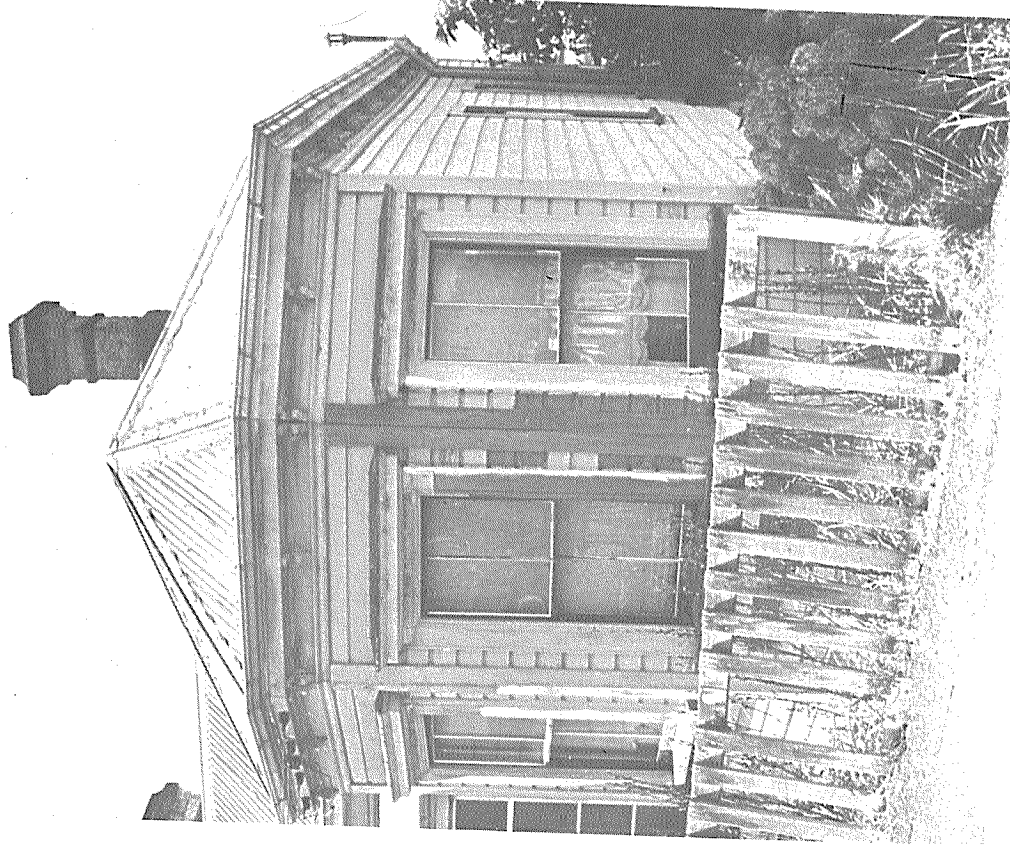
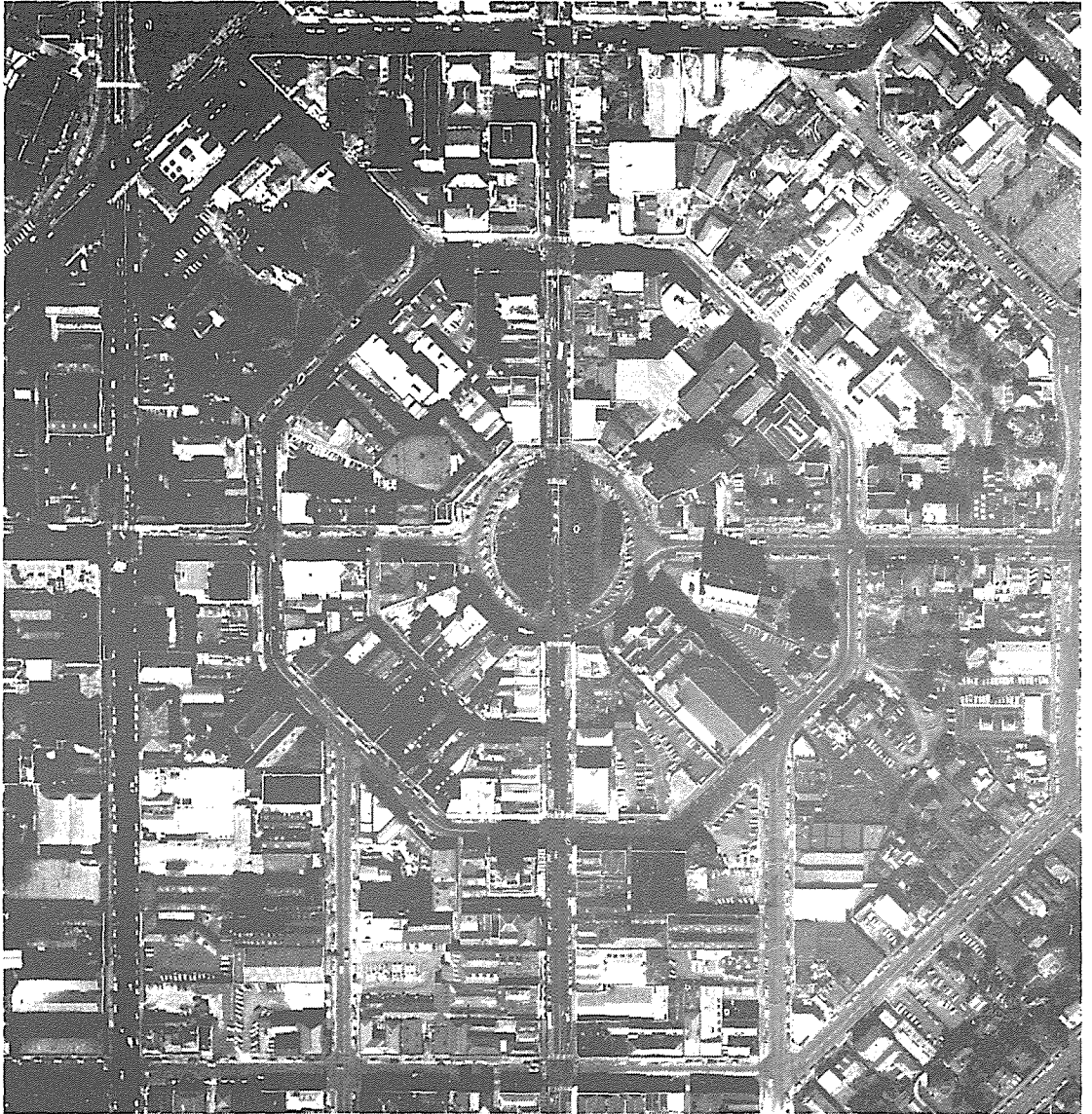


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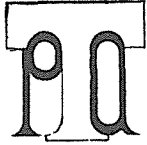
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TOWN PLANNING QUARTERLY

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Editor: J. R. Dart
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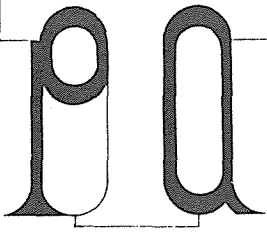
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EDITORIAL



DISTRIBUTING THE STATUS QUO

Rachel Carson's book, "Silent Spring" first appeared in 1962. Parts of it had already been published in the New Yorker and another distinguished contributor to that magazine, E. B. White, wrote in response, "I am pessimistic about the human race because it is too ingenious for its own good. Our approach to nature is to beat it into submission. We would stand a better chance of survival if we accommodated ourselves to this planet and viewed it appreciatively instead of sceptically and dictatorially."

Rachel Carson has traced the devastating impact of the grossly indiscriminate use of toxic chemicals in pesticide, fungicide and herbicide form by the agricultural industries on rural ecological systems.

Since that time, much has been written but little enough done to combat the dictatorial role. The primary task for those who live in the affluent countries is still to consume; and for those who do not, the day-by-day struggle merely to survive leaves no time or inclination to think beyond the next meal. For the destitute, the misery of yesterday still mirrors the misery of tomorrow, but for the wealthy nations, possible futures expand at bewildering pace.

Which of us now breeds a son to guard against the uncertainties of old age? Which of us now plants a tree for a grandchild? Arthur Koestler once said that trying to look into the future of twenty-five years hence was like trying to see into the pre-Copernican past of five hundred years ago; the time span was about the same. Toffler's "Future Shock" has spelt the changes in a rather more verbose way. Galbraith, in his "The Affluent Society" noted that, "concern for new goals, once the old ones become suspect, is not only the next order of philosophical business but the inevitable one. . . . Men must see a purpose in their efforts."

The traditional goals are being questioned. We now take for granted a fact that was barely acknowledged a decade ago: that this planet is a finite system, with limited resources. Conservationists and preservationists have long escaped the tweed-engulfed, middle-aged image. A steadily increasing number of people are developing a sense of civic obligation. A subtle change in thinking is occurring: "look what they are doing!" is being replaced by, "look what we are doing!" to the environment. Collective responsibility is being recognised. Five years ago (in spite of Galbraith) it was not easy to find an economist who would subscribe to any goal but the pursuit of the Gross National Product. Soon it will be as difficult to find one who does. Five years ago, the subject of zero population growth invariably evoked emotional moral argument. Nowadays, it is taken for granted. Five years ago, those engineers who perceived a world beyond the confines of the project that they happened to be working on, were rare. Today they are emersed, to the point of drowning, in the world of environmental impact justification.

Environmental impact studies are this year's fashionable response to citizen concern over the 'side-effects' of major engineering works. Cabinet Ministers have learnt the lesson of Lake Manapouri and their Departmental officers are reluctantly accepting their part in the task of project explanation. Central government has scented the political air and noted that public reaction breeds public reaction. No party at the hustings will again appear without a lengthy statement on its proposed environmental policy. Even at the local government level, it will be an unwise candidate who fails to arm himself with proposals to safeguard and enhance the environmental quality of his district.

The curious fact that arises from this new-found technique, of environmental impact studies, however, is that the public sector has appeared to accept it without, at the same time, ensuring that the private sector is also subjected to its embrace. But it needs no great skill to deduce the reason: the private sector is bound in its activities by the relevant provisions of the machinery of the Town and Country Planning Act. It must already argue its case before the court of public opinion and the Town and Country Planning Appeal Board. Environmental impact statements are implicit where any significant change to

the status quo is contemplated. The manner in which the machinery is used may vary considerably depending upon the range of skills at hand, but it does grind away.

Government departments are not so bound; and therein lies the reason for impact statements. They are a gesture towards the recognition that governments, and their officers are not the masters but the servants of the people. But the studies are in danger of becoming expedients; cosmetic devices that must rely upon the half-light for effect; substitutes for the planning process and full public scrutiny; unless and until they are seen as exercises in community, as opposed to bureaucratic, decision-making.

Let the Crown (and the S. 21 (9) agencies) be bound by the procedures of the Act and let the Appeal Board assess their actions against its terms of reference. If the national interest is at stake in any particular instance, then let Parliament overtly over-ride the Board's verdict. If that were done, then impact statements would not be necessary. The projects would already have been conditioned in their conceptual stages in the inevitability of close public scrutiny and justification; degrees of compatibility would long since have been noted; and the planning process would have identified the constraints at a time when they could still mould the shape the decision-making sequence that leads to location and design.

That may be too great a single administrative measure to take, however, and that being so, an interim step will then be to ensure that, not only are impartial studies of each project made, but also that they are seen to be made. The emerging practice, for example, whereby an Officials Committee, made up of civil servants, collects and edits a range of specialist studies and then passes them on in collated form as impact reports to the Minister for the Environment and the Cabinet, is altogether too susceptible to criticism. Too many temptations present themselves for shaping the end-result to meet what the officers think the politicians would like to read; too many temptations are there to lure both officers and politicians into the trap of deleting conclusions that may arouse the public ire.

An independent and separate agency is needed. The Commissioner for the Environment has begun the long and slow process of building up a sufficient pool of expertise, but good intentions are no substitute for performance. The existing structure of the Town and Country Planning Division seems appropriate enough and it would be eligible to take over the task if it were to be made the separate department that, in any case, it should already now be. Its present responsibilities render it incompatible with its position within the administrative structure of the country's biggest developer, the Ministry of Works. Independent status for it would be a strong pointer to changing political attitudes. Absence of opposition to such a change would be a measure of the engineers' sincerity in subscribing to the new set of values. In 1967, Galbraith wrote, in his, "The New Industrial State": "The quality of life is subjective and disputable. Cultural and aesthetic progress cannot easily be measured. Who can say for sure what arrangements best allow for the development of individual personality? Who can guess how much clean air or uncluttered highways are enjoyed? Gross National Product and the level of unemployment, on the other hand, are objective and measurable. To many it will always seem better to have measurable progress toward the right one."

In New Zealand, we have avoided the social pollution that unemployment produces. In the process of moving away from the goal that all development is good, let us not be afraid to move positively toward the goal that, for the physical environment as well as the social environment, any proposal to change the status quo shall be acceptable only if it is a change for the better. It will be the community's task to determine what is 'better'; it is its servants' task to ensure that it will base its decisions upon the best information available.

— J. R. Dart.



This site at Taniwha near Te Kauwhata in the Waikato show exceptionally clearly. The site is a fortification, or pa with ditch and bank defences and many storage pits.

The prehistoric forbearers of New Zealand's Maoris inhabited New Zealand for at least 800 years and reached a population of over 100,000. Traces of their occupation are both widespread and numerous, too much so for the few archaeologists in this country. For over ten years they have been struggling to record these sites but the end is nowhere in sight. They find their time in the field is far better spent when they have studied the aerial photographs first.

Mr Ken Gorbey, assistant director of the Waikato Museum, estimates he saved himself hundreds of hours of field work searching for prehistoric sites when he was involved in alleviating the destruction in a large North Island engineering project. He has recently completed his Master of Arts thesis on the distribution of pa

in New Zealand. Using aerial photographs to find the locations of these sites he built up a picture of several areas of the North Island where no field work has taken place and the sites were known, if at all, only to the land owner.

Archaeologists using aerial photographs have recognised traces of fortifications, habitation sites and former gardens. When photos have been taken in the right season, uneven growth of grass or crops can reveal buried features, often with no surface traces remaining.

Using aerial photographs the relationships of sites to each other and to their environment often becomes clearer. Even where small sites cannot be seen on photos the interpretation of the photos can lead to estimation of the prehistoric resources of

forests, agricultural soils, lakes, rivers and seashore and pinpoint the most likely areas for finding sites by ground survey.

The photo of Taniwha Pa taken by Aero Surveys Limited, Tauranga, a few days after an excavation had been completed, illustrates graphically the way the fortification was adapted to the shape of the hill and the way the interior was subdivided with the storage pits occupying the high ground above the terraces. The excavations directed by Dr. Roger Green, of Auckland University, cleared several of the pits, and the post holes may be seen on the photo, as well as two of the terraces which had held light structures and were used for cooking.



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CASEBOOK

K. A. Palmer

Trends in Planning Decisions relating to Reserves

The purpose of this article is to consider recent decisions of the Town and Country Planning Appeal Board relating to reserves set aside upon subdivision development and also reserves provided for in advance under district planning schemes. The obligation to provide for reserves upon subdivision dates back to the Plans of Towns Regulation Act 1875 which provided that where towns were laid out by the Crown, reserves for recreation grounds should be set aside, being not less than one-tenth of the superficial area of the town. Historically, the proportion appears to be related to the tithe payment made to the Church in the middle ages, being then a proportion of the produce of the land and stock.

