasizes the present lamentable weakness of local government in New Zealand in relation to our central government.

Departures

The ability of the elected layman to alter planning policy by being a party to departures from the district scheme has been so severely curtailed by the 1966 Amendment that to all intents and purposes it does not now exist. However, the pressure which previously concentrated upon applying for departures is now bringing forth submissions that changes be made in the scheme. A change to the scheme is obviously a modification of the policy reflected in the original scheme. Therefore a decision to make a change should be made only after it has been established that the original policy is inadequate, not simply to accommodate a particular development proposal. There is now a considerable public awareness of the protection given by operative planning schemes, particularly protection of amenities, and a reluctance to allow schemes to be changed so that the planner may not necessarily be alone in warning his council against a short-term expedient. But it is of course the duty of the planner to analyse proposals for change against the background of planning policy and to advise his council on them.

This public awareness of planning is having a growing influence upon the review of a district scheme once it has run its allotted span of 5 years. By the end of that time the planning policies incorporated in the scheme are beginning to translate themselves into actual development, the benefit of which can be seen and evaluated by the public. If as is to be hoped those policies are proved to be good there will be little desire for change and this conservatism will have its effect upon the attitude of the elected layman. But only to this extent is the second cycle different from the first.

Natural justice

In conclusion it should not be overlooked that when the elected layman makes a town planning decision upon an application initiated by a member of the public he is exercising a quasijudicial function and must observe the principles of natural justice. In the recent case of *Denton v Auckland City* 1969 NZLR 256, Mr Justice Speight held that the failure of the council to disclose to an objector to an application for consent to a conditional use the existence and contents of a town planning report made to the committee hearing the application nullified the proceedings, because the objector had had no opportunity of commenting upon the report at the hearing.

In an earlier case it had been held that a general traversing of an objector's arguments by an officer to the committee after the objector had retired was a breach of the principles of natural justice. However, these decisions do not mean that the elected layman is required like a court of law to give a decision solely upon the evidence presented to him relative to the application. He is entitled to exercise his own judgment, based upon public policy. After all that is why he was elected in the first place. Furthermore, Mr Justice Speight made it clear in Denton's case that there are (as yet) no limitations upon an officer reporting to his council or committee on matters of policy. In distinguishing Denton's case from an earlier case where an officer's report had been received privately

by a committee, he said that in the earlier case the matter upon which the officer was commenting and which was the subject of challenge was not the validity of the *grounds of objection* but a collateral suggestion that there were other alternatives which as a matter of policy the local authority could adopt. It remains to be seen just how far the courts will restrict the present practice of planners in reporting privately to their councils on zoning objections.

This paper was intended to be an examination of the role of the elected layman. But I fear that it has turned out more an examination of the role of the planner in policy and decision making. Perhaps it has for the first time defined openly the key role which the professional planner plays in formulating and clarifying planning policy in New Zealand. If so, it is a definition which is long overdue.

The planning of the development of our cities and countryside is one of the most difficult administrative processes which our democratic society is involved in. The Appeal Board has no over-riding jurisdiction over the content of regional and district schemes; and many of the pressures which are brought to bear on the elected layman are sectional or spring from self-interest.

Therefore for the good of our cities and countryside, I urge the planners to be more emphatic in propounding the merits of the planning policies which they develop.

TOWN-PLANNERS' BIBLE

Mr R. S. Martin, retiring president of the Institute of County Engineers, called upon to propose a vote of thanks to Mr Baird, the institute's patron, and Mr Robinson, the host mayor, found a number of wittily apt texts for the times when addressing these representatives of town and country.

'Command the children of Israel; that they give unto the Levites of the inheritance of their possession; Cities to dwell in and ye shall give also unto the Levites suburbs for the Cities round about them:

And the Cities shall they have to dwell in; and the suburbs of them shall be for their cattle, and for their goods, and for all their beasts.'

Numbers 35: 2, 3.

'But the fields of the suburbs of their cities may not be sold: for it is their perpetual possession.'