The subdivision contribution. Both the Municipal Corporations Act 1954 and the Counties Amendment Act 1961 provide that upon subdivision of urban land, a proportion of the land shall be set aside for reserve purposes subject to a monetary payment in lieu thereof where it is undesirable or unnecessary to require the land contribution. The Municipal Corporation Act 1954, s.351C, does not make it mandatory for a Council under the Act to require a reserve contribution and no fixed percentage is stated for this purpose. However, in the case

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Group Engineers Ltd v. Rotorua City (1966) 3 NZTCPA 8, the Appeal Board found that it was undisputed that in subdivisions not requiring internal roading the usual practice of a Council was to require payment of 10 per cent of the value of the sections, where the monetary alternative was required. The Board also held that credit should be given for land set aside as an esplanade reserve, although had the subdivision taken place in a county, such credit would not be mandatory under s.29 (3) of the Counties Amendment Act 1961. Under this latter Act, the council is under more stringent control. s.28 makes it mandatory for land to be set aside as a reserve being not less than 100 square metres for each allotment on a plan where the allotments are used for residential purposes, and not less than 10 per cent of the area where the land is to be used for commercial or industrial purposes. The section further provides that the Council may accept the money equivalent in lieu of the full reserve or in lieu of part of the land. The Appeal Board considered the relevance of these provisions in the Counties Act to those under the Municipal Corporations Act in the case *Dalgety Properties (N.Z.) Ltd v. Manukau City* (1967) 3 NZTCPA 66. Here, there was an appeal against the City's reserve contribution based on 10% of the value of the allotments in the 160-acre (64.8 hectares) subdivision less the value of 6 acres (2.4 hectares) of land vested as plantation reserves. The land had been purchased while the city was a county but the consent to the subdivision came under the Municipal Corporations Act provisions. The Board stated that "the provisions of the Counties Act form a convenient point at which a consideration of an owner's liability under the Municipal Corporations Act should commence." The Board held that the history of the legislation showed that 10% of available land had long been held a reasonable reserve contribution and the 4 perches (100²m) per residential

section under the Counties Act was probably fixed in 1946 when the usual residential section was forty perches (1000²m) in area. It was submitted by the developer that a percentage-population basis rather than a percentage-area basis should be followed under the Municipal Corporations Act provisions. On his evidence, a figure of 10 acres (4 ha) per 1,000 population was an appropriate proportion and in Auckland in 1961 the population density was only 4.7 persons per acre (11.6 persons per ha). The Board considered that at this point in time it was necessary to provide for future growth and also to safeguard against increasing population densities and it was therefore not unreasonable that provision should be made now on a basis equal to twice the amount that would be fairly required on a percentage-population basis. Accordingly the Board affirmed that notwithstanding the low density urban use at present in section value was reasonable. In the *Dalgety Properties* case, the Board set out a policy resolution of the Manukau City stating inter alia that the Council generally would not accept land to be vested in lieu of reserve payment. This policy decision was considered more carefully by a later Board in *Mercantile Group Ltd v. Manukau City Council* (1972) 4 NZTPA 166. On the facts the Board found that in a subdivision of 99 acres, (40 ha) 13 acres (5.25 ha) had been set aside and vested as reserve contributions and the percentage of 13.4% of the land for public recreation and enjoyment was reasonable and the Council could not require any further monetary payment. However the Board soundly attacked the policy resolution of October 1965 in which the Council generally stated that it would not accept land in lieu of the monetary payment. The Board reminded the Council that the legislation is quite specific that in each individual case the Council must make a finding that it is undesirable or unnecessary to

acquire the land before considering the alternative of accepting a monetary payment. In the particular case, the Board considered that in a subdivision just on 100 acres (40 ha) for residential purposes producing some 350 allotments, it was most desirable and necessary for land to be set aside to the full extent of usual reserve requirements unless there were special circumstances to justify something else and there appeared no special circumstances on the evidence.

Accordingly the Board would appear to be taking a much stricter approach as to Councils' taking monetary payments in lieu of land contributions. Equally, policy decisions such as made by the Manukau City are clearly inconsistent with the obligations on Councils under the legislation to consider each subdivision on its merits and to weigh up in a qualitative sense the requirements of land for public recreation or enjoyment.

The decision might also check the undesirable trend of many Councils accepting monetary payments for a long term centralised project which may be quite remote from the residential areas from which the payment originates. Overseas studies indicate that large central reserves are not used by persons living beyond reasonable walking distance or beyond public transport routes and that organised sporting activities only concern a minority of the population. The Board's attitude was reinforced again in *Ballarat Holdings Ltd. v. Waitemata County* (1972) 4 NZTPA 233, where the presumption in favour of land was stressed.

In conclusion, the present attitude of the Board would be that small local reserves for recreation are desirable and should not be overlooked in the desire for accumulating money contributions for a larger more extensive centralised reserve, or for the buildings which might be placed on the reserve and which may only ever be used by a minority of the public.

The district scheme reserve provisions.

Under the district planning scheme, Councils are given much greater freedom in zoning land or designating land for reserve purposes. s.18 of the Town and Country Planning Act 1953 sets out the general purposes of district schemes to relate to the development and redevelopment as required of the area to effectively promote and safeguard the health, safety, and convenience, and the economic and general welfare of the inhabitants, and the amenities of every part of the area. The Second Schedule to the Act specifically authorises the designation of reserves for recreation and for open space and accordingly the Council is only faced with a qualitative and quantitative decision as to the extent of the reserves. However, the Council must balance the legitimate requirements for rural, residential, commercial and industrial uses, and obviously economic welfare is a first essential before providing for leisure requirements. In addition Councils in specifying private land for reserve purposes will no doubt bear in mind the provisions of s.47A of the Act as enacted in 1971. This section may force a Council to purchase the reserve land or to remove the designation if it does not have the funds to carry out the undertaking. The various Boards have taken a flexible attitude towards reserve provisions. For example, in *Asher v. Taupo County* (1969) 3 NZTCPA 197, the Board was concerned to preserve an area of land on the Tongariro river adjacent to Turangi for the benefit and use of trout fishermen. In this case, the Board suggested a special river development zone which would preserve the river for fishing recreation, this being an alternative to acquiring the land as a public reserve. In *Ngunguru Seaside Estates v. Whangarei County* (1970) 3 NZTCPA 218, the Board considered an appeal against the designation of a sandspit at the end of the Ngunguru river comprising 192 acres (77.5 ha)

as a public open space. Here the town planning officer for the County considered that a wilderness reserve should be created and the area should be left undeveloped for the pure enjoyment of people. On the other hand, the owner wished to sell the land to a developer at a high price and threatened the County with a claim for compensation if the designation was not removed. The Board indicated that it was all in favour of the area being declared a wilderness area and it was improper to use the damages or compensation allegation as a basis to obtain the removal of the designation. However, it must be borne in mind that if the County had been called upon by the owner to pay compensation a critical situation could arise if the County was unable to finance the purchase or pay any compensation required. The Act would probably rule compensation as such but the obligation to take the land at the request of the owner could remain. As regards reserve provisions in urban areas, the latest decisions of the Board indicate a realist attitude towards the lack of money available at local body level for the development of reserves. In *Lewis v. Mt Roskill Bor.* (1972) 4 NZTPA 247, the appellants requested that a greater amount of land than already designated should be set aside for proposed public open spaces in the Lynfield Estate subdivision totalling over 350 acres (142 ha) owned by the Auckland Harbour Board. From this development over 900 residential sections were to be leased with other areas vesting as reserves. The Board found that neither the local authority nor the Harbour Board were prepared to accept financial responsibility for any increase in the area of the proposed reserves. Accordingly, it concluded "The Board is of the opinion that the proper interpretation of the provisions of the Act relating to the designation of land in district schemes is that land should not be designated for a proposed public work except on the request of some public body. No

public body having requested in this case that additional land be designated as 'proposed public open space' so that a reserve of regional significance will be created, the Board holds that even if it can order land to be so designated to that end, it should not do so."

The Board continued by stating that where reserves were set aside there should be a clear understanding of the functions which the reserve was expected to perform, and that local Councils should plan in advance as to the type of reserves advocated so that reserve development could be a co-ordinated and integrated exercise. This decision would indicate on one view a negative approach towards the planning function which the Board carries out under the Act, and the decision could be criticised as indicating that where a person or body is not prepared to finance the development of a reserve then the land should not be designated for this purpose. This approach could mean that land would not be set aside for reserve purposes in circumstances where, due to a change in Council policy, a reserve might later be acquired. However in the *Lewis* case the facts do not justify any criticism of the Board's decision. The No. 1 Appeal Board modified its stand in the case *Whangaparoa Horticultural Society v. Waitemata County* (1972) 4 NZTPA 329 where the appellant argued that a reserve of 1 chain (20 m) depth along the north of Stanmore Bay beach was inadequate. Expert town planning evidence from the county planner supported the submission that the reserve would be inadequate for the number of persons likely to use the beach, with reference to figures derived from California. The Board here stated

"Generally speaking the selection of the land to be designated in a district scheme as reserved for those purposes (recreation grounds and open spaces), is a matter which must be left to the decision of the Council, on behalf of the inhabitants of the district, because questions of public policy

and cost are implicit in the selection. But coastal land selects itself. And nowhere more so than on that portion of Stanmore Bay beach affected by this appeal. If the community as a whole is to be able to make proper use of this magnificent natural asset, then an adequate depth of land behind the beach must be reserved for public use; and proper planning demands that depth of land be defined before the block is subdivided."

The Board accordingly allowed the appeal and held that a distance of 300 feet (90 m) from the mean high-water mark should be reserved for public use. The Board did, however, observe that it could not of course order the Council to acquire the land and that that decision was one of policy and if the Council later came to the conclusion that questions of cost and other questions of public policy precluded it from acquiring the whole designated area, then it would be open to take steps to amend the designation. Again, the problem of local body's finance appears.

It remains to mention one other case, which specifies the relationship between the esplanade reserve requirement under s.29 of the Counties Amendment Act 1961 and the provisions in a district planning scheme. In *Howlett v. Waitemata County Council* (1972) 4 NZTPA 288, the owner of three acres (1.2 ha) of farm land abutting a tidal creek of the Waitemata Harbour objected against a designation proposed public reserve of 60 ft (18 m) width abutting the creek. The proposed change included an underlying zoning of residential A. The Board held that as s.29 of the Counties Amendment Act made it mandatory for a reserve of not less than 66 feet (20 m) along the waterfront to be vested for public purposes upon the subdivision, it was appropriate and proper that the designation should remain as a warning to future purchasers of the land of a statutory obligation. The Board did however amend the designation to become 66 feet. No

doubt if the land had an underlying zoning of rural it could be questioned whether a designation should appear.

Conclusions

The Appeal Board decisions relating to subdivision contributions indicate two clear trends. Firstly, an affirmation of the ten per cent principle as to the proper quantum of land to be set aside in urban subdivisions as a minimum requirement and one which cannot now be challenger as being unreasonably high. Secondly, the *Mercantile Group* case indicates an acknowledgement that Councils should endeavour to provide local reserves for inhabitants rather than larger district or regional reserves which may not be within ready access of most of the younger population. Whether there should be tighter control over reserves in local authority areas is an argument which can be debated at length. In the Auckland area, certain Councils are by historical accident rather than design far better provided for by reserves than other Councils and certain areas in South Auckland appear superficially to be deficient in reserve space. However the greater mobility of the population today must be considered a relevant factor and one which means that residents in areas which do not have reserve space are not necessarily at a disadvantage. In addition the continuing trend of individual home ownership on sections between 500²m and 1000²m size permits many outdoor activities, which are not possible in more crowded overseas cities which have very high density development. Concerning reserves in district schemes, the Board appears to have taken a somewhat realistic attitude in the *Lewis* case and it could be questioned whether the Board should concern itself primarily with the financial responsibility for effecting reserves rather than the more realistic planning considerations. However the realistic attitude is one no doubt more acceptable to Councils which ultimately must find favour with residents if they are to remain in

authority. Residents themselves can be notoriously apathetic when it comes to increasing rates for the purpose of public expenditure, especially on such amenities as reserves.

Concerning development of reserves in rural areas, a study by the Ministry of Works published under the title **Coastal Development** (1972) highlights a number of deficiencies in the legislation relating to reserve provisions. For example the esplanade reserve under s.29 of the Counties Amendment Act is often inadequate and it fails to take account of land form features. The study indicates that an averaged reserve strip would be much superior. Ideas are also advanced for alternative methods of obtaining reserve areas on coastlines through lease-back schemes and scenic and access easements. The report acknowledges that the most critical

issue is the question of finance. For example, at page 63 it states "Local Councils of the Counties involved are, in the main, small and impecunious. Even finding the money for such modest purposes as car parks and toilet blocks is a major effort." The report states that except for the Auckland Regional Authority there is no provision for local authorities to actively combine to provide for regional reserves and if the full range of coastal reserves is to be obtained, some means must be found for purchasing the reserves of potential regional value and this will no doubt require funds from central government. Central government has, of course, provided funds to acquire many reserve areas. For example, under the Reserves and Domains Act 1953 there already exist over 250,000 hectares of scenic reserves, under the Wild Life Act 1953 there

exist 190,000 hectares of sanctuaries and under the National Parks Act, over 2 million hectares preserved: a total of 9.4 per cent of all land in New Zealand. However, the preservation of the coastline is of increasing importance as a matter of priority, as local authority funds are quite inadequate for this purpose. Looking to the future, it is hoped that the Planning Appeal Board will take a farsighted and positive attitude in its planning decisions in the rural areas without considering where the money might come from to preserve the areas set aside for reserves. It is suggested that the authority and wisdom of the Appeal Board in specifying areas as suitable and proper for reserves is likely to be the basis of attracting money from central government, should the local authorities be unable to carry the burden.

A ZONE IS A ZONE IS A ZONE

Andrew Goodfellow

In Auckland City there has existed an invidious distinction between the private schools and those controlled by the Auckland Education Board. Under the code of ordinances of the operative district scheme no private school, even where a predominant use, may erect a building or part of a building within 40ft of any site

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boundary. Whilst this provision has much to recommend it to the occupants of adjoining properties, nevertheless it undoubtedly makes life no easier for existing schools trying to update and expand their facilities. However the Auckland Education Board, claiming to be an agent of the Crown and thus sharing the immunity of the Crown, has held that it is not bound by the Acts, Regulations and By-Laws which have been devised to moderate the impact on conflicting uses and interests in a given zone.

It may be that to those who hold to a simplistic interpretation of the adage "The greatest good for the greatest number" — such an interpretation of the situation is or should be supportable. However, it has three clear weaknesses.

Firstly, it is not in accordance with the law as it stands; secondly, it is contrary to the intention underlying

the establishment of zones; thirdly, it perpetuates an invidious and altogether unsupportable distinction between state and private schools. At Remuera Intermediate School a recent conflict of interests between the Auckland Education Board and an adjoining property owner touched on these matters. Although the parties agreed on a settlement before appearing before the Court, the facts of the case, bones of the plaintiff's argument and general terms of settlement agreed upon, are worth stating, for they may throw some light on an insufficiently debated area of the operation of our town planning legislation. On December 13, 1972, the Auckland Education Board caused to be placed a prefabricated classroom unit within 2 metres of the boundary and immediately alongside our dwelling-house. Since telephone communication with the offices of the Board

merely confirmed that a further two units were scheduled to join the one already placed, and an affirmation of the Board's alleged privileged position, we sought legal advice and written protests were lodged with both the Board and the Auckland City Council.

As a result the next two classrooms were sited 13 metres clear of the rear boundary of our property, but the Board was adamant that the first unit remain as originally sited. The Board's position rested on the claim that:

- (a) The building was situated on Crown land;
- (b) Section 187 of the Education Act 1964 allowed them privilege of the Crown.

The claim to privilege of the Crown was never abandoned by the Board but it became clear that it must depend on the argument that Section 33A of the Town and Country Planning Act completely over-rides Ordinance 104 of the Auckland City Council's operative district scheme, which makes provision for controlling the design, appearance and maintenance of land, building and signs.

The possibilities of debate having been exhausted, a statement claim was prepared. The brunt of the arguments was:

- (a) That the building failed to comply with the provisions of Ordinance 104-1 (1) of the code of ordinances of the Auckland City Council operative district scheme.
- (b) That the building was a

(1) No structure, sign, excavation or other work shall be sited or made or finished or coloured so that it would, in the opinion of the Council (notwithstanding that the design and materials may comply with the Council's building by-laws) be visually inappropriate to the neighbourhood or would otherwise detract from the amenities of the neighbourhood or would tend to depreciate private or public values therein.

conditional use in a Residential R3 Zone and that the defendants had omitted to apply to the Auckland City Council pursuant to the Town & Country Planning Act for approval;

- (c) The defendants had failed in their duty under Section 34A of the Town & Country Planning Act;
- (d) The defendants in failing to apply for a building permit contravened both the provisions of the operative district scheme and the Consolidated By-Law 1964;
- (e) Alternative to the above, nuisance by reason of noise from the use of a building as a classroom.