Leviticus 25: 34.

And quoting from Ezekiel (22: 2) Mr Martin sounded a note of doom: *'Woe to the Bloody City'*; in the light of recent pronouncements on city growth he thought this might well read: *'Woah to the Bloody City'*

J.G.Gibson

Pedestrian traffic counts & commercial valuation

The publication of a research paper under the above title by the Valuation Department is one of several dealing with various facets of real estate in New Zealand. This particular paper deals with the use which may be made of the records of the volumes of pedestrians passing by selected sites in commercial retail localities. The recording of these volumes has been carried out by the Valuation Department in New Zealand for a number of years. Similar procedures are also used overseas.

Because very little objective work as to their usefulness appeared to have been done either in this country or overseas it was decided to use the available records to examine objectively the degree of precision with which they could be used to determine reliable relative levels of land values and shop rentals in commercial locations. It is of course in the commercial areas that pedestrian traffic is the densest and where the highest relationship, if any, between the traffic volumes and levels of rentals and land values would be expected to be found. Indeed the whole presumption upon which the usefulness of the counts lies is that they are some indication of the relative desirability of commercial retail locations. It was this presumption that was to be tested.

The paper is divided into five sections: an

introduction dealing with the use that is currently made in New Zealand of these counts and the precedents for their use that are to be found overseas, particularly in the United Kingdom. The second part deals with the nature and use of pedestrian traffic counts, the third with the analysis and interpretation of the counts; the fourth section is concerned with an empirical study of the usefulness of the counts - here the studies are confined to Auckland, Wellington, Christchurch and Dunedin Cities; finally the conclusions resulting from the analysis are presented.

After examining the overseas precedents for the use of pedestrian counts - two United Kingdom judgments are cited - the introduction concludes that in New Zealand their chief use to date has been to obtain some gauge of the popularity of a retail area which can then be used as a broad guide in determining the relative level of land values and shop rental values. It is pointed out that the counts alone cannot provide conclusive evidence but when used in conjunction with rental levels and property sale prices they do provide some further guide to the relative value of a locality.

The paper then turns to a study of the nature and use of pedestrian traffic counts and points to the complex interaction of forces that determine shop rental values and land values - population shifts, redevelopment, the degree of intensity of development (whether single or multi-storey), and the usefulness of the counts when sales evidence is lacking.

The types of counts which may be taken are discussed - these fall into three categories: complete enumeration, statistical sample counting and selective counting, the latter being the type of count taken in New Zealand.

A guide to technique

The criteria for the conducting of the pedestrian counts are discussed under the headings of the uniformity of the procedure adopted over time, and from location to location, the length of time for which the count should be taken, the frequency with which the counts should be taken, the basis on which the counting should be done and the positions which are selected for the taking of the counts. Some consideration is also given to the factors which may affect the usefulness of the pedestrian counts.

Following on from this the interpretation and analysis of the results is discussed, the degree

John Gibson, Dip Urb Val, MNZIV, is Research Officer with the Valuation Department. This article is a commentary upon Research Paper No. 68/6 which is available from the Department P.O.Box 2397, Wellington.

of analysis depending upon the purposes for which the counts are taken. It is pointed out that this analysis may be quantitative - dealing with mere volumes only - or qualitative or graphical. It is the two latter that are the most important.

The graphical interpretation of the counts and their inter-relationship with other factors - bus stops, pedestrian crossings, and the like - are dealt with at some length and are illustrated by a fold out map of the central portion of Wellington City where counts have been taken for many years. It is noted that maps such as that given, form for the valuer a very valuable record of the physical characteristics of the city's central business district at the time of the taking of the count and the successive recording of this information enables him to build up a comprehensive picture of the dynamics of the city centre.