In the settlement, the Auckland Education Board removed the classroom to a position agreeable to us just clear of our rear boundary; gave an assurance that no further building would be erected within 13 metres of our boundaries without first obtaining our written consent; agreed that our acceptance of the status quo regarding two existing prefabricated buildings, which (partially) lie within 13 metres of the boundary, is conditional on their existing pattern and mode of use and would not extend to replacement buildings in the event of their removal; paid a lump sum which completely covered our costs and left something over for damages.

In return, we discontinued our proceedings and undertook to accept the status quo regarding the two pre-existing prefabricated classrooms.

A condition of the terms of settlement we reluctantly waived was that the Auckland Education Board acknowledge in writing that it was bound by the Town & Country Planning Act, the Auckland City Council's operative district scheme and by-laws. Whilst the Board's refusal to declare itself so bound is understandable from a certain point of view, nevertheless it seems a curious and undesirable lacuna in our planning legislation that a body so relatively remote from the Crown has reason to believe it may so do.

It may be that the sins of the fathers are visited unto the third and fourth generation, but surely Her Majesty's

privilege should not extend to the agents of her agents and their agents, in turn. Clearly the line must be drawn at a level where a general concern for the protection, welfare, and health of her subjects is demonstrable and likewise partisan and local matters of little moment. If every education board may claim such privilege, why not other boards; harbour, rabbit, apple & pear marketing? Indeed, a good case could be made for local authorities to be so privileged, and the reasons that they are not form the counter argument.

So long as zoning is a major tool in resolving the conflict of varying land uses and the assurance of continued amenity to the occupants, it is undesirable that there by organisations exempt from the provisions of such zones. But every waiver of the requirements of the zone ordinances is at least a potential detriment to the amenity and environmental character of that zone; too often, actually so. The neat boundaries of the planning map are barely discernible in the real world where noise travels, exhaust fumes drift, rubbish blows, and shadows fall in accordance with laws quite other than those of man.

Whilst conflict was resolved using argument founded upon well-tested elements of the existing legislation, nevertheless, one is left with the impression that a net had to be used where a rapier should have been to hand. The concept of amenity has much to recommend it, but surely the time is now ripe for its meaning to be unpacked in terms of environmental characteristics and performance criteria. Such a move would be a significant aid in determining the precise nature of inter-occupancy conflicts, and the weight to be given to the impact of uses at variance with the underlying zone yet being claimed to be in the public interest.

An after thought: Why were the plaintiffs citizens? Does not a city council have both an interest and a duty in such matters?

CHRISTCHURCH CONFERENCE

OPENING ADDRESS

The address by the Hon. J. A. Walding, Minister for the Environment, in officially opening the Annual Conference of the New

A widely-used shaving soap advertisement of a few years ago, featured three drawings of a man shaving. The first showed two eyes peering through a mass of foam that almost covered his head; the second showed him rubbing unhappily at a small dab of foam on his chin; and the third had him smiling happily through a more moderate application. The caption, you will recall, was "Not too much, not too little, but just right!"

If ever a commercial is made for planning, I suggest this caption might be a good start. You would then have the interesting task of explaining the system to the man in the street, who feels vaguely that his life is badly over-planned – except in the areas where he is sure not enough planning has been done. As a further guide to his way of thinking, I recall the remark made some years ago by a Traffic Planner in this country, who said: "The trouble with New Zealanders is that each one wants a 30 m.p.h. limit outside his front gate and open slather everywhere else".

As you have, no doubt, found for yourselves, the recent discovery of the environment has made people considerably more vocal about planning. In a world of instant experts, everybody can be an expert – and usually is; which means that planning that once was taken for granted and often first explained as an accomplished fact, now is likely to be challenged every step of the way. This, however annoying it may be to the planner, is a good thing. It forces him not only to plan, but also to re-examine his reasons and methods carefully to ensure they will stand up to public scrutiny.

It teaches him, also, that he can be wrong; and, if he is, it is usually less expensive to find this out before all the money has been spent. At the same time, the man who provides the money – that same man in the street – is learning to take a more intelligent interest in how it is spent, and to weigh the pros and cons of proposals that he once took for granted as being out of his hands. And this, too, is good, because it leads to more responsible government.

Among the responsibilities of central and local government, and some 'ad hoc' authorities, are the provision of public uses and open space. The construction of public buildings, schools, hospitals, roads, railways, electricity, water and sewerage, involve massive expenditure by



'THOSE WHO NATURALLY FEEL ENTITLED TO EQUAL RIGHTS OF ACCESS FOR CASUAL VISITS TO SPEND A RELAXING DAY IN NATURAL SURROUNDINGS.'

the authorities concerned. As Town Planners, it is one of your major tasks to ensure this money will be wisely and economically used, and this calls for effective co-ordination of planning activities, especially at the regional level.

The Government is concerned that your efforts to achieve this co-ordination are being frustrated because of inadequate legislation, particularly at this same regional level, and we are examining ways in which the relevant legislation – particularly the provisions of the Town and Country Planning Act – can be strengthened and improved. However, the mere passing of legislation doesn't always solve the problem. What must also be there is the will by local authorities to achieve this effective co-ordination – and this willingness to forget parochial differences for the regional good is not always evident.

Parochialism in planning is out of date and unacceptable, and this is one reason the Government intends to improve the local body structure. I am pleased to see that "Public Open Space" will be one of the major themes of this conference. As Minister for the Environment, I am most concerned at the amorphous spread of too many urban areas with little regard for reserves and green belts. It should not be necessary for the crown or local authorities to buy every piece of land that should be retained in its natural state. Sound planning techniques and strong administration by local authorities, particularly in the rural zoning in their district schemes, is essential. And a point that deserves more attention, and would make your task easier, is that there is a growing and so far largely untapped reservoir of public interest that could provide powerful backing for good planning – if this support is sought intelligently. It should not be beyond the skills available in any local authority to explain its proposals to its public so that it is widely understood what the benefits will be. With the growing public involvement with environmental planning and proposals, there is a very clear danger that lack of information will often lead not merely to apathy, but to determined opposition. This is an aspect that is comparatively new to most local authorities, but recent events here and overseas have shown the folly of under-estimating its power. Coming back to open spaces, I also share the community's growing fears that the character of many of our beautiful coastal areas is in danger. Here, we are facing a change in ideas caused

by having a larger and more mobile population. More and more people today are in the position of being able to afford a holiday home on their favourite stretch of coast or beside their favourite lake or river – and this is understandable. But, while the number of people and their affluence has expanded, the amount of sea, river and lake shore has not, which means that somewhere along the line we have to call a halt.

This cuts right across the traditional New Zealand desire to have one's own holiday bach – a one or two-roomed building that today has expanded to be a second home, complete with electric power, sewerage and all amenities. Of course, we have not enough space left, and if this dream was to be realised for some, the result could be a nightmare for all. The quiet beach or lake would be quiet no more, spoiled not only for those who had invested their savings in a second home, but also for those who naturally feel entitled to equal rights of access for casual visits to spend a relaxing day in natural surroundings.

Here, indeed, is a very important challenge to you, as Town Planners, to do all you can – and you can do much – to ensure our irreplaceable coast land is wisely and carefully used in the interests of present and future generations. It may be that legislation requires amending or improving; but although it can supplement, it cannot replace careful planning. The responsibility surely, is yours. Finally, I urge you to make full use of the powerful support available to you from a public that is growing ever more concerned to see that our natural resources are used wisely. It is too easy to dismiss objections or opposition as uninformed. What you should be asking yourselves is: "Why is it uninformed?" People base their conclusions on the facts available.

If these are incomplete, this will not prevent objections; it will merely mean they are more difficult to overcome, because few people are prepared to reconstruct their ideas under pressure. If you don't take into your confidence the people who will be most affected by your decisions, you make trouble for yourselves. At best, you get apathy where you could have had agreement; – at worst, you invite active opposition where you might have had support. Please consider this aspect carefully in your discussions. I hope the discussions themselves will be stimulating and fruitful, and I am happy to declare this Annual Conference of the New Zealand Planning Institute open.

REFUELLING THE PLANNING ENGINE

Malcolm Latham

On the editorial page of *Town Planning Quarterly* 31, Jim Dart observed that recent changes of legislation and attitudes have combined to heave "the planning engine back on to the track, but unless something is done about the crew it is liable to jump off again at the first bend."

It is not only the crew about which something must be done. The engine itself is at least partly obsolete and its method of propulsion unsatisfactory.

In 1953, the local government structure was just not up to the demands imposed by the Town and Country Planning Act of the same year. In 1973, it remains the same local government structure from which new and far more vigorous demands for planning performance are now being made. The process of planning "by objectives" gives rise not only to questions about the technical resources available but also the size and representation of the local government units in which it happens.

At less than 3 million population, New Zealand had 253 local territorial councils in March 1972. Almost three-fifths were serving town or rural populations of less than 5,000. Nine-tenths served populations of less than 20,000.

The production of district schemes as ends in themselves may lend itself to this small-scale, multifarious collection of local bodies. But when planning is applied as a process requiring continuous and skilled evaluation and review of stated objectives, the function ascends to a bigger order of local government, where the staff resource, the administrative strength and the capacity of the policy makers are all up to the task.

Larger councils – or groups of councils combining for the planning function – should be able to afford better technical resources (though too many will not pay for them). Certainly the bigger individual council has the capacity, through size, to establish an administration efficient in handling the development situations it faces. Small councils,

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individually and, perhaps, collectively weak in the technical and policy making areas will find it difficult to direct competent planning resources at the problems they face. They will also find it hard to manage the results of that direction.

One way of overcoming this problem in small Councils is, as Jim Dart suggests, for the Government to subsidise the planning resource and leave the Council structure alone. The problem of that solution is that it throws out of balance the relationships among the quality of the planning resource and the qualities of the administrative and policy-deciding context into which planning has been introduced. Strong planning and weak councils don't mix. Of course, a small council may not be weak. But it is in the nature of things that the small council, serving a small district in a friendly, intimate sort of fashion will be highly responsive to the needs, real or imagined, of its citizens. It will also be susceptible to the pressures placed upon it by the interests it serves. Planning can count that a virtue in matters such as participation, but a liability where leadership and action is necessary on the basis of minority opinion only. And so much of planning is concerned with converting minority public opinion to majority council opinion.

Per capita representation

A small-scale, intimate-size pattern of local councils also fosters an intimate scale of political representation. The size of councils in New Zealand local government is controlled by legislation, between stated minima and maxima. Although only one city, five boroughs and 18 counties are at their legal maxima the large majority are above their legal minima. The desire of so many councils to exercise their discretion in favour of large membership follows naturally from the small communities and generally high representation is allowed, even by the minimum legislative requirements. At one end of the scale, representation in the cities ranges from 1,500 persons per councillor to 8,500. In the boroughs and counties it varies from 70 to 3,600. More than one half of the surveyed boroughs and counties (60 to 104 boroughs; 56 to 106 counties) have fewer than 500 persons represented by each councillor. A population sample of 500 would, on average, include about 300 adults of voting age. On the assumption that it is well within the grasp of a councillor in a small community to know 200-300 adults, then the representation figures

indicate that half the local councils in New Zealand fall into this category.

Councillors who are so well known to their electorate and so closely in touch with their citizens are likely to have some difficulty in maintaining an objective and impartial application of town planning objectives and policies. It cannot be easy for such a councillor to argue the public "good" over the private "right". Naturally enough, personal relationships between councillor and citizens will enhance intimacy and influence of the citizen in local government but at the risk of sacrificing planning goals that are not subscribed to by a clear majority of constituent members of the public. That is why generalised or qualified objectives, platitudes and truisms appear so frequently as planning objectives. They represent "safe" commitments, the statements of high (or mundane) principle to which most would subscribe without much question. It is in the doing that their application so often becomes meaningless.

An argument popular among councillors for planning towards the lowest common denominator is that it is both democratic and wise. It is thought democratic because it represents the greatest good for the greatest number. It is thought wise because consensus and compromise are the only methods by which land use planning conflicts may be resolved in the political area.

Yet it is in the nature of planning by objectives, with the use of strong and well-defined planning policies that there is a clear orientation to some future condition, reckoned to be desirable at the time objectives are set. The support for many of those objectives in a particular district may come only from a minority, sometimes very small, which can appreciate and concern itself with the purpose and the need to limit private rights. The smaller the community the fewer are those who would prod their councils in a direction they do not wish to go.

The employment of qualified staff

Besides this intimacy in political representation and the small size of most local councils in New Zealand, planning continues to be plagued by the lack of demand for planners. The consequence is a lack of professional manpower. Twenty years after the Act, qualified staff for town planning in local government remains weak. In the middle of 1972, 16 local councils, of 253 (7%) employed the 35 qualified resident planners working in local government.

The rest are dependent upon consulting firms or make do without proper planning advice. The consultant firms add fewer than 20 qualified planners to the available pool. Regional planning authorities, the only other source, increase the total qualified planning staff available for district scheme work by less than 10. Thus there are fewer than 65 qualified planners available for local planning and only 35 actually resident within the councils they work for.

In contrast, in 1971, there were 153 local councils which employed, on their own staffs, an engineer. A council which can afford an engineer can also afford a resident town planner. The oft heard alternative argument that a council engineer can or does double as the council planner is an excuse rather than an answer.

Administrative costs

It is not as if town planning costs are a high or even significant proportion of a local authority's administrative costs.

During 1970-71 more than three quarters of the 23 cities kept their combined town planning staff salary and consultant costs below 7% of their total administrative salary costs. Only 2 exceeded 10% in that year and in both cases there is a specific explanation. The big majority of boroughs (90 of 103 responding) was below 15% and nearly three quarters were below 10%. In the counties the proportion below 10% was even higher, at 78% (77 of 99).

Thus, for the majority of local councils, direct town planning costs, in the form of salaries and consultant fees, is a small administrative cost in relation to the total for this cost area during that year. In a minority, costs were higher than 10%. In 6 boroughs and 5 counties, town planning costs were over 20% and clearly a burden to those councils in that particular year. All but 3 of those 11 were districts of less than 5,000 population.

These costs are, of course, only the direct ones. Some local councils, especially rural districts, do face large legal costs arising from development pressures which they do not originate. Against that, within the group of 12 councils whose officers and members were interviewed as part of this research project, the cost of town planning was apparently not an issue. Sixteen councillors and 19 officers thought town planning was not too expensive. Predictably, in the minority, twice as many councillors as officers (7 to 3) thought it was. Despite the reservations, the main impression gained was that town

planning was reckoned to be worth the price. In the words of one councillor "it is expensive but it can be a lot more expensive to make the wrong decision".

The achievement of a bigger professional and qualified planning staff resource, like the achievement of planning objectives, will need a more widespread agreement with that view. A strong political will to plan is essential to open the door into the world of the possible. The ability of a planner to educate his local authority from outside the council staff is nothing compared to his potential influence within the organisation. But to reach that position, a majority of a council must believe his services are necessary. Not enough do. For example, it is now inexcusable that such large and complex local body administration as Christchurch City attempts to discharge an onerous planning responsibility with a planning staff barely large enough to cope with that city's development control problems alone. It is even less explicable that a rapidly urbanising county such as Waimairi County finds it adequate to make do with no resident qualified planning advice.

Those local councils that continue to buy insufficient planning advice are not only wholly to blame. The example set by the Government is hardly exemplary. Against rising demands for initial planning studies of major works (environmental impact studies) along with all its other responsibilities for the quality of local planning performance everywhere, it is incredible that only about half-a-dozen qualified planners inhabit the Head Office of the Town and Country Planning Division.

In its apparent denial of qualified professional planning staff where it is needed, the State Services Commission has effectively controlled the quality and quantity of town planning performance in central government. One might even be forgiven for asking whether it is the Commission or the Government that sets the objectives for planning at the national level. It need not be this way. In some outstanding examples, local councils have shown how far ahead of the Government they are in their commitment to planning. Most though, lamentably, do much too little. If planning by objectives is to work, more staff resources and more political will to apply discipline to the task are essential. So is leadership, by example, from the planning task force of the Government. Less will not do; more will do no less than refuel the engine.

A CRITICAL REVIEW OF TRANSPORTATION STUDIES.

Harry Smith.

The general approach used in a transportation study is outlined so that some aspects of some New Zealand urban transportation studies can be examined. The outline is necessarily oversimplified and mainly confined to "traffic engineering" matters. The seven studies selected were those for Invercargill, Christchurch, Hamilton, Auckland, Dunedin, Timaru and Palmerston North.