The next section, which forms the bulk of the paper, is concerned with empirical studies of the records of the pedestrian traffic counts in the four main centres of New Zealand. In this section use is made of statistical analysis - using linear correlation analysis - to measure the strength of the relationships between the pedestrian volumes and land values and between the pedestrian volumes and shop rentals. The reasons why perfect correlation could not be expected are discussed and why even a high correlation cannot necessarily be interpreted as indicating a causal relationship. It is also pointed out that pedestrian traffic volumes remain fairly constant over time and that they cannot therefore be used to determine percentage increases in land values and shop rentals over time. The further analysis of the pedestrian counts then required their use as an index to determine a set of 'notional' values which were then compared with the actual value and the differences between the two sets of values discussed.

Each centre is treated separately and the pattern of shop rentals, land values and pedestrian counts discussed in their settings together with a note on the method by which the counts were taken. The results of the analysis in each of the four centres are presented in Table form and the covariation between the pedestrian volumes, land values and shop rents is presented graphically on a semi-logarithmic scale enabling the rate of change in the various factors to be compared. A map is also given for each of the centres

showing the position at which the counts were taken.

Conclusions from the Study

The overall results of these empirical studies are stated to be very satisfactory - it was found that in each of the centres there was a strong correlation between the respective variables, the coefficient of determination, R^2 , ranging from 0.59 to 0.88 for the land value - pedestrian count relationship and from 0.40 to 0.92 for the shop rental - pedestrian count relationship. The use of the pedestrian count as an index also proved in general to be very useful.

The overall conclusion arising from the study was that to be of maximum use pedestrian counts had to be taken consistently and regularly in the retail location of the centre under study and that they had to be interpreted in the light of the physical features of the area under review. Although pedestrian traffic volumes are not the cause of value changes the strong correlation that emerged from the analysis suggested that the factors were closely inter-related. The overall conclusion was that pedestrian traffic counts were a valuable tool in giving "worthwhile comparative measures of value between like retail locations, in indicating changes in value and in pointing to value trends within a given commercial area".

Reviews

The City in Newly Developing Countries, ed. Gerald Breese. Modernisation of traditional societies series. Prentice-Hall, 1969, 556pp. \$10.75.

The news on the paper the chips come in is more often than not quite fascinating. In spite of the age of the paper it seems to be new news: a reflection on our terrible memories. Or it is news in a paper we have never seen: a reflection on our catholic tastes. One constant in this mass of twice-used paper is that there are rarely if ever any pieces of vital information that have escaped the alert.

Working on the assumption that no one wraps chips in the *International Journal of Sociology* or the *Latin American Research Review* (to name but a few) there must be some way of bringing the learned news these journals carry to a wider audience than they enjoy first time round.

Starting with the topic of Urbanism and Urbanisation Gerald Breese, Professor of Sociology at Princetown University, has been on an academic paper chase through innumerable journals, reports and published texts, to put 36 related articles between two hard covers. Like the chip wrappers, this presents an opportunity to read again about things we already know or to read other views on the familiar topic of urbanisation from unfamiliar sources. Such readers do serve a useful purpose, but they also rarely if ever carry vital pieces of information that have escaped the specialists' notice.

Such readers must be viewed as a whole and, as such, much of the material looks vaguely familiar. This

is perhaps because many of the authors whose papers are included have a well established reputation and have had their researches published under various guises in many places. Also it is an unfortunate fact of urbanisation life, that by the time the factual descriptions of population movements upon which these descriptive studies so heavily rely reach their second light of day, they are generally a decade old.

The book is divided into major sections which cover world population changes; descriptive examples of urbanisation in major geographic regions such as Southeast Asia, Africa, etc., the changing role of the city in some of these areas; social characteristics of the inhabitants of these cities; and a section on the developing city.

The dust jacket carries the claim that "this volume is a rich source of information for anyone involved in, or planning a career in, the fields of international relations, foreign commerce, diplomacy, engineering, and investment.....". From the point of view of most town planners this would seem to be an accurate assessment.

M.H.Pritchard.