It will be assumed that a transportation study is carried out by the following steps, so that each step can be examined in turn.

First, the future land use for each zone in the area is predicted, then the number of trips to and from each zone is determined; these trips are distributed between zones; the mode of transport for these trips is determined; and finally, the trips are assigned to the network to determine a satisfactory system.

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Land use.

Land use and transport are interdependent. For example, Auckland's Harbour Bridge has led to the rapid development of the North Shore. Land use predictions must involve some preconceptions about the future transport system.

Several land use – transportation systems might have to be considered before the most appropriate system is selected. This applies especially when comparing road and rail systems.

In the future land use will not be predicted separately. A general urban systems model must be developed so that a real understanding of the impact of transport proposals on urban development is possible.

Trip Generation.

The proposed transportation system must satisfactorily serve peak period trips. Trips include all forms of movement by persons – as pedestrians, in private or commercial vehicles, on cycles or on public transport. While the New Zealand studies realise the importance of these peak period trips, none have determined them in a direct manner. The daily vehicle flows are predicted and the peak period flows are taken as some fraction of these daily flows. Since the proportion of daily flow at the peak period differs from street to street, and this proportion can only be guessed, this technique is not only inaccurate, but also unnecessarily complicated. Trip-taking throughout the twenty-four hours has to be determined first before the critical peak period flows can be determined. These peak periods may only be as short as fifteen minutes.

In his examination of several English cities, Buchanan (*Traffic in Towns*, 1963) illustrated that the use of the car in the journey to and from work dominates the traffic picture by producing the morning and afternoon peak periods.

The 1971 New Zealand census, and, hopefully, future censuses, can provide information on work trips. In the smaller cities, an examination of work trips alone might give a sufficiently accurate base for a transportation study. This information could be supplemented by road side interviews similar to those conducted in New Plymouth (3) to find the proportion of work trips at the peak periods. U.S.A. census information has been used in Columbia, South Carolina (2) to compare work trips with peak hour vehicle flows.

Census information could also be useful in

examining changes over a period. Studies based on information at one point in time are clearly deficient from this aspect.

Trip Distribution.

In a town where employment is concentrated in one place, travel distance (or time) will not have any effect on the employee's choice of work place; the work trips can be simply apportioned to the employees living in each zone.

With growth and the increased use of the motor car, jobs become decentralised. Workers will tend to choose jobs that are closer to their homes and vice versa. An interesting study, by Clifton and Lansing (4), examining travel times for the journey to work in several European and American cities, suggests that people take about half the time savings that a new transport system would provide by travelling longer distances to work. It is not difficult to imagine that unless some account is taken of this 'induced' traffic the improvements might only create greater problems than those that they were introduced to solve.

Two models were developed in the mid-fifties to distribute future trips between zones. These were the Fratar and Gravity models.

The Fratar model used only the distribution of trips between zones at the time of the study, and the predicted trips from each zone, to predict the future trip distribution. The technique is explained in the Auckland Study (Page 20). No sensible account could be taken of changes in the nature of the zones or of changes in the transport network. For this reason "the traffic forecast for the (harbour) bridge is likely to be conservative" (page 39). The model is now only an historical curiosity but it is an example of intuition or common sense being sacrificed so that an easily manipulated model could be used. This model was used in the Auckland, Christchurch and Dunedin studies.

The Gravity model is discussed in all the other studies. The effect of travel times on trip choice can be determined with this model. But all studies assume that the effect of travel time on trip choice will remain unchanged in a city that bears little relationship to that at the time of study. The predicted trip distributions might, therefore, be meaningless.

All work trips have been included in the "calibration" of the models. If only primary trips had been considered in the Palmerston North Study, the effect of travel time on place of employment would have been found to be

less important.

This model could also be used to consider different travel modes. People who are unable to travel to work by car are restricted in their choice of work place.

Modal Split.

The next step is to determine the mode of transport for the work trip. The "splitting headache" has been avoided in all studies examined. All but the Invercargill and New Plymouth studies have assumed that the number who drive to work is directly related to the car ownership in the area.

It may be satisfactory to make a guess at the modal split in smaller cities. This was done in Palmerston North once pedestrian and bicycle trips were determined. However, in the larger cities, factors affecting the choice of mode should be examined so that changes in those factors may be assessed. Some of the factors might be:

- distance to work;
- availability of the car;
- parking (both cost and distance of the car to place of employment);
- and possibly travel time and cost differences.

One must attempt to determine who will own the extra cars. A person with two cars cannot drive both to work.

With the wealth of traffic counts now available, more recent studies should have attempted to "predict" past behaviour, yet none have shown that this has been done. An understanding of the past is necessary when predicting the future.

In Dunedin, parking difficulties in some areas have meant that some people choose not to travel to work by car. However, the effect of parking cost on the modal choice has not been examined in any study. The studies usually predict that many of the off-street car-parks will be used (and paid for?) by the commuter. Several overseas cities have placed restrictions on parking supply in an attempt to relate peak period flows to the road network capacity.

The consultants in Auckland had to reduce the proportion of workers who drove to work in order to derive an acceptable road network. The acceptable or desirable split may require a considerable 'subsidy' to the public transport operator.

Traffic Assignment.

Peak period traffic can be assigned to the shortest route or distributed in some way to several routes of similar length (as in the case of a grid iron system). It may be necessary to redistribute some traffic if the capacities of

certain routes are exceeded. The assignment should be tested with existing flows.

Statistics.

Some of the earlier studies made crude, simple assumptions. The use of statistics in the later studies may baffle or impress the lay reader but the underlying assumptions are no better. Transportation studies have idealised the existing systems by assuming that people's behaviour at the time of study is that which they desire. The conditions affecting this behaviour are also assumed to be ideal. No matter how elegant the statistics are, the studies merely commit one to the, possibly enormous, expenditure on one particular form of transport before a case has been made for it. The present traffic flows should be seen as people's behaviour and choices after they have adapted themselves to the possibilities and limitations of the present situations and not as demands or desires.

TABLE.

City	IN	DN	TU	CH	PN	HN	AK
Planning period	'67 '90	'63 '86	'65 '90	'59 '80	'63 '88	'68 '88	'63 '86
Growth factors							
Pop. (study)	2.11	1.35	1.53	1.59	2.0	1.83	1.99
Pop. (project)	1.41	1.10	1.14	1.59	1.53	1.94	1.85
Vehicles/person	1.37	1.40	1.50	1.55	1.26	1.32	1.30
Vehicle trips/person	1.30	1.50	1.44	1.52	1.35	1.30	1.42
Modal Split %							
—Work trips							
Vehicle driver	51	58		33	52	59	53
Vehicle passeng	12	12			9	16	11
Public transport	12	22		20	4	8	29
Cycle	17	2		38	28	12	4
Walk	8	6		9	7	6	3

FOOTNOTE.

A growth factor is the number at the end of the planning period divided by the number at the beginning. All factors but the population (projection) factor have been obtained directly from the studies. Population changes in the urban areas, between 1966 and 1971 have been compounded over the planning period to obtain the projected populations.

In an attempt to produce modal split figures that can be compared, many rough approximations and guesses have been made. Pedestrian, cycle and short walk trips have not been considered in some studies. In fact the meanings of many words differ from study to study. In this table:—

Vehicle means truck and car

Taxi passengers have been included with vehicle drivers

Cycle means pedal and motor cycle

Public transport means bus, train and ferry

The derivation of this table is available from the author on request. Modal split figures could not be obtained from the Timaru and Dunedin Studies. The results of a 1969 travel tp work study have been included for Dunedin.

Buchanan (*Traffic in Towns*), showed, that short of dismembering English cities, there was no feasible alternative to increasing constraints on the freedom of private vehicles. A transportation study should compare restrictions inherent in the present system and rules consciously worked out in accordance with some idea of general advantage. Plowden (5) presents this argument clearly and in some detail.

Unfortunately, with our great respect for quantification, there is a tendency to ignore these and other assumptions in our application of more "sophisticated" statistical techniques. Statistics merely relate vehicle trips, assuming that the same relationships will hold. Motor vehicles (and lately household incomes) are the predominant variables. The main strength of this approach, is that people have until recently, felt that an increase in car use was desirable. If road fatalities were used instead of cars, the argument would not appeal. Mishan (page 121) illustrates the fallacy beautifully.

For those readers who are prepared to accept these embarrassing assumptions in their search for accuracy, I commend papers by Paterson and Hutchinson (7). Assumptions should be stated; the reasons for these assumptions should be given; and the consequences of errors in these assumptions should be explored. The manipulation of numbers in the studies only occasionally bears a relationship to accepted statistical techniques.

"Statistics" give the studies an authority they do not deserve and have confused their users. The absurd pretence of accuracy should be dropped so that a search for the best system can be made possible.

Public Transport.

A large proportion of the people carried by bus in the smaller cities can not afford, or are not able to use a motor car:— the elderly, the young and the poor. People who use buses occasionally expect a "reasonable" service and should expect to pay more than their occasional fare for this service. For welfare and other reasons a public transport service can run at a loss but still be an economic proposition. Economics seem to be confused with finance in some studies.

A public transport operator has his own peak period problems. "Equipment and manpower which are adequate to meet peak periods are difficult to engage productively at off-peak periods" (Invercargill, page 124). Unfortunately,

the proportion carried at off-peak periods is dropping in many cities when the "public spirited" worker imposes greater cost on the local authority if he chooses to leave his car at home (with his wife) and travel by bus to work. It is likely that attempts to increase public transport patronage at peak periods (as recommended in the Hamilton Study) would increase public transport losses.

With decentralisation, people without cars will find their access to jobs and facilities, more restricted. Maybe the transportation studies should be over-optimistic about future public transport patronage (most undoubtedly are), but the disadvantages of increased car usage should be examined.

Population Growth.

The larger the city, the more time and resources have to be spent within the city in the movement of goods and people. The additional resident or firm need take account only of the relatively negligible share of the additional inconvenience they inflict on everyone.

The cost of continued growth in a city should be considered so that the effect of these forces can be examined. Less expensive solutions, involving, say, growth in other cities are possible. The transportation studies have, however, accepted the Ministry of Work's projections, which merely accept these "selfish" acts.

Any large changes in the expected (and possible) growth of a town will mean that the study's recommendations are no longer relevant. If, for example, the expected growth rate of a town drops, less expensive means may be found to divert traffic from certain areas, or to increase the existing road network capacity. Changes in growth do not merely change the planning period as some studies suggest. Even at this time it can be seen that the expected growth of some towns is less than that predicted in the studies (see table). Some plans should be re-examined for this reason alone.

Finance.

Some studies use a form of cost benefit analysis to justify their expenditure on roads. However, "the transport economist addresses himself in the main . . . to those external diseconomies that additional traffic impose on existing traffic, and not with costs imposed by traffic on the rest of society". (6, page 132). There is little reason to look to this economist for guidance.

A large part of the money spent on roads comes from the tax on petrol. The National Roads

Board supervises the distribution of these taxes. The "subsidy" rates differ from job to job. Some examples are:— state highways — 100%, "major" road construction — 75%, "minor" road construction — 60%, and maintenance of roads — 42.9%. There is little state aid for public transport or footpaths.

As the terms can not be accurately defined, the reasons for the inclusion of certain works in certain categories can provide the basis for stimulating conversation and debate. Unfortunately, much of this debate has little to do with effective use of this money.

This arrangement distorts local authority decisions. The planner or engineer sees his task as squeezing money from the board. There is little incentive to look for inexpensive solutions. In any area the planner is likely to overstate the case for more roads in the hope that the area will receive a greater proportion of the Board's funds. Investment in public transport is discouraged. Until the authority can be held responsible for the expenditure of these funds there can be no responsible transportation plans.

If the roading proposals that are most worthy (assuming this could be determined) are financed, then money collected in one area would be spent elsewhere. In particular slow growth areas would subsidise faster growing areas. Areas should finance their own growth, unless it is believed that it is in the national interest to encourage growth in these areas.

Unfortunately, the same situation has arisen in other local authority works (water supply and sewerage). There can only be a cursory examination of these works by central government.

Transportation planning is essentially a matter for local concern and enthusiasm. Any objection that local authorities in the larger centres are not competent to determine what is in the best interest for the local residents is, at present, reminiscent of "Catch 22". A large proportion of the petrol tax collected from the urban areas should be given back to these areas — a crude approximation of the 'user pays' principle.

Reflections.

Even the most advanced techniques that are being used in transportation planning must be considered primitive, and yet, it seems that the more complex the problem the more assurance is shown in the proposals to treat the problem. The predictive power of transportation studies should not be over-rated. Their great contribution should be, that they enable us to explore the

potential of different policies. These policies could involve different management techniques and not just different road plans. The proposals should consider public opinion and be amenable to re-examination and change.

The London Motorway plan was an, admittedly extreme, example of the danger of the assumption – more cars, therefore more roads. The rationalisations for these motorways are sad reading and they have been scrapped. Londoners will have to consider ways of improving conditions in this city without being able to pretend that the construction of major roads is a large part of the answer. Vehicle flows will have to be reduced to a reasonable level.

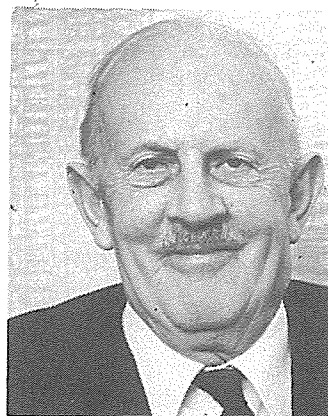
I believe that some form of road pricing will be necessary in London. People will pay for their use of the road, just as they do for other goods. The price will be set so that conditions for pedestrians, motorists and bus passengers will all be improved. The present set of controls on the use of roads will then, I hope, be seen to be absurd.

The present free for all, may be a “luxury” the smaller towns can afford, but different controls are desirable in larger cities. These have not been considered in New Zealand studies. The problem should be seen as one determining the best use of the motor car, and not simply accepting its present use.

I have had to re-write much of this paper after reading books by Mishan (6) and Plowden (5). I recommend that anyone interested in the city should read these books.

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**New Zealand
Planning Institute
Alfred O. Glasse
Award**

*1973 Recipient
W. G. Morrison,
O.B.E., E.D., B.E.,
C.ENG., F.I.C.E.,
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F.A.S.C.E.*

Few men achieve eminence in more than one sphere in a lifetime; W.G. Morrison is one of these men. He has had a distinguished career in the Engineering Profession and in public life. His influence on the planning of the Capital City will endure.

As Chairman of the Town Planning Committee of the Wellington City Council for more than 10 years he saw many goals achieved. Among them, a District Scheme was promulgated and passed through a mammoth hearing procedure; a separate Town Planning Department was established encompassing town planning, architecture, building construction, housing and urban renewal, quantity surveying, surveying and traffic engineering; at the same time Capital City Planning Committees, both Technical and Political, were established.

His interest in town planning was a broad one and in his leadership of the Town Planning Committee he crusaded for many basic planning issues, including a reduction of the maximum allowable floor space in commercial buildings, a reduction of residential densities in the central-City area and the provision of parks and gardens in the inner-City area. The planning and erection of parking buildings were also of special interest to him.

The Government of the day had confidence in Mr Morrison's special qualities in the field of town planning and appointed him to head a Government Inquiry into –

- a. the need for a second Airport for the Wellington Region; and
- b. the location of such an Airport if there was such a need.

Notwithstanding his retirement from local body politics, Mr Morrison continues to retain an active interest in civic matters and in town planning in particular.

His concern has always been for the community as a whole.

THE IMPACT OF TOWN PLANNING ON INVESTMENT DECISION

R.M. McGough

R. McGough, Dip Urb Val (NZ), FNZIV, is a practising valuer and a part-time lecturer in valuation at the University of Auckland.

Unfortunately for the planner planning is a field in which there are many experts, and it is a field that is subject to close public scrutiny on every change that is made.

In the Auckland scene the situation is compounded by our multiplicity of Local Authorities, each with their own planning ideas and problems. This factor has been the subject of much debate over the years and, without entering into any discussion on the overall advantages and disadvantages of amalgamation, as a subject in itself, we may pause to consider the effect on investment arising from varying planning ideas alone.