People and Planning, Report of the Committee on Public Participation in Planning, London, Ministry of Housing and Local Government, HMSO, 1969, U.K. 15/-

Public participation in the making of town plans has often been advocated, and the idea has become sufficiently fashionable to have prompted the appointment of a government committee of enquiry in Britain. The report is presented in a readable form which gains little by whimsical drawings, but more by clearly stated recommendations, which aim at organising the enthusiasm for the new idea that in a democracy, representative government should not be restricted to election time, but that the representatives need public support and help continuously in order to reach decisions.

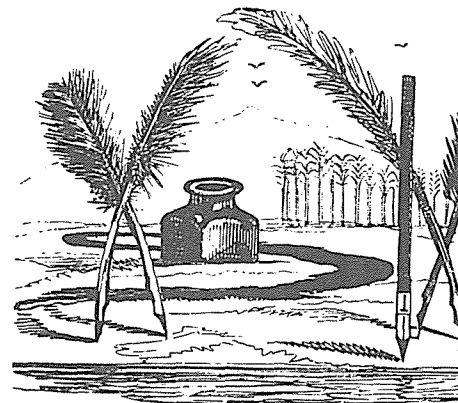
It is considered that participation

at the objection stage is too late and too negative. It is recommended that there should be pauses, timetabled into the planning programme, at which strategic decisions can be discussed, alternatives explained, and preferred solutions defended by the local authority. The public, as a whole, may not be interested, but a list of those who are interested and want to be kept informed about the progress of the plans should be kept. The public should be told what their participation has achieved, and which proposals have had to be declined, and why. *Public Participation* should be part of the syllabus of town planning courses, and *Planning* should be part of any secondary education curriculum. (School Publications, Wellington, please note)

The recommendations of the report have already found an echo in practice. The *Belfast Urban Area Plan*, produced by Building Design Partnership for the Northern Ireland Ministry of Development, was reviewed in *New Society* for 10 July, 1969 and recorded a very consistent and partly successful attempt at involving the public. On the whole, however, the public "has consistently failed to record its views, and evidently regards planning simply as a negative, restrictive process."

It would be worthwhile testing the validity of some of the recommendations of this UK report for New Zealand practice.

Gerhard Rosenberg



An Introduction to Town and Country Planning, by A.J. Brown & H.M. Sherrard, Sydney, Angus and Robertson; 2nd edition, 1969; pp. 392 \$A15.00

The first edition of this book appeared in 1951 and again in 1959 as a reprint. This second edition comes from a different publisher and the authors have called upon Associate Professor J.H. Shaw to help them to bring the work up-to-date. The task has been shown to be too difficult.

Merely to open the book is again to be thrust back into that view of the world so reminiscent of Triggs, Lanchester, and the like. But the bland, non-committal, non-critical style of writing is the authors' own and those readers familiar with the earlier edition will quickly rediscover favourite texts. There is the nostalgic clinging to trams and flying boat bases; to the Soissons illustrations of Welwyn Garden City and the early 1930s opinion of Adams on commercial floor space ratios; the Abercrombie sketch which shows the notion of the wedge-shaped openspace pattern that, "enables fresh air from the country to reach the heart of the city"; and the lingering affection for Alker Tripp's precinctual concept. It is less easy to discover any particular awareness of the advances in planning knowledge and techniques over the past two decades.

The authors' note to the original edition does give a warning to the wary: (the book) "is written mainly for three classes of reader — those of the general public who would like to know more of a subject which bears so strongly on the social and economic life of the community; those administrative officials whose work brings them into contact with town and country planning and who desire to be better informed concerning it, and those students in universities and technical colleges who are being introduced to the subject." Translated, that means that the content is a pot-pourri of planning lore, too long and too dull to stand on its

own feet as a popular book for the general public; too vague and too remote from the world of the building inspector and the town clerk to be of practical use to them when called upon to imitate a planning officer for two or three hours a week, and too lacking in breadth, depth or intellectual content to occupy the mind of any serious student of the subject.