To do this I have investigated the statistics, in the avenue of planning that has seen both the greatest number and greatest variety of changes throughout Auckland, namely flat development. We all remember the fears expressed, that development would be halted when Auckland City Council changed its Ordinances in February 1968, followed by Mt Eden and One Tree Hill in 1971 and Onehunga in 1972. From the Department of Statistics I have obtained figures for permits issued for the erection of new flats from September 1965 in the areas named above, together with those issued in Ellerslie and Mt Albert where no changes have been made. These are shown below in six monthly steps up to March 1971 and thereafter in three monthly steps, in order to measure the more recent effects of Mt Eden and Onehunga changes.

Period Ending	Total Units	Auckland City	Mt Eden	Onehunga	Ellerslie	One Tree Hill	Mt Albert
3/66	717	338	37	184 *	17	41	100
9/66	549	303	81	63	10	21	71
3/67	438	264	29	35	2	32	76
9/67	537	344	77	29	9	31	47
3/68	693	<u>477</u>	80	65	19	40	12
9/68	332	85	104	46	35	42	20
3/69	377	137	79	68	29	31	33
9/69	566	260	108	50	29	74	45
3/70	502	221	124	60	15	23	59
9/70	740	258	184	103	48	4	143
3/71	572	158	148	106	25	15	120

Three Monthly Below

6/71	266	71	<u>51</u>	52	10	<u>5</u>	77	
9/71 (570)	304	(174)	103 (118)	67 (95)	43 (10)	- (15)	10 (158)	81
12/71	461	151	103	68	9	8	122	
3/72 (759)	289	(269)	118 (112)	9 (111)	43 (21)	12 (22)	14 (224)	102
6/72	565	193	44	<u>173</u>	38	14	103	
9/72 (1113)	548	(489)	296 (94)	50 (205)	<u>32</u> (77)	39 (32)	18 (216)	113
12/72	368	193	9	21	-	11	134	

* Includes 97 Pensioner Flats

Underlined

Is the period during which Planning Ordinances were changed.

(Bracket)

Figures for 6 monthly period to enable comparison with prior March 1971 figures.

These figures provide interesting comparisons:—
(1) Over the six areas considered the total number of units being erected today is almost double that of two to three years ago.

(2) Apart from a decline during March 1968 to March 1969 the total number of units is steadily climbing. While Auckland City Council changes probably assisted in the overall decline during the period referred to, economic conditions were not at their best.

Reviewing these areas in turn, the following observations may be made:—

Auckland City

Shows a very substantial drop to only some 20%—30% of previous levels in the first year following the change and then continuing at about 50%—60% of previous levels until changes in Mt Eden and Onehunga see a marked increase up to pre 1968 development numbers.

Mt Eden

A doubling of development following changes in Auckland City. The slow fall off in numbers after their own change was a Council recognition of all developments that could prove substantial planning progress, or had received planning advice based on the previous Ordinances. It is also suspected that, by one of those deficiencies in statistics, house conversions have been included in the figures, whereas in other areas they are excluded. Forthcoming figures will almost certainly show a marked drop.

Onehunga

A declining pattern prior to Auckland City change, followed by a small increase but steady numbers until March 1970 when development nearly doubled with improving economic conditions, a further doubling of development after the change in Mt Eden and then a sharp drop following their own change.

Ellerslie

Overall quite steady development. Sharp increase in 1972 possibly due to buoyant economic conditions as much as any other factor.

One Tree Hill

A Borough that has never allowed other than modest numbers of flats under their Ordinances, so have not experienced any major changes despite alterations to their Ordinances during 1971.

Mt Albert

A steady decline up to March 1968 when Auckland City made changes, followed by an upsurge in interest through to a rapid acceleration in more recent times, following reductions

in Mt Eden and Onehunga. Obviously not an area to speculate in land based on present Ordinances, as changes must come.

Perhaps we may now consider the more important issues arising from these statistics.

(1) It is quite clear that because Auckland has a multiplicity of Local Authorities, the investor has found it very easy to merely shift camp. when the going gets tough in any one local body area. It is thus interesting to speculate on the total number of units erected, had the whole of the Auckland area been under one Planning Authority.

(2) It is equally obvious that the investor must carry some of the blame for changes in Mt Eden and Onehunga, and inevitable changes to come in Mt Albert.

(3) Of more interest, is the swing back to Auckland City. There were numerous critics of the Auckland City District Scheme, and I admit to being one of the ones in the front firing line. It now appears that their complicated Ordinances are being grappled with in ever increasing numbers. Or is it just the passage of time, and rapid inflation, that has increased land values to an economic level, enabling development under the Ordinances? I suspect the latter, but must admit that the very substantial rise, following a cut back in Mt Eden and Onehunga, is too high to pass off as arising from economic conditions alone.

Perhaps I may conclude this portion of my paper by stating that the investor appears to have an advantage arising from a large number of Local Authorities as it allows him to shift from one to the other as standards change. On the other hand, it obviously creates problems of stop — go development for the Local Bodies concerned.

Standards

Let me now move to the second avenue of debate arising from the effect of planning on the investment decision. There is perhaps little disagreement that the planning ordinances can and do, dictate minimum standards of development. I think that it would also be generally agreed that the past has seen many substandard developments, to an extent that has blighted some streets and even localities.

Before I discuss this aspect I once again turn to the statistics. In addition to the number of permits issued for new flats we are also given their permit values. These are of little use unless adjusted to a common base. My own method of adjustment was to plus up the

figures for each six month period by the increase in modal house costs from the relevant date to December 1972. Thus all figures in the following schedule are adjusted to a theoretical level as at December 1972, and indicate the average permit value for each individual flat in each Local Authority area.

The patterns here are not quite so obvious as they were when numbers only were being considered. We must also bear in mind that a single, but expensive block, can considerably influence the average figure in any one period (e.g. Auckland City average of \$20,831 for period ending March 1969 may be influenced by a block like "The Pines"), however, when viewed overall, some interesting observations may be made.

Three broad categories are observed:

Reasonably Consistent

Onehunga, Ellerslie (a little erratic) and Mt Albert show fairly consistent standards over the years. One might expect this result when the nature of the respective localities is considered. However the result does tend to negate one of the main reasons for changes in Onehunga, which were quite clearly stated as a need to increase standards, rather than reduce numbers. It would equally be fair to say that in the absence of any control on standards, Mt Albert gives indications of a reduction in quality during more recent months.

Falling Standards

Only Mt Eden shows a clearly dropping standard. While the results above probably indicate some justification for Councils' changes in 1971, I

would suggest that the Borough's problem was one of standards – or lack of standards – that created problems and a look at this aspect may have been preferable to Ordinances that merely eliminate flat development on all but unrealistically large sites.

Increasing Standards

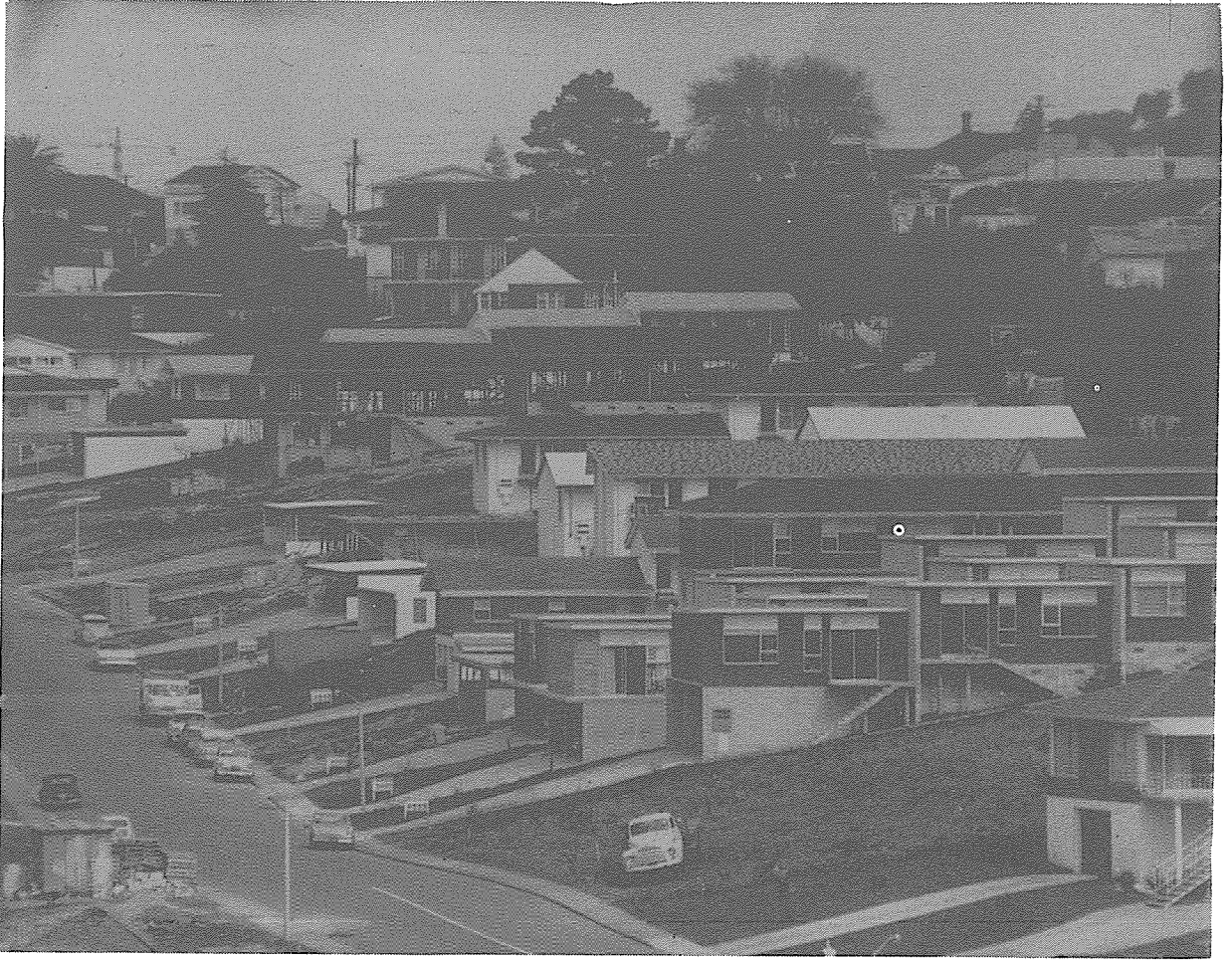
Clearly, Auckland City and One Tree Hill Borough have seen a higher standard of development than has been experienced in the past. While planning ordinances have demanded higher standards, it must also be remembered that both Local Body areas tend to have locational advantages which, in themselves, would naturally lead to more expensive development than usual.

As to standards, I hold the view that while the planner can legislate against what may be considered undesirable development, he cannot force on the investor, or the buying public, standards which surpass demand. Hence my remarks earlier in this paper that the upsurge in development over the Auckland City area may be attributable to inflationary economic conditions as much as the effect of planning ordinances, even though the planners may take portion of the credit for such increased standards.

Other Forms of Development

Until now, I have spoken only of flats as they quite clearly show the greatest variation in standards and changes. Other development forms have not seen such changes, nor have they created quite the same problems, but they are worthy of comment in a paper as this.

Period	Auckland City	Mt Eden	Onehunga	Ellerslie	One Tree Hill	Mt Albert
3/66	\$7,927	\$7,467	\$5,852	\$7,270	\$8,393	\$5,369
4/66	\$9,261	\$7,200	\$8,693	\$6,819	\$9,833	\$7,064
3/67	\$8,256	\$7,315	\$8,193	\$4,601	\$8,762	\$8,026
9/67	\$6,966	\$5,587	\$6,770	\$8,428	\$8,019	\$6,141
3/68	\$8,589	\$6,250	\$7,031	\$10,713	\$7,625	\$7,981
9/68	\$7,978	\$5,947	\$7,038	\$7,125	\$8,652	\$6,881
3/69	\$20,831	\$7,558	\$7,553	\$7,166	\$9,256	\$6,783
9/69	\$8,674	\$6,114	\$6,689	\$7,058	\$8,000	\$7,278
3/70	\$13,340	\$6,452	\$8,199	\$6,685	\$9,603	\$7,398
9/70	\$9,861	\$5,919	\$7,809	\$7,622	\$11,038	\$7,014
3/71	\$12,402	\$6,149	\$8,370	\$8,335	\$9,532	\$7,212
9/71	\$11,414	\$5,677	\$8,465	\$6,552	\$12,026	\$6,355
3/72	\$13,692	\$6,100	\$7,695	\$7,160	\$10,232	\$7,343
9/72	\$9,384	\$5,985	\$8,150	\$7,007	\$9,560	\$7,100
12/72	\$10,717	\$11,633	\$8,770	\$ -	\$10,522	\$6,353



Single Unit Housing

There is little the planner can do in this avenue, as both standards and numbers are dictated almost entirely by land values and location. Greatest scope for improvement undoubtedly lies in subdivisional rather than building standards. By this I refer to greater flexibility and the need to recognise that various standards must be introduced to cater for new patterns of broad acre type subdivisions and the better utilisation of already subdivided areas. Moves have already been made in this direction, but fixed policies on charges such as reserves contribution and roading standards may need to be reviewed in order to encourage the investor to break away from minimum requirements, into desirable requirements.

Industrial Development

Follows a very uniform pattern throughout Auckland except for variations as to maximum

coverage and minimum off-street parking requirements. Planning appears to have little real effect, although the phenomenal demand for industrial land over the last two years must now see a situation where a shortage of supply is imminent.

Commercial Development

Must be considered under two sub-headings: –

(a) Suburban Commercial

The local suburban shop block creates no great problem as the investor is generally quite wary of same. What is causing concern is the larger suburban developments. It would seem to me that planning itself is having little effect on the investment decision as the developer is very conscious of the need for high standards, suitable location and the benefit of off-street parking, often to a degree in excess of that required by planning ordinances. Not always,

but very often, a measure of agreement is reached between planners and investors in this aspect of development. A problem arises not with planning as such, but the legal process of planning and there is little doubt in my mind, that the frustrations for both investor and planner must have deferred, or delayed, many a worthwhile project.

(b) Central City

The Auckland City Council recently introduced new Ordinances covering the Central City commercial area and objections have yet to be heard on these proposals. It will be some time before we can measure the effect of these Ordinances which, I might add, are almost certain to throw overboard many recognised valuation principles and practices. Two major features emerge as a dominant effect on investment decision.

- (1) The benefits of title amalgamation could well be considerable.
- (2) The proposals will probably accelerate an already noticeable spread away from the Golden Mile of Queen Street; thus distributing values more evenly over the whole of the central business district.

In my opinion, the more significant advance came from the manner in which these proposals were introduced, rather than from the proposals themselves. During 1971, Council published the findings of a detailed study of the Central Area, outlining the planning problems and the alternative methods of dealing with these problems. All interested parties were invited to comment on the proposals and alternatives and it was not until late 1972 that Council introduced proposed changes, after considering public and professional comment. Not only was this method a fine public relations job, but it must surely have provided the planners with a fair amount of outside opinion and the investor with a guide as to things to come.

Conclusions

There is little evidence that town planning is having any serious detrimental effect on the investment decision. Temporary lapses in some Local Authority areas are apparent and it would be difficult to estimate whether these lapses would have been of longer duration had it not been for extreme inflationary pressures. Inconvenient though it may be, Auckland's multiplicity of planning ideas seem to be to the investors' advantage rather than disadvantage. In the event of a single planning authority it is quite obvious that a wide range of zonings

would still be necessary to cater for problems associated with specific areas of Auckland. To me, the greatest effect of planning on the investment decision arises not from the planning Ordinances themselves, but from the legal process involved. By this, I refer to the sudden changes that occur, often without warning, thus catching investors who have purchased, in all good faith, on the basis of an operative scheme.

Of more concern is the uncertain state of affairs arising during the period between changes, objections and final decisions. Take for example Mt Eden where changes were introduced in June 1971 and at the time of writing this paper, April 1973, we had still not heard of the results of many responsible and reasoned objections. The effect on investment decision must be considerable.

I therefore make a plea for the methods adopted by the Auckland City Council in their review of planning in the Central City area whereby the problems were outlined, stating the means by which they may be overcome, calling for public and professional comment and then bringing down final ordinances. This must surely overcome many objections, give Council a wide base of opinion and fairly warn the public of possible changes.