The dust jacket claims that the book has been completely revised and, significantly, the work is now labelled, "An Introduction" to the subject, but it would be more accurate to say that bits and pieces have been inserted into an original text that the authors could not bring themselves to disturb in any significant way. A pro-forma bibliography has been added that is more whimsical than systematic and this reviewer was especially taken by the works offered under the heading of, "Surveys and Maps for Planning;" of the seven entries cited, one was, inevitably, Geddes, *Cities in Evolution*; two were bibliographies of Geddes; one was Abercrombie and Plumstead's 1949 Civic Survey of Edinburgh; and a fifth was a 1959 report from Canberra. It is as well that there is other evidence by

which to judge the state of planning knowledge in Australia.

An Introduction to Town and Country Planning may have found its way into high school libraries had it not been so absurdly highly priced. As it is, it is not possible to visualise any group to whom it could be recommended with some degree of confidence as being likely to offer value for money received. The book has too many major gaps and contains too many irrelevancies to be of any use to the aspiring planner of the 1970s. The body had been too long dead for the act of resuscitation to be successful. Better by far, that it had been allowed to rest in peace.

— J.R. Dart

Publications received:

Town and Country Planning Branch, Ministry of Works, Planning Research Index: Wellington, August 1969; pp.34

Employment in the Suburbs, by Janet Thomson, Wellington Town and Country Planning Branch, Ministry of Works, September 1969. pp.8.

★ NOTICES

UNIVERSITY OF AUCKLAND

BURSARIES AVAILABLE FOR THE TOWN PLANNING COURSE

Open to all full-time students:

Auckland City Council Bursary in Town Planning — \$500

Available only to Registered and Graduate Surveyors for full-time study:
N.Z. Institute of Surveyors' Bursary in Town Planning — \$200

Available only to Members of the Institute of Architects for full-time study:
N.Z. Institute of Architects' Town Planning Bursary — \$200

The Prospectus for 1970 is now available.

For further information write to:

The Department of Town Planning, University of Auckland,
Private Bag, Auckland.

Correspondence

Surveys for Planning Purposes and Their Applications to Other Uses

Sir, It is with interest that I have learnt since my arrival in New Zealand that land surveyors are used to very little or no extent in determining if the local authority bulk and location requirements have been satisfied by actual survey of the completed buildings or at their various stages of construction.

I am writing this to bring forth my experiences as a private practising surveyor in the Australian Capital Territory where this procedure is required by law under the building ordinances. Not only is this considered to be an effective means of ensuring that town planning requirements as to front, side and rear yards are met, it also has further use to the legal fraternity in conveyancing and mortgaging properties on behalf of clients. I have often wondered if the demand for such surveys is not as great from solicitors, banks, building societies and insurance companies as from the local authority itself.

In the days prior to aerial surveying and photogrammetry these particular surveys were used by the local authority in compiling data for topographical maps of the city and suburbs.

The local government building inspector should not be given the onerous task of checking bulk and location requirements during the course of construction. I feel that if a surveyor is required to define land boundaries then this should be congruous with his accurately defining the distance of buildings and structures in relation to those boundaries. This is particularly evident for lots with curved and/or irregular property lines.

As a matter of interest, in Victoria this is known as a 'Check Survey', whilst in New South Wales incorporating the A.C.T. it is termed an 'Identification Survey' or 'Survey Report'. The initial intent in all cases is to determine whether the buildings or structures are located on the correct lot (section). Recent regulations added to the Building ordinance in the A.C.T. give the local authority right to demand from the builder an Identification Survey at any stage of construction. However, it is generally accepted that the report will be called for in the case of housing, commercial and industrial buildings when construction has reached floor level. It is considered that any encroachment or discrepancy in bulk and location requirements can be rectified in less time and cost at this stage rather than on completion.

Briefly, the survey is presented on standard foils for local authority filing, consisting of a typewritten report appearing above or below a sketch plan of the lot showing precise measurements from the boundaries to the buildings and structures erected. The report indicates any encroachments by this or other properties, compliance or non compliance with local authority location requirements and a brief description of the type of construction, external materials e.g. brick, weatherboard, single storey, two storey, tile or iron roof etc. Later additions and alterations are kept up to date on the report. Institution scale of fees for such surveys approximate 0.1% to 0.2% of the total value of the whole development and are the responsibility of the builder.