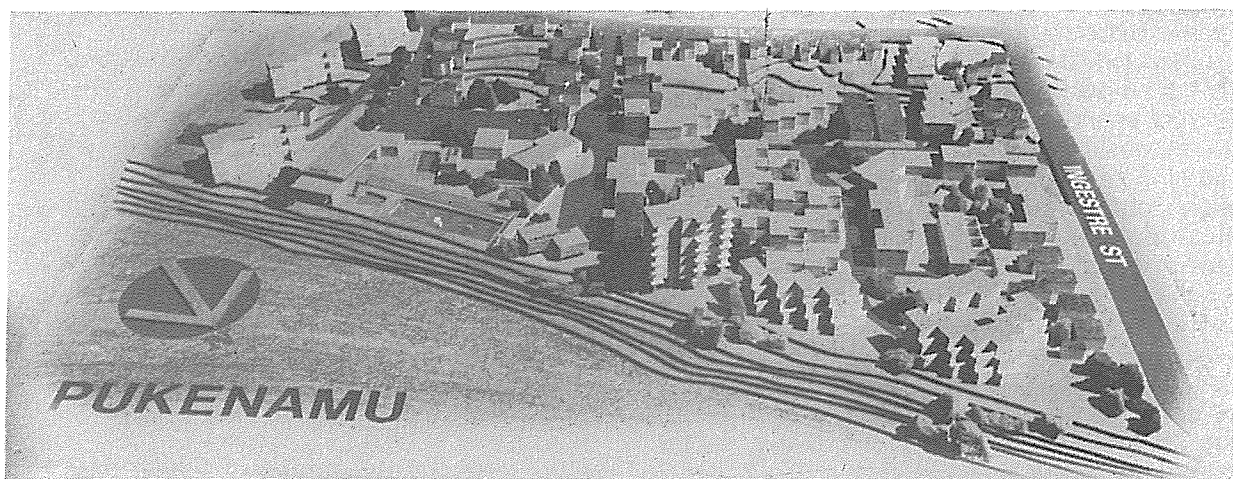
Realising that this method may result in investors accelerating undesirable, but economic developments, there appears a need for a suitably qualified body to consider objections and bring down decisions within a reasonable time. I have long felt that the increasing number of objections, and the quality of submissions, have reached the stage where an unfair burden is being placed on Councillors and see no reason why such a body could not retain the present informality of objection hearings. I also feel that Council should argue their case to such a body, rather than arguing only those that proceed to the Town and Country Planning Appeal Board.

As to standards, a high level is desirable, but care must be taken not to reach for such a high standard that the investor is unable to cater for certain sections of the public. Taking flats as an example I see a danger in eliminating units for rental purposes through standards are too high. All sections of the public must be catered for.

In the final analysis neither the investor nor the planner dictates development levels. Demand does and a good deal more research into this avenue would probably assist all concerned.

HOUSING THE AGED IN URBAN RENEWAL

M. J. Foster



Model of the Comprehensive Urban Renewal Area in Wanganui.

Part I of a two part article

Most people over the age of 65 are retired from the workforce and live on reduced income, pension, or age benefit. Contrary to the traditional notion that older people tend to own property, few, in fact, own property with any substantial value and even fewer own marketable securities.

These properties are often old homes located in areas no longer considered to be desirable residential areas, frequently run-down and neglected because of the physical and financial inability of their owners to maintain them. Most elderly people have lived in the same house much of their lives and their allied congregation, in areas exhibiting 'grey' or 'blighted' tendencies often means they are harder hit than any other age group by urban renewal and other community redevelopment programmes.

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Their removal from these areas is very often fraught with personal and social problems. Even if their housing is substandard it is nonetheless situated in an area of long standing association and familiarity, the values of which are compelling.

What is equally important however, is that aged people in a certain asset range are unable to qualify for new homes or flats on the open market, afford renewal housing or pass the 'means test' for pensioner housing. To this extent they are those who suffer from "means discrimination".

Grey or 'blighted' areas will call for a greater emphasis upon urban renewal in years to come and it is socially unsatisfactory to move elderly people in the wake of this regenerative process unless alternative accommodation is provided. The provision of such accommodation that surmounts the assets versus pensioner flat eligibility is the purpose of this study.

The Problem

In the 'Wanganui Urban Renewal Area' a comprehensive study on urban renewal revealed that the aged make up 31% of the population. It was also found that 30% of the existing housing stock had a life expectancy of less than 20 years. With the Wanganui City Council intending to begin implementation of a renewal and rehabilitation programme in some of the worst areas and analysis having firmly established a positive correlation between poor housing and the aged, the implications for any substantial rehousing policy as a basic aim were not very promising.

This rehousing problem exists equally for those who have equity in property and those who rent accommodation. In the renewal area it was found that 74% have equity in property of some description while the remainder rent accommodation which in most cases is characterised by low rental payment and poor condition. It could be suggested that those who rent property could be catered for under the pensioner housing scheme but there is no reason why they should not be included in any formulated solution.

For those who have equity in property a grim situation is clearly evident. In the Wanganui Renewal Area the elderly's assets were assessed according to the 1971 capital valuation. The level of assets for pensioner housing qualification is \$5,000 and from this 31% of the owner-occupiers fail to qualify for pensioner housing. When the capital valuation figures are adjusted by 27.5%, which is the average current market valuation, the situation alters quite drastically. 51% of the owner-occupiers now fail to qualify. This market valuation was assessed by averaging the prices paid for 40 randomly selected existing dwellings throughout the Wanganui urban area over a period of two months from September to October 1972. Indications at this time (May 1973) point to market values of around 50% to 60% above government valuation and this has been matched by a corresponding increase in building costs.

These aged people's assets in market value terms show clearly the extent of the 'means' problem. The majority no longer qualify for pensioner housing and have an insufficient amount to allow them to capitalise and rehouse themselves. Wanganui's current building costs for new buildings average between \$11,000 and \$14,000 per unit and this means that only 14% of the aged have assets that are anywhere sufficient to allow relocation.

Further analysis reveals that 62.5% of the aged live in houses that have a square footage greater than 1,000 sq. ft. (90m²), that is, they live in family type accommodation at an occupancy rate of 1.38, where a normal of 2.5 to 3.5 could be expected. A possible implication of the above is that poor house condition lowers asset value, which, in turn, is caused by the inability of the aged to fully maintain their large properties because of lower degrees of mobility and financial status.

Thus, as urban renewal forces them to move, their plight will become very important. To ignore these people in any renewal project would invalidate what I believe to be the two principal aims of any renewal project:

- (i) To preserve the structure and form of the existing community as far as possible, and
- (ii) To redevelop the area concerned for the people who live in it.

This 'means' problem is by no means confined to the Wanganui area. The Onehunga Borough Council noted in its submissions to the Commission of Inquiry into Housing 1971 that:

Within our borough . . . many of these older residents own houses of similar or older ages. It is often considered that due to appreciation of property values these people own a valuable asset. In most cases this is not the case. The owner is faced with a large family home requiring increasing maintenance. His age and health make it difficult to do this maintenance himself. If he investigates alternative housing he finds that suitable new units have a surprisingly high purchase price."

The Christchurch City Council noted that: "many occupants of housing affected by streetworks and expressway proposals are elderly and the sale of property in many circumstances is insufficient to allow the purchase of a suitable alternative home".

The Commission of Inquiry into Housing suggested various ways of overcoming this 'means' problem, but ended up by saying, after having explored every avenue, apparently thoroughly, that:

"A scheme (where a person's assets amount to about \$6,000) has been introduced with the intention of encouraging local authorities or religious and welfare organisations to erect and sell owner-occupier flats . . . at best it can only touch the fringe of the problem. The evidence showed that there are many elderly people, in a rather better financial position, who do not qualify for



Typical housing in the Wanganui CURA.

a pensioner flat or a similar owner-occupier flat and yet may well have difficulty in financing the purchase or lease of a flat on the open market. Not uncommonly these people occupy family homes now too big for them, thus aggravating the wasteful use of existing housing stock.”

My own analysis of the existing situation in regard to aged housing both here and overseas revealed that a fresh and somewhat different approach was called for. The following solution was the result. It is an expansion and refinement of various related ideas suggested, but never really thoroughly investigated to my knowledge, over quite a number of years.

The Solution

Those elderly people suffering from ‘means discrimination’ could be rehoused using a life-occupancy method. That is, a developer (public or private) accepts a persons house as credit towards a new unit in return for a life occupancy in that flat unit or house at a minimal rental or free of charge.

Those selected to occupy the units would be within the asset range of \$5,000–\$10,000. Having selected the most needy people in this group they can be offered two alternative means of accommodation in lieu of their house and other assets being accepted as sufficient collateral.

The first alternative is that they meet the new accommodation at a rental fixed either in agreement with the government depending on whether the money is borrowed under the urban renewal legislation, or at a rental fixed

on an ‘incremental’ scale. This is a fair method because those with \$10,000 existing assets and in a somewhat better position should be made to pay a little more than those in a less equitable position. A table can be devised on this basis using the pensioner housing rental as a base, that is \$4.50 as to \$5,000 and so on.

TABLE 1.

Level of Asset	Rental charge	
\$ up to \$5,000	\$4.50	Maximum limit of pensioner subsidy
\$6,000	\$5.40	
\$6,500	\$5.90	Limit of defined means discrimination
\$7,000	\$6.30	
\$7,500	\$6.80	
\$8,000	\$7.20	
\$8,500	\$7.70	
\$9,000	\$8.10	
\$9,500	\$8.60	

Those rentals could be subject to adjustment where the rental charged fails to cover the cost of servicing loan repayments for the new units. The money from the sale of their house could be held in trust for them by the local authority while deducting a sufficient rental at regulated intervals. Rentals would not be subject to any alteration other than normal and reasonable cost-of-living adjustments because these people would have effectively sacrificed their visible means of security. Under the Trust situation they would be guaranteed a life occupancy in that unit with no fear of eviction until the money from their liquidated asset was used up. This is unlikely to happen because a person with a \$6,000 asset would be able to pay rent for about 20 years at least. Eviction would result only with reasonable grounds e.g. misuse of property. Thus, if the money was held in trust by the local authority all money remaining within the estate would be refunded to the beneficiaries on termination of life.

The second alternative method is that the authority accepts the person’s house as payment for the unit in return for a life occupancy free of charge or at a minimal rental. There would be no fear of eviction and no worry about rental payments of any significance.

Though they have a life occupancy, an essential condition would control their occupancy: that their beneficiaries would have no claim on the estate once their life has terminated. The beneficiaries could only claim on the deceased estate if the occupier’s life terminated inside a specified period.

The length of the specified period would be 10 years to allow the local authority to recoup

possible losses because of the very long term, low investment, return that would have to be stood to allow the erection of this type of building and also to allow a kind of subsidy scheme to operate for those more fortunate to live longer. To illustrate the reason behind such an assumption a hypothetical model could be created. That is, a person has an existing large house that is valued at \$7,000. He hands it over to the Council in return for a free unit. If he dies in 5 years his beneficiaries would receive a refund minus the value of having rented the property at a fixed incremental rental (see above) over a 5 year period.

Example

Value of existing house \$7,000

5 year period at \$6.30/week \$1,638

Maximum claim by beneficiaries \$5,362

This boundary is arbitrary but 10 years is reasonable when life expectancy tables are examined.

TABLE 2

Exact Age (Years)	LIFE EXPECTANCY (YEARS)	
	Males	Females
0	68.67	74.84
1	69.02	74.91
2	68.14	74.00
3	67.20	73.06
4	66.25	72.11
5	65.28	71.15
10	60.42	66.24
15	55.57	61.33
20	50.89	56.46
25	46.26	51.60
30	41.56	46.75
40	32.23	37.16
50	23.41	28.09
60	15.82	19.68
70	9.81	12.39
80	5.63	6.70
90	5.05	3.32
100	1.60	1.71

Source New Zealand Yearbook 1972 p. 96

This solution has been adapted to the existing pensioner house framework, that is, where there is a cut off point in terms of assets for the pensioner flats, of \$5,000, the new scheme begins. Although this is a perpetuation of the existing system I feel that the pensioner housing scheme has worked reasonably well through through the years. The 1971 Housing Report only recommended minor changes to the existing framework. The changes that will occur are those that will see the limits of the loans and associated 'means' test amended as

inflationary trends continue within the New Zealand economy.

Thus, for the purpose of this solution, it is assumed that the lower limit shall be defined as being where the upper limit of the pensioner 'means' test ends. The minor variations in asset level that could occur in this lower limit, would mean that the Council would have to use its discretion. If a person is below the lower limit it may be more advantageous to include him in the scheme because his house is in such a position or condition that if it were sold to a private developer the renewal problem could be perpetuated e.g. sausage flat development.

The investment in assets by those who are in a rather better financial position subsidise to a certain extent those who are not so fortunate. The extent to which this subsidising practice is encouraged depends on the local authority as well as the level of investment within the project.

The upper limit readily defines itself, that is, above a certain level people will tend to relocate themselves as they have the assets to afford such move. The point where people can no longer afford to relocate themselves into more suitable premises will vary from city to city.

Thus, there is no reason why persons well above the limit cannot participate as long as they are made fully aware that whatever assets they have must be invested within the scheme with no guarantee of their relatives getting them back. In this case, persons would be logically asked to pay higher rentals for accommodation that their assets allow them to greatly improve upon.

The above solution is very similar to a number of methods used by retirement associations in New Zealand. Such organisations as the Selwyn Trust, the New Zealand Retirement Lifecare Residents Association, the Parklands Retirement Village, Waikanae, and so on, have their methods well documented and no further mention is necessary except to say that in all cases the participants are encouraged to invest their assets in a development which provides them with the opportunity to rehouse themselves. Any solution thus formulated has to be tested.

Testing the solution The aspects of the solution that can be tested are the legal, economic and social aspects.

These will be covered in the next issue.

To be continued.

PRACTICE NOTE

Conway Stewart

THE POTENTIAL SURFACE TECHNIQUE

In recent years there has been a growing desire on the part of planners to produce plans using techniques which are mathematically and logically sound. In these new techniques, statistics, mathematics and subjective opinion or assumptions may go hand in hand but the parts played by each in the overall planning process can be easily identified.

The Potential Surface technique is typical of the new methods. It is a relatively simple yet effective means of presenting information in a way that is helpful to the planner when presenting alternatives and recommending a course of action. Essentially it is a development of the traditional sieve map. The main difference is that the various factors which make up development potential are measured or ranked and the scores weighted in such a way that different factors can be compared. Although the weighting is to some extent subjective, the scores are not hidden during the construction of the surfaces. The assumptions made are therefore plain for all to see and this encourages the choice of realistic weightings. Constraints to development (i.e. negative potential) can also be identified and compared in the same way.

Mr J. C. Stewart, MA(Otago), DipTP, (M), is a planning officer with the Nottingham City Council.

To construct a "surface" of potential it is first necessary to identify those factors which in combination constitute an ideal location for the activity (e.g. residential development) in question, in terms of a set of defined aims and objectives. The occurrence of these factors is then measured and mapped as a surface. For instance, the indices or performance criteria which measure the degree of achievement of "residential" objective (or objectives) and which could therefore form part of a residential development potential surface, might include access to jobs, flat land, areas having spare capacity in public utilities, etc. The surface itself can be visualised as a contour map with the high points or values indicating the areas of highest potential and the low points indicating areas of low potential.

Many surfaces can be constructed for any area (e.g. one each for industrial development, residential development, recreation, agriculture, etc). Although the scores of the indices which make up each surface can be compared and although each surface is therefore internally consistent, the priority accorded to each surface (i.e. whether to have more industry or more agriculture) is a political question which the technique is not designed to answer.

The method thus identifies potential in a positive way and grades the suitability of areas for particular purposes. Priorities of location can therefore be established. The main advantage claimed for the method is that "the mental discipline of such a rigorous procedure is preferable to the informed aggregate guesswork that often takes command at this stage of the plan evaluation." (Sherwood Forest Study – Technical Report, p. 58.)

The Potential Surface technique was first used in the U.K. by the Nottinghamshire/Derbyshire Sub-Regional Planning Unit whose study was published in November 1968. Subsequently it was used in the Coventry, Solihull, Warwickshire Sub-Regional Study and the Sherwood Forest Study. At the present time it is being used during the preparation of structure plans in Nottinghamshire and Derbyshire.

Despite its increasing use by planners a full description of the Potential Surface technique has been included only in the Technical Report of the Sherwood Forest Study, which is due to be published shortly. This will be available from the Nottinghamshire County Planning Department, County Hall, West Bridgford, Nottingham and will probably cost about £1.50.