The survey profession has an important role to play in the planning field apart from its involvement in the legal aspect of land definition and I feel, in this particular case, it is exerting a dual role most admirably. Intention to comply is not good enough. If bulk and location requirements are imposed, then they must be stringently enforced for this part of planning to achieve its purpose.

—R. Streatfield MIS (Aust)
Canberra

Institute affairs

Recent Movements:

W.H.Barker, Dip Tp (Auck) MNZIS (M), from Wellington Regional Planning Authority to Davie, Lovell-Smith and Partners, Christchurch.

A.A.Bradbourne, Dip Urb Val Dip TP (Auck), (S), promoted to Planning Officer, Auckland Regional Authority.

K.P.East, MNZIS, (S), from Pukekohe Borough to Planning Officer, Taupo County.

C.H.van Eck, Dip TP (Auck), (M), from Manukau City to Planning Officer, Auckland Regional Authority.

D.M.L.Francombe, Dip TP (Auck), (M), from Devonport Borough to Regional Planning Officer, Colonial Government, Fiji.

W.J.McCullagh, MNZIS, (S), from Rotorua County to Planning Officer Northland Regional Planning Authority.

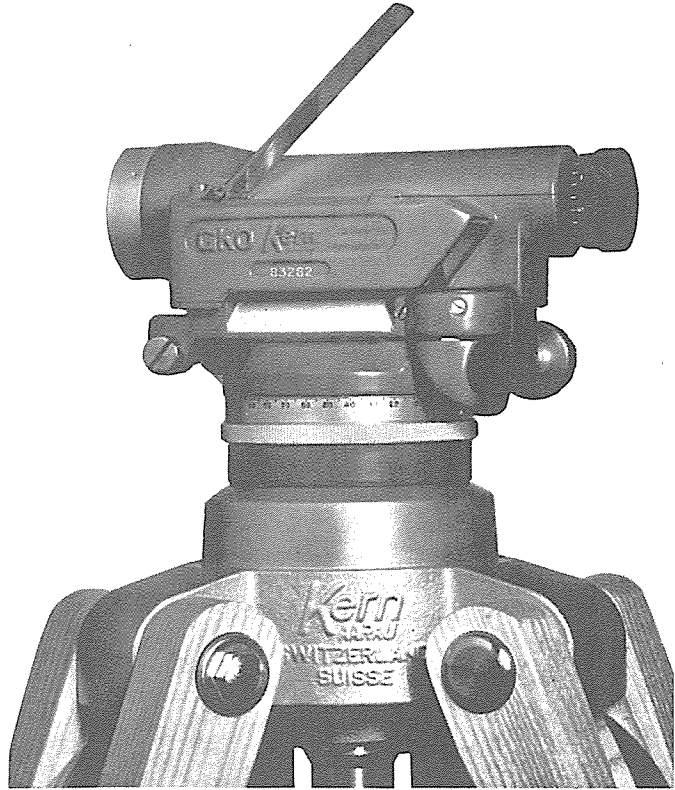
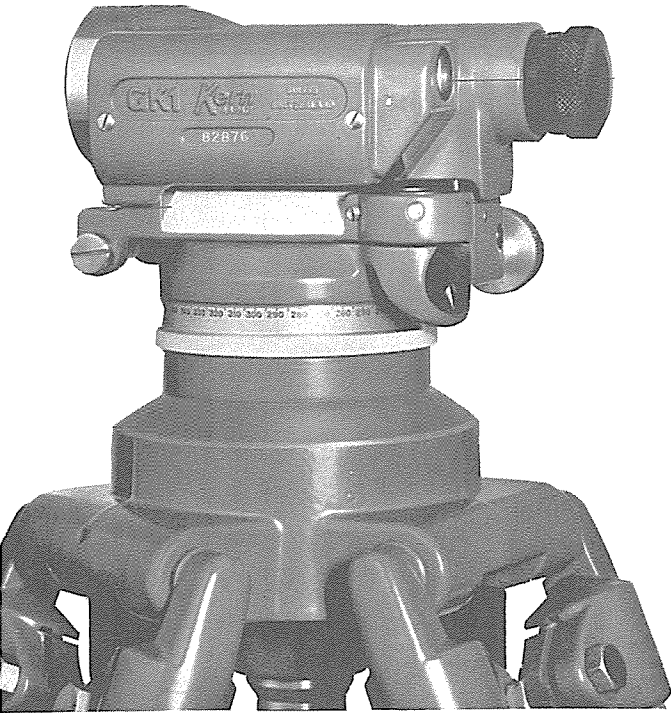
P.D.B.Mack, MNZIS, (S), promoted to Planning Officer, Auckland Regional Authority.

G.J.Oaks, (S), from Wellington Regional Planning Authority to Peter Bagnall and Associates, Wellington.

W.D.Ross, BA, Dip TP (Hons) (Auck), (M), from Wanganui City to Planning Officer, Wellington Regional Planning Authority.



Kern Levels



GK 1: Small Engineer's Level without Horizontal Circle.
GK 1 C: Same as GK 1 but with Horizontal Circle and Reading Magnifier

Specifications

Telescope magnification	22.5x
Objective aperture	1.18 in. (30 mm)
Diameter of field of view at 1000 ft.	30 ft.
Shortest focusing distance	3.0 ft. (0.9 m)
Longest sight for direct reading of 0.01 ft.	650 ft.
Longest sight for direct reading of 1cm	980 ft. (300 m)
Longest sight for estimation to 1 mm	410 ft. (125 m)
Stadia multiplication constant	100
Stadia addition constant	0
Sensitivity of circular level	12-15' per 2 mm
Sensitivity of telescope level	40-50" per 2 mm
Precision of centering telescope level	approx. ±1"
Diameter of horizontal circle	2.36 in. (60 mm)
Circle reading with magnifier, by estimation to	0,1° or 0,1°

GK O: Simple Builder's Level without Horizontal Circle
GK O C: Same as GK O but with Horizontal Circle and Reading Magnifier