BOOK REVIEWS

The Conceptual Revolution in Geography: edited by W.K.D. Davies, University of London Press, 1972. 416 pp. \$NZ13.45

With a selection of twenty essays, all previously published during the 1960's. Davies sets out to chart the path taken by geographers away from a predominantly empirical orientation to a more rigorous and homothetic analysis into the structure and regularity of spatial distributions. The essays reflect either "a comprehensive statement of a particular methodological point" or "one of the first statements on a specific issue which has continued to be the subject of geographical discussion". The papers are grouped into four sections and the first section, "Geography and the role of ideas", examines recent developments in geographical methodology, especially the scientific approach to observation, analysis and theory formulation, not as an event confined to one discipline but as part of the wider changes in scientific philosophy and methodology in neighbouring disciplines. Concept development is seen as a continuous process and the essays emphasise the danger when a consensus of opinion ossifies into a rigid orthodoxy. The second section develops the theme of theory formulation and model building against the preceding epistemological background. It is stressed that the quantitative revolution (so called) is only of value if it sustains the reorganisation and refinement of the existing state of knowledge through theoretical development.

Section three, "Geography and the systems approach", explores the merits of systems analysis as an alternative generalisation generator. The holistic framework of general systems theory can be applied to the geographer's concern with process and pattern and may bring about "the synthesis of both functional and structural relationships."

The final section, "Geography and behaviour", looks at the exploratory attempts to analyse man-environment relationships within a probabilistic framework. This trend is seen as the beginning of a move away from concepts which have proved to be increasingly untenable over a range of analytical scales.

This is not principally a book for the layman as the reader must be reasonably familiar with the development of geography and a discipline and its attendant internecine philosophical wars. Nevertheless, the book, especially the third and fourth sections, will be of interest and value to professional planners.

—D. G. Rankin.

Planning for People, Maurice Broady, Bedford Square Press, London, 1968. 119 pages. \$5.00.

Many changes in the theories on planning have taken place over the past decade. Planning was once dominated by the physical designs developed by architects. Today, economics, and to a very limited extent, social planning, have come to play important roles in New Zealand, in determining land use. That is the point that Maurice Broady makes in this book, but then for English conditions. He discusses the advantages of civic organisations participating in the planning process, but also the pros and cons of US planning and UK planning, disguising it as issues of centralisation and decentralisation. His main argument, contained in a forthright attack, deals with the architectural profession, which Mr Broady thinks, is dominated by value judgements, and not by facts obtained through observation and verification. Similar value judgements

led William Morris to believe that better design would result in better people. Broady effectively refutes this concept, but could have remarked however, that the improved hygienic conditions of nineteenth century England lead to healthier people.

A further point to note is the stand taken up against authority, in which Broady makes reference to John Stuart Mill's writings. But it must be realised that Mill's writings, as also Bentham's and Adam Smith's, ultimately contributed to the laissez-faire era, which equated decentralisation with freedom. Similarly, centralisation is equated with authority and Mr Broady lets us know this in no uncertain fashion.

There is a lesson to be learnt here, because New Zealand planning is in danger of similar tendencies, although I think that planning in New Zealand is steering a more advanced course. If, however, we accept social planning as a goal, as we should, then it is well to remember that decentralisation — cum freedom must not also lead to a laissez-faire attitude.

—E. W. Schwarz.

Public Participation and Planners' Blight, Norman Dennis; London, Faber and Faber; 1972. 352pp. \$12.80. Nitpickers of the world unite! Norman Dennis, the author of "People and Planning," will now lead your dogged, sober armies to a new utopia of endless participation, where all civic corporation minutes will be circulated for your daily inspection, where all private conversations of planners will be recorded for later public examination and where every one of you will be given the right to throw darts at the data charts. There are three main parts of this new book: an introductory essay on "The Redress of Grievance" which is one of the best I have read; a fascinating appendix of correspondence between the Millfield Residents Association and the Sunderland City Corporation; and, in between, the book itself which consists of a blow-by-blow account of the participation and non-participation history of an

urban renewal project in the City of Sunderland. The author, who was the secretary and guiding light of the Residents' Association, describes the events, personalities, issues and dates in wart-like detail. The minutiae are suffocating, the message lost from view. Against his better judgement, the reader becomes involved in someone else's family squabble. The reward for this embarrassing experience is to find that it is impossible for an inept local authority guided by inept planners to be justifiably downed by an inept residents' association. The irreverent thoughts that constantly recur in the mind of the reader are that a skilful council could have strangled the infant association at birth and that the skilful residents' association could have cracked the council apart inside a month. If you like absorbing tales of mediocrity this is compulsive

reading.

But this is a book that might have been good. It might have been good if the case history had contained many universal characteristics. The only two significant ones to my mind are the fact that people everywhere resent planning that deals with uncertainties and the fact that incompetence in city hall breeds a tight-lipped, cover-up-our-mistakes syndrome in its personnel.

It might also have been good if the procedures followed could be related to other situations. Unfortunately, the events took place in a pre-Skeffington British situation, and prior to the statutory implementation of all procedures required by the 1968 Planning Act. The example is therefore of limited value.

It must have been good, if not great, if Norman Dennis could have taken one step back from his secretary's

desk and seen the pattern of events with a little more objectivity. There in his large dossier of local intrigue, he had the raw materials for the first ever planning equivalent of "The Honeywood File", the renowned classic of architectural practice. A carefully edited, unselfconscious, flippant, chronological account of letters, replies, memos, meetings and minutes might have been less satisfying to his innate desire for accuracy but would have raised his Association's affairs from the ruck and carried them into the halls of sporting history.

My conclusion must be that Norman Dennis has muffed his main chance by remaining devotedly glued to his subject matter but that in every other way has produced a scholarly, well composed and well presented record.

Roger Dodd.

TOWN AND COUNTRY PLANNING DIVISION

MINISTRY OF WORKS

Government has decided on a substantial increase in the staffing of the Town and Country Planning Division. The responsibilities of the division are expanding rapidly and a wide field of work is being undertaken. Enquiries are invited from those who have the requisite experience and qualifications and a keen interest in one or more of the following activities of the division.

District Planning

The department's seven district offices are responsible for the direct implementation of Government planning policies, for liaison with planning authorities within each district and the provision of advice and assistance to them as required, and for the co-ordination of all Government activity under the town and country planning and associated legislation. Professional qualification, together with previous experience with a local authority and/or consultants preferred.

Regional Planning and Development

The programme of studies relating to many aspects of national development policy is now underway. Specific regional surveys and the examination of major Government development proposals in terms of their regional effects are being accorded high priority. Direct assistance to Regional Development Councils is planned.

The division is also involved in the consideration or regional growth strategies for urban centres in many parts of the country. Regional planners and graduates with experience in social and economic policy formulation, resource allocation, demography, or urban studies are required.

Research

It is hoped to build up the long term research capability of the division. Graduates with qualifications in a field related to town and country planning and with actual research experience are required.

Environmental Service

The division is fully engaged in assisting in the preparation of environmental impact reports relating to Government works proposals, and also maintains a permanent consultant service to Government departments on the environmental treatment of specific works. Architects, engineers, landscape architects and planners with a strongly developed design interest are required as are graduates in the natural sciences.

Statutory Administration

There are increasingly attractive opportunities available both at Head Office and districts in town and country planning administration. A good secondary education, combined with administrative or legal experience, are the basic qualifications required.

Further information is available from The Director, Town and Country Planning Division, Ministry of Works, P.O. Box 12-041, Wellington.

EMPLOYMENT

TUTOR IN TOWN PLANNING

Applications:

Write to the Principal, N.Z. Technical Correspondence Institute, P.O. Box 30-335, Lower Hutt for application form and further information.

The Technical Correspondence Institute wishes to appoint a tutor in Town Planning to teach students enrolled in Technicians' Certification Authority courses, in Valuation and in Real Estate.

QUALIFICATIONS: Professional qualifications are desired, such as a Diploma in Town Planning or MTPI (by exam), together with some years' practical experience in Town Planning.

DUTIES: Include the preparation and revision of lessons and the teaching by correspondence of enrolled students from these lessons.

GRADING AND SALARY: The position is either Grade II or Grade III, with a salary range of \$5,896-\$7,712, or \$7,210-\$8,465 respectively. The commencing salary is within the range according to qualifications and experience.

NORTHLAND REGIONAL PLANNING AUTHORITY

PLANNING OFFICER

Conditions of appointment on application to the undersigned at 17 Rose Street, Whangarei. Telephone Whangarei 82-579.

Applications are invited from suitably qualified Town Planners for the position of Planning Officer on the Authority's Staff.

Duties will include administration of District Planning Schemes, attendance to public enquiries, investigation of subdivisional schemes and building applications in urban and rural areas, the compilation of planning data surveys and district planning as may be directed by the Regional Planning Officer.

The position offers a wide range of experience in all aspects of Town and Country Planning. Salary up to \$6,900 per annum to be negotiated in accordance with qualifications and experience. W. Taylor,
Regional Planning Officer and
Secretary.

COUNTY OF WAITEMATA

ASSISTANT TOWN PLANNER

Conditions of appointment are available from the County Engineer's Office, Greys Avenue, P.O. Box 5440, Auckland I.

Applications are invited for the position of Assistant Town Planner on the staff of the Waitemata County Council.

Applicants should have a recognised examination qualification acceptable to the University of Auckland as a pre-requisite for a Diploma in Town Planning or should have a wide practical experience in town planning administration.

A commencing salary of up to \$5,386 per annum will be offered in accordance with qualifications and experience.

The closing date for applications is Monday, 27 August, 1973.

K. MacLachlan,
County Clerk.

Letter from Amsterdam

G. A. Town

This year, for the first time in its history, the R.T.P.I. held its annual Conference outside the British Isles. On the initiative of the President, a European venue was chosen in order to symbolise Britain's entry to the European community and to help pave the way for the much closer contact there is bound to be in the future with Britain's planning colleagues on the continent. Some 600 planners, politicians, and officials attended. All E.E.C. countries were well represented and there were several delegates from much further afield. Whatever anxieties the R.T.P.I. may have had about its experiment, there can have been none about the choice of city. Amsterdam is a friendly and hospitable place with seven centuries of architectural and planning treasures to be explored and enjoyed. The conference was opened by Prince Klaus of the Netherlands in a speech of compassionate appreciation of the needs of society and the contribution one might expect from planning. The Prince's obvious interest and participation in the proceedings of the conference was also most refreshing to see and we were entirely spared the usual banalities associated with conference openings. A whole day was devoted to a review of the British planning system. This was conducted, with a light touch, by Sir Desmond Heap who was then followed by five 'commentators' —

Mr G.A. Town, B.A.(Manc), Dip P.A. (VUW), (M), Director of the Town and Country Planning Division of the Ministry of Works, has recently inspected planning systems in Australia and Europe.

eminent planners from France, Denmark, Belgium, Germany and the Netherlands, who briefly described their own systems and compared them with that in Britain, generally to the advantage of the latter. Sir Desmond did not confine himself to descriptive details. As this year's President of the Law Society it was perhaps fitting that his first attack was against those who are so ready to meddle with the law and blame it for all the sins that beset planning. The truth, in Sir Desmond's view, was that the 1947 Act had given Britain a much envied and effective planning machinery, and by and large the legislation would be better left alone rather than 'improved'. He considered the deficiencies of planning stemmed not from the inadequacy of the law but from failures in administration and implementation — faults for which both the professional planners and, particularly, the politicians had to answer. Sir Desmond was highly critical of the Planning Advisory Group Report, despite many of the authors being amongst his 'best friends'. Some of the original pressure for setting up the P.A.G. had been a desire to see the delays and inconveniences of the planning process reduced, but the legislative result had been the introduction of a structure plan procedure which had more than doubled the time taken in reaching planning decisions. An interesting example of a committee achieving the opposite of its intentions and one we should perhaps be wary of at this time in New Zealand. Sir Desmond thought there was too much planning going on relative to the number of decisions being made. Planning was a prescription for action, and if it did not lead fairly quickly to a political decision, it was so much time wasted. In many areas of the country the whole development control process is now virtually at a standstill because it has become the habit to withhold approval of almost any proposal because it might conflict with policies which might eventually be included within a

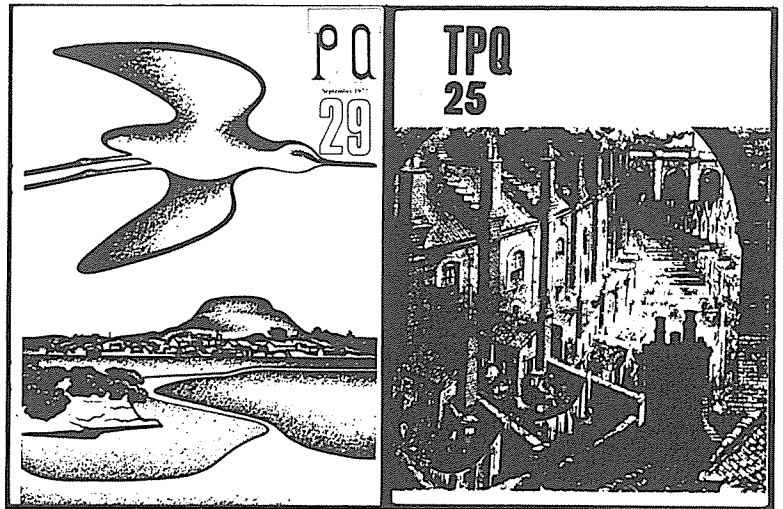
future structure plan. I do not know how widespread this actually is but certainly some delegates told me that councils were advising applicants for planning permission that no decision was possible within six months (due to the lack of a structure plan) and advising the applicant to appeal! Sir Desmond thought this creeping paralysis was not confined to planning but was invading our whole political and administrative process. As an example (and familiar enough to New Zealand), he cited the growing trend for committees, immediately on appointment, to proceed to set up sub-committees which in turn spawned working parties, study groups and planning teams — largely because the original committee refused to do any work. As a result, many years was now accepted as a time scale in which these bureaucratic structures were allowed to produce a report. By way of contrast he reminded the conference of the institution of the New Towns legislation in 1947. Within the space of less than 12 months, Lord Reith's committee was appointed, the entirely novel concept of the development corporation evolved, the complex financial and administrative details of the New Town machinery worked out, draft legislation prepared, a final bill extensively debated and passed through all its stages in Parliament, and the construction of Stevenage actually begun. At the time no one thought this speed was anything very surprising. Nor was a quick job a bad one; when the legislation was reviewed nearly twenty years later very few changes were found necessary. On structure plans, Sir Desmond said he had no quarrel with the planning logic of proceeding from the broad strategy to a detailed plan, but he seriously questioned whether the first stage should be part of a formal process. The G.L.C. enquiry had confirmed his worst fears and already the legislation had had to be drastically amended to reduce the scope of and representation at such enquiries. Similarly, on public

participation he felt that the cost and time involved must be related more closely to the actual benefits achieved. In any case, in his view, excessive public participation was inherently at odds with our democratic system of Government by locally elected representatives. Speakers from the floor however tended to support Sylvia Law who felt that the public's demand for participation could not be ignored, irrespective of Sir Desmond's view of the constitutional proprieties. She saw the value of participation as a means of informing local politicians of the wishes of the community they were elected to serve – not in order to take the decision-making power from them but in the hope that participation would lead to better decisions. One new legislative development that Sir Desmond did welcome unreservedly was the Land Compensation Bill now before Parliament. For the first time this gives statutory recognition to the need to compensate those whose lives and property are affected by noise, dirt, inconvenience, land severance, or visual intrusion as a result of public works being undertaken. Sir Desmond thought it only right and proper that compensation for these ill-effects will, if the Act is passed, become as much a part of the cost of the work as the land acquisition, engineering and other costs involved. Few at the conference had a good word for the impending reform of Local Government in Britain. Sir Desmond disliked seeing the number of planning authorities increased when the reduction to a relatively small number had been one of the great achievements of the 1947 Act. He anticipated serious difficulties in the split into two levels of planning, whilst the towering administrative complications involved in getting the new system off the ground at all would lead to further intolerable delays in reaching planning decisions. As a noted Judge once said: "Reform? Reform? Don't talk to me about Reform; things are bad enough the

way they are!" Whether the continental contributors were overawed by the quiet air of superiority conveyed by their British colleagues, or merely confused at being guests on their own continent, they seemed over-anxious to denigrate their own systems – one of the distinguished speakers finally departing from his text with a cry from the heart: "If the truth be told, my countrymen are utterly averse to any form of planning". One was left wondering how the sensitive preservation of the small-scale character of central Amsterdam and other obvious planning successes in Europe had been achieved at all. Or, for that matter, how the universally admired British system had in that country led to so many environmental disasters. There was considerable discussion of the New Towns – the aspect of post-war planning in Britain that has attracted the widest international interest. David Hall spoke of the continuing relevance of Howard's ideas in that he had always recognised that successful new towns would generate their own dynamic and that the long-term aim should be the development of a cluster of towns – each complementary in function to each other and linked by good communications, but separated by adequate open space to preserve the individual identity of each town and to provide for the recreational needs of the urban populations. Whilst one town would certainly become the primary centre and be somewhat larger than the others, the continual concentration in and expansion of one centre only, with all its attendant problems, would be avoided. Wellington and other New Zealand centres came to mind as beneficial candidates for such a policy, whilst Hall saw Howard's vision finding expression in the New Town of Central Lancashire and in the huge enlargement of the Peterborough towns – the latest moves towards the concept of the Social City. Hall attributed the success of the New Towns primarily to their public

assembly, acquisition and control through the Development Corporation system, and to the large-scale provision of funds from central Government. He felt the local authorities, however strong, could not have done the job as effectively. Some councillors from the New Towns criticised the lack of accountability under the Corporation system and felt this was being perpetuated by transferring the control of the assets of completed New Towns to a Commission based in London. Almost a thousand million pounds have been spent on the New Towns since 1948 – only slightly more than that so far committed to the development of the Concorde. Mr Hall preferred the word 'invested' to 'spent' pointing out that all central Government Finance has been by way of loan, not a grant, and was entirely repayable over a sixty year period out of the increasing assets created in the New Towns. In every case the New Towns had started making substantial repayments of capital and interest within ten years of starting operations. The profit rate of the New Towns averaged 0.6% and whilst this was not high by normal commercial standards, the difference was represented by the vastly improved environment found in such towns compared with the older centres, or with that produced by traditional peripheral expansion. He would like to see the New Town Corporation system applied to the too long neglected and even more difficult problem of replanning and renewing the old cities. Graham Ashworth, Director of the Civic Trust for the North West, gave an illustrated and critical paper on conservation and planning. On the preservation of buildings, he felt that the Department of the Environment was frustrating its own objectives by 'listing' far too many buildings – over 200,000 are now formally recognised, largely as a result of an absurd enthusiasm for any building built during the

Victorian era. It was urgently necessary for planners and architects, and others, to develop suitable criteria against which the worth of a building could be properly assessed, and all buildings to be listed should preferably have some potential for continued use, if necessary in an adapted form. If this were not done, the demand for compensation would be irresistible. The old central station at Manchester was a classic example. Its worthiness for preservation was questionable but it had been listed and ever since as neither British Rail, the owners, nor anyone else could think of or afford to bring about any alternative use, it had become an empty and rapidly deteriorating shell which would very shortly fall down. Many agreed with Mr Ashworth that the emphasis should be less on individual buildings and more on "areas", as it was often the combining groups of buildings, open spaces and enclosures that together determined its special character. Conservation relied on several acts of Parliament (which was itself unfortunate) but the planning legislation remained the most important. Where it failed was in the planners ignorance and lack of appreciation of conservation. In the public's mind planning was still strongly associated with development. Whilst the public wants homes — planning gives them roads and offices; where they want a small-scale, intimate, and homely environment — planning gives them high towers and slab blocks; where they want stability and the retention of what is familiar — planning gives them constant change. Other papers, which there is no space to summarise, included contributions from the Dutch planners on national planning policies relating to the Randstad, and an account of the reclamation and settlement of the Zuidersee Polders. Tours of some of these areas concluded a well-organised and, for a visitor from afar, an interesting and useful programme.



Most back numbers may be obtained by writing to:
 T.P. Q., P.O. Box 8789,
 Symonds St., Auckland 1.

PHYSICAL PLANNERS REPUBLIC OF ZAMBIA

The Commonwealth Fund for Technical Co-operation is at present recruiting two physical planners for the Republic of Zambia, to be attached to the Development Planning Division of the Ministry of Development Planning and National Guidance for a two year term. Address all inquiries to the Secretary of Foreign Affairs, Wellington.

COMMONWEALTH ASSOCIATION OF PLANNERS

The Inaugural Conference of the Commonwealth Association of Planners was held in March, at the India International Centre, New Delhi. Attending were representative delegates and observers from Australia, Bangladesh, Canada, Ghana, Fiji, Hong Kong, India, Kenya, Malaysia, New Zealand, Nigeria, Singapore, Tanzania, United Kingdom and Zambia, in addition to the regional representatives. The hosts were the Institute of Town Planners, India.

CAP was formed in October 1971, when, in pursuance of a resolution passed at a Conference of Common-

wealth Planners held in London, 1970, the Interim Executive Committee found that a sufficient number of institutes, societies and groups of planners had signified their intention to join.

Apart from domestic business, the subjects discussed were professional practice, planning education, the role of planning in the machinery of government, and planning in developing countries.

Mr. Arthur Ling was re-elected President of the Association and B.J. Opie was elected to the executive committee as the representative of the S.W. Pacific.

INSTITUTE AFFAIRS



Election of Officers

The following were recently elected to the Committee of the Institute for the year 1973-74:

President: K. G. Dobbie

Vice President: F. W. Norton.

Councillors:

F.J.G. Bergman R.J.P. Davies

O.A. Evans M.E. Jones

K. Nairn W.D. Ross

W.T. Williams M.M.B. Latham (ex officio)

Membership

The following were recently elected to membership:

G.L. Dickson, BE, DipTP(Auck), MNZIE.

W.D. Pringle, BE(Cant), DipTP(Auck), MNZIE.

A. Smith, BA(Hons) (T&CP) (Newcastle-upon-Tyne).

New Student Members

J.R. Minnery, B.Sc(Cant), DipTP (Witwatersrand).

Recent Movements

B.D. Bang, MA(Massey), MRAPI, (M), from Planning Assistant, Palmerston North City Council to Dunedin City Council.

D.M.L. Francombe, DipTP(Auck), (M), to Government Town Planner, Ministry of Local Government and Lands, Botswana.

P. Crawford, B.Sc, MA(Cant), M.Sc (Massey), MRAPI, (M), from Planning Officer, Palmerston North City Council to Taupo County.

R. McDodd, M Arch, DipTP(Auck), from Auckland City Council to Site Development Officer, University of Otago.

B. Dudson, B Arch(Auck), M Arch, MCP (Penn), ANZIA, from Planning Officer, Auckland City Council, to private practice, Auckland.

K.P. McCracken, BA(Cant), (S), from Davie, Lovell-Smith & Partners Christchurch, to Greater London Council.

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

R.G. Stroud, DipTP(Auck), MNZIS (M), from Kalmac Property Consultants, to Associate, Gabites, Alington & Edmondson, Planning Consultants, Wellington.

A.L. Withy, DipTP(Auck), MNZIS, (M), from South Australia State Planning Authority to Murray-North & Partners, Auckland.

NEW ZEALAND PLANNING INSTITUTE Professional Cards

These notices are inserted for the general information and guidance of the public. The consultant firms listed have one or more Members of the New Zealand Planning Institute amongst their partners.

James Beard & Co.,
P.O. Box 5070,
Wellington.

Alex Bowman,
320 Trafalgar Square,
Nelson.

John Watson Cox,
41 Ngaio Road,
Kelburn,
Wellington.

Curtis & Simmons,
10 Takutai Avenue,
Bucklands Beach, and
152 Hobson Street,
Auckland 1.

Davie, Lovell-Smith & Partn
P.O. Box 679,
Christchurch.

Davie, Lovell-Smith & Partners,
P.O. Box 679,
Christchurch.

Russell Dickson,
17 Peter Terrace,
Auckland 9.

**Fraser, Thomas, Gunman,
Shaw & Partners,**
152 Kolmar Road, Auckland, and
P.O. Box 17, Kaikohe.

Gabites, Alington, & Edmondson,
P.O. Box 5136,
Wellington.

**Jelicich, Austin, Smith,
Mercep & Davies,**
P.O. Box 6648,
Auckland 1.

Kingston Reynolds, Thom & Allardice,
44 Wakefield Street,
Auckland 1.

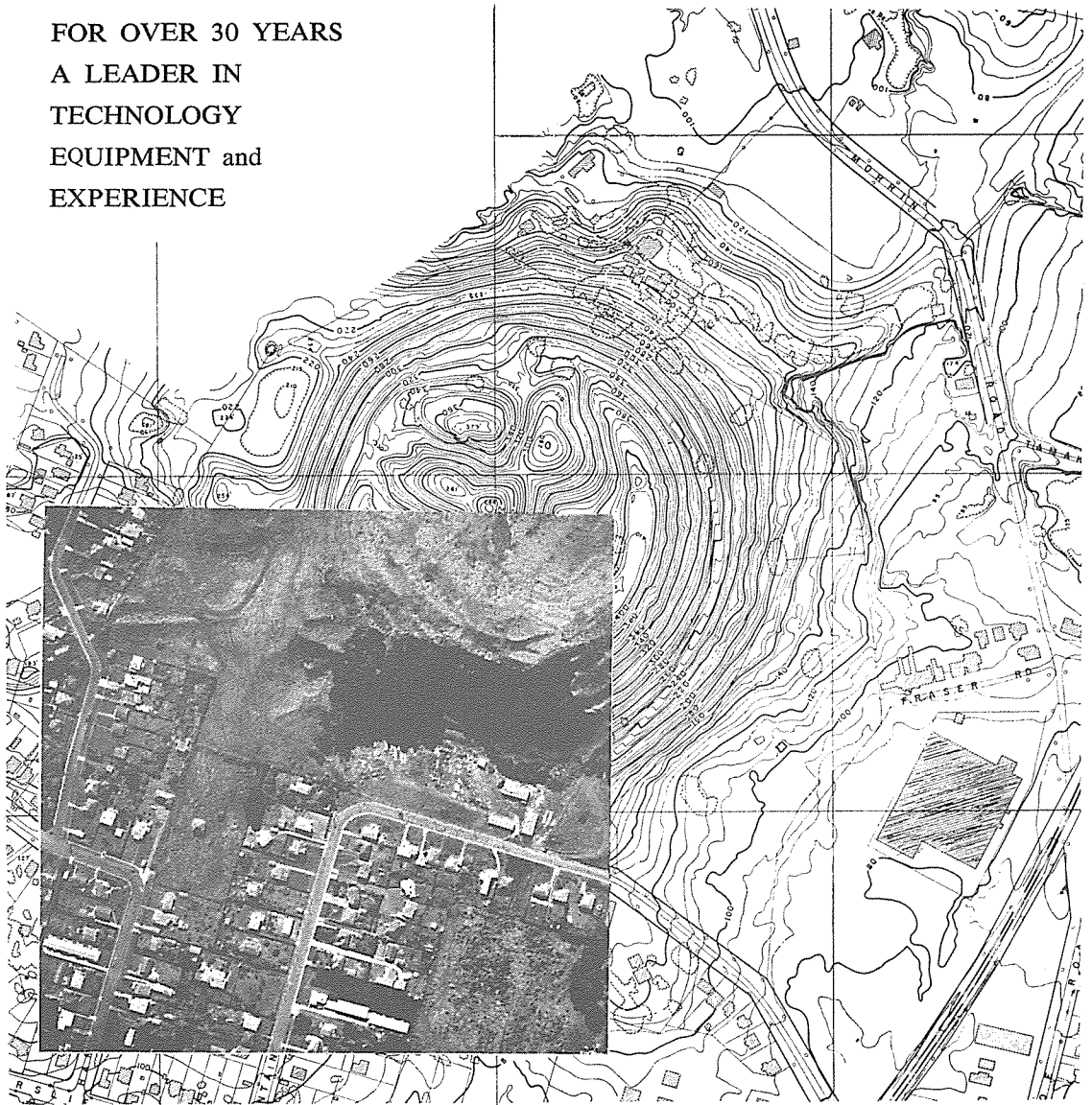
Murray-North Partners,
Murray-North House, 9 Gore Street,
Auckland 1. and
P.O. Box 9041, Hamilton.

Earnest N. New & Associates,
P.O. Box 93,
Invercargill.

Maurice B. Patience,
P.O. Box 3548,
Wellington.

Porter & Martin,
P.O. Box 5029,
Wellington.

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— from the lowest, to the highest of
first order specification

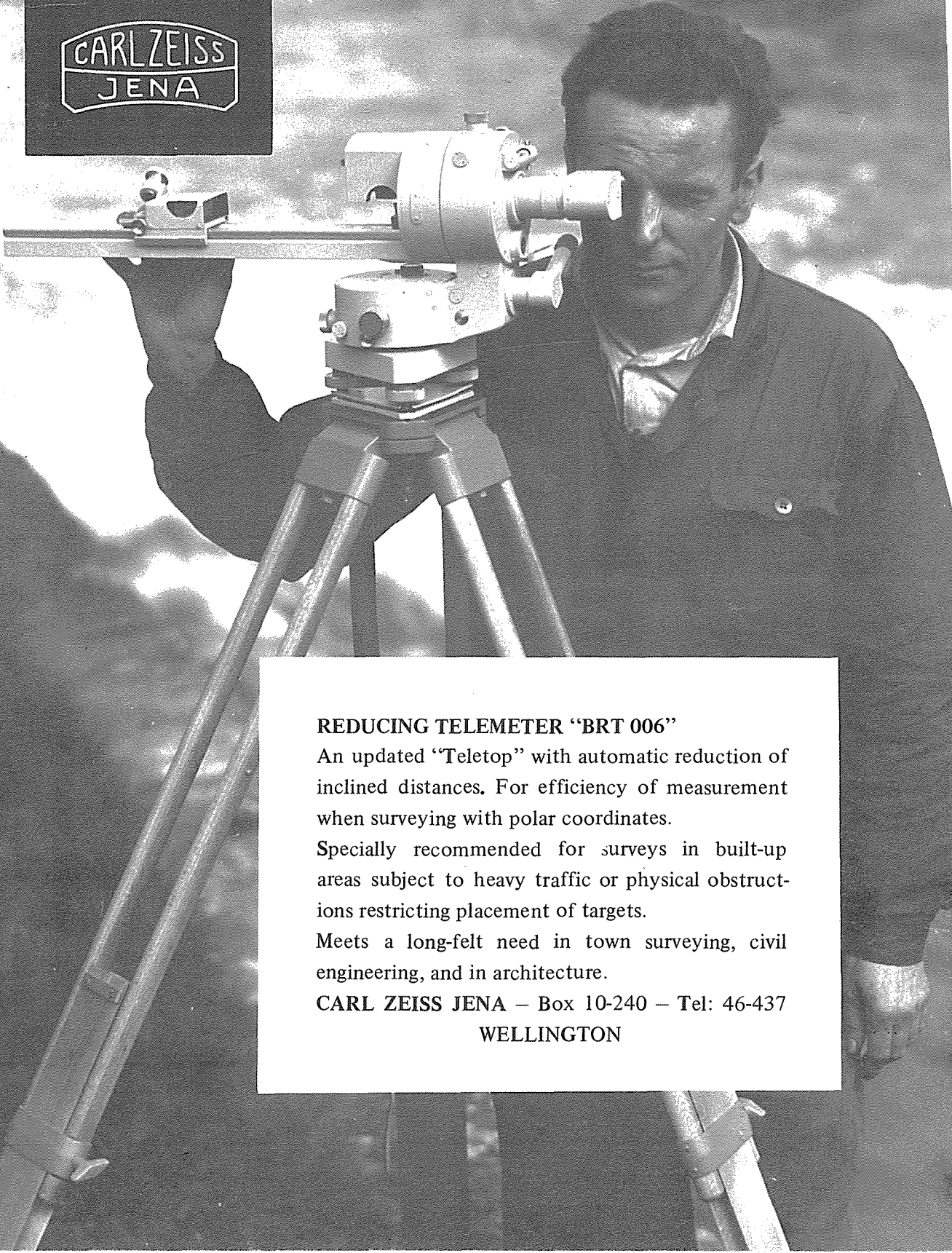
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