Specifications

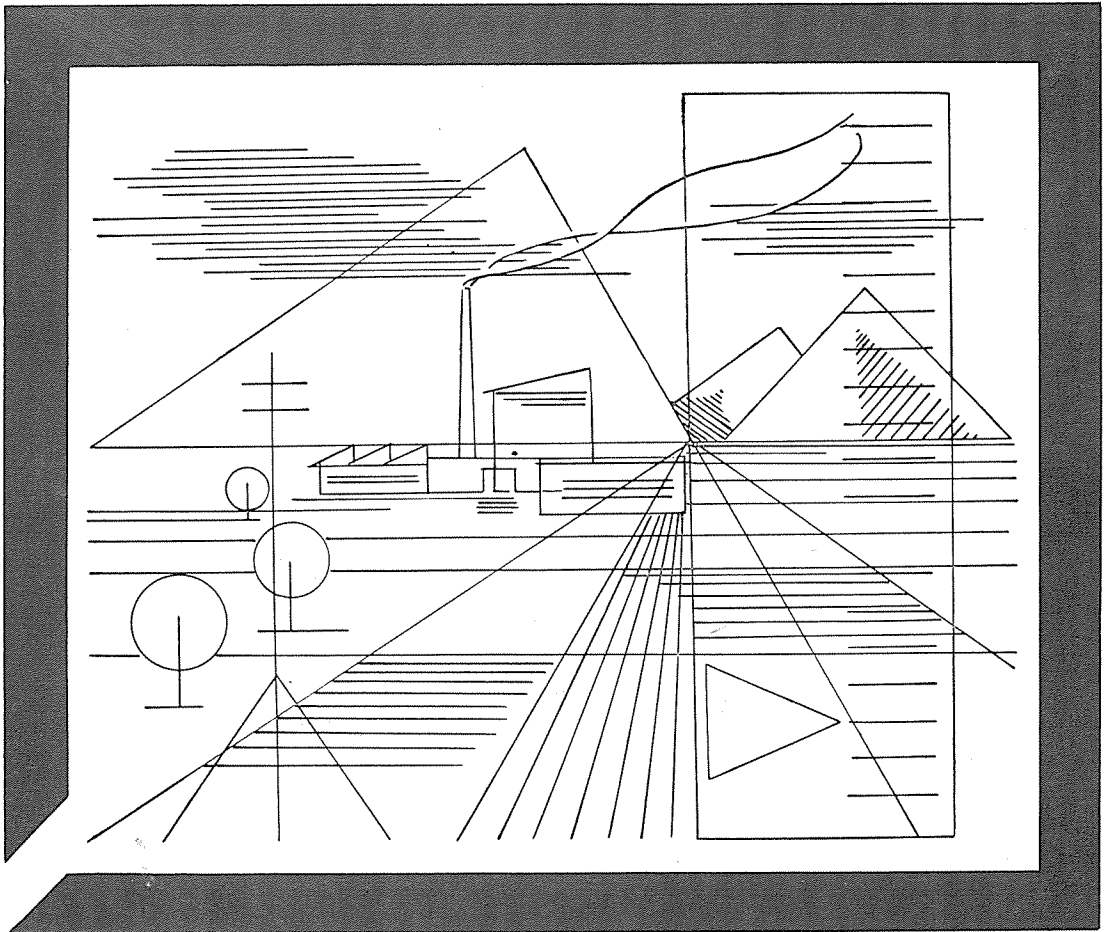
Telescope magnification	18x
Objective aperture	0.94 in. (24 mm.)
Diameter of field of view at 1000 ft.	37 ft.
Shortest focusing distance	3.0 ft. (0.9 m.)
Longest sight for direct reading of 0.01 ft.	550 ft.
Longest sight for direct reading of 1 cm.	820 ft. (250 m.)
Longest sight for estimation to 1 mm.	328 ft. (100m.)
Stadia multiplication constant	100
Stadia addition constant	0
Sensitivity of circular level	12 to 15' per 2 mm.
Sensitivity of telescope level	40 to 50" per 2 mm.
Precision of centering telescope level	± 4"
Diameter of horizontal circle	2.36 in. (60 mm.)
Circle reading with magnifier, by estimation to	1/10° or 1/10°

Kern GK levels are designed to meet the following requirements

Ruggedness to withstand hard usage and rough handling during transportation, achieved by compact design, good manufacturing procedures and efficient packaging.
Efficient operation under severe climatic conditions achieved by simple and appropriate construction including a deeply recessed telescope level with a stress-free mount, well protected from external influence.

Economy achieved by use of the jointed head principle, simple manipulation, and precision based upon the use to which the level is to be put.
 For further information on Kern, instruments contact the sole New Zealand agents
Townson & Mercer (NZ) Ltd.,
 Auckland, Wellington and Christchurch

ZEISS JENA in the service of geodesy



Exact cartographic data is one of the most important prerequisites to the planning and completion of large-scale civic constructions. Today aerial photogrammetry ranks foremost as a time and labour saving method. Air-photographs taken with ZEISS Aerial Survey Cameras from comparatively high altitudes are more often evaluated in the unique stereoplotter ZEISS-Stereometrograph. This co-ordinated procedure affords correct cartographic representation even of details smaller than four inches.

ZEISS instruments made in JENA help open the doors to new advances in science and technology; their world-renowned trademark is a synonym for precision and quality.

For information on Photogrammetric and Surveying Instruments from the workshops of the Carl Zeiss Foundation in Jena, Germany — including the new Electro-Optical Telemeter — kindly apply to

Sole N.Z. Agents: Prosthetic Processes Ltd.,
262 Lambton Quay, P.O. Box 1232, Wellington.

