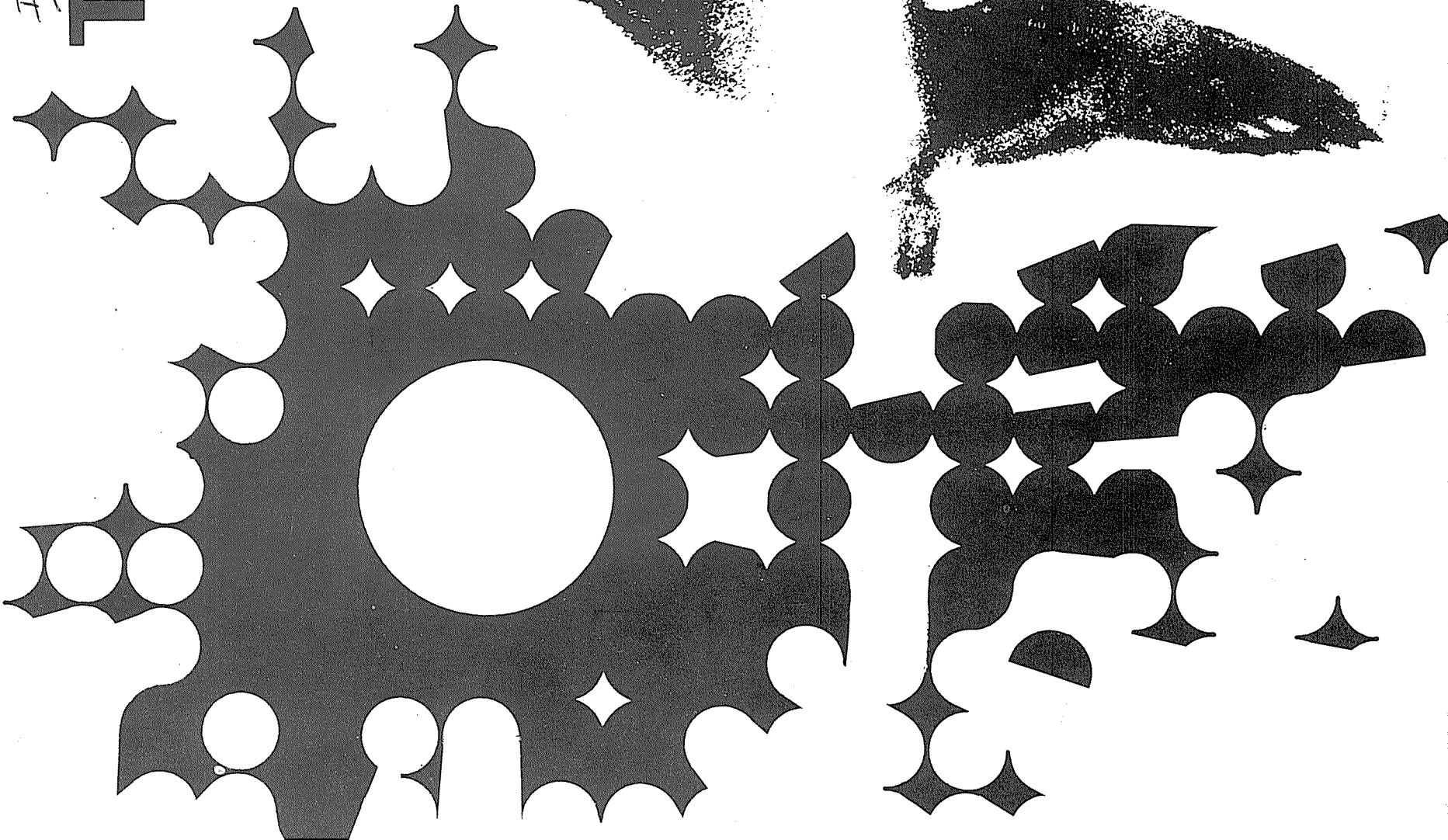
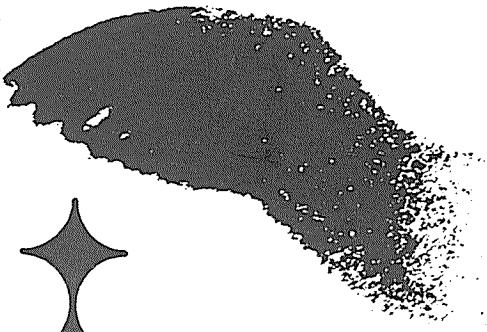
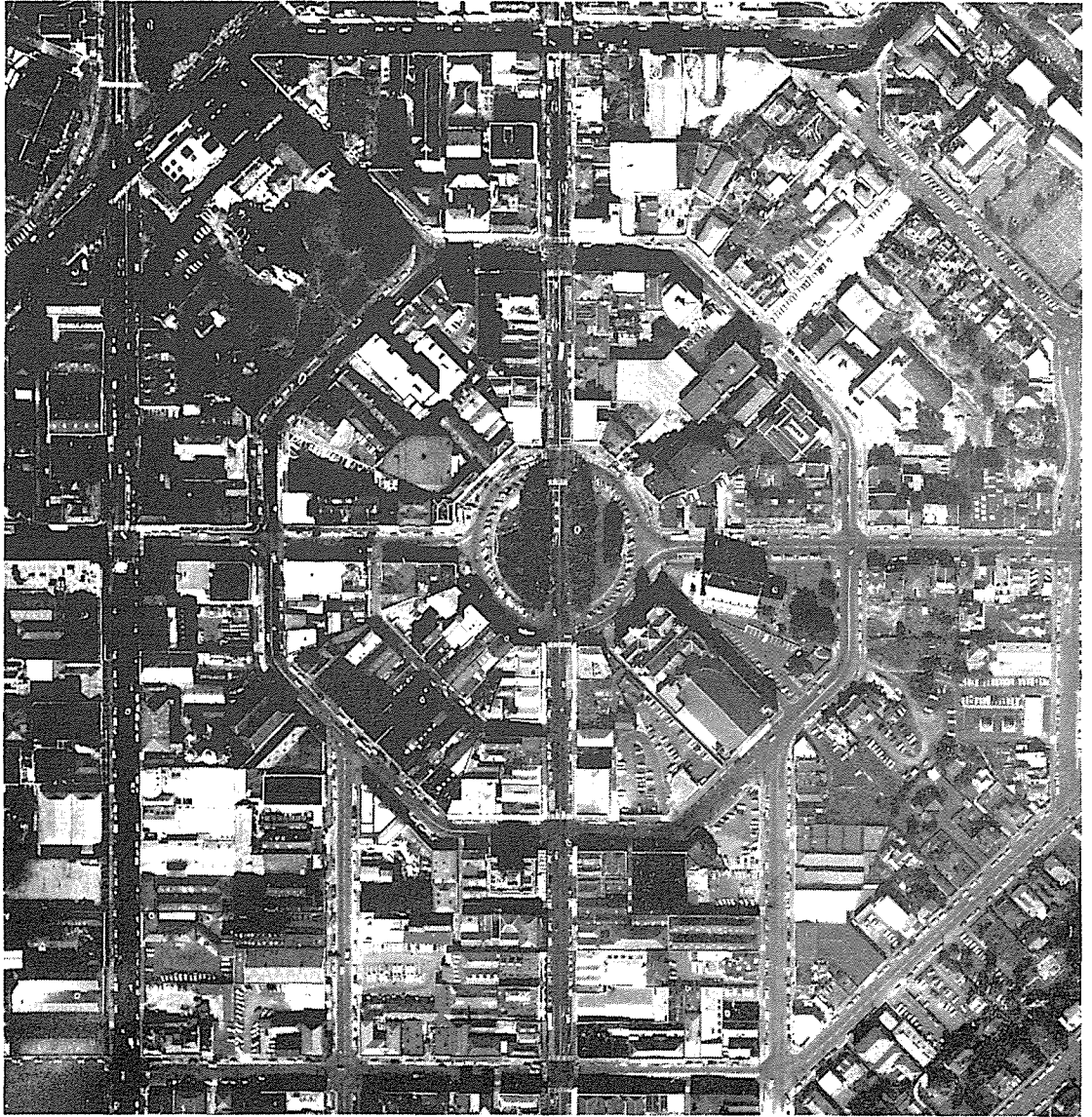


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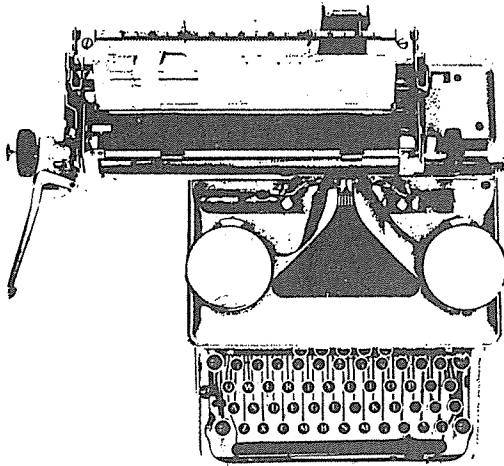
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EDITORIAL

NEW TOWNS FOR OLD PROBLEMS

Two decisions important to the world of planning was recently announced by the Government. The first, made by the Minister of Works and Development, appears in full in this issue. Mr Watt told a meeting of local authorities in Canterbury that it is the Government's intention to build a new town some 25 kilometres south-west of Christchurch on a 4,000 hectare site to accomodate some 50,000 to 80,000 people. The second decision was the Cabinet's approval of the formation of a housing corporation to bring all the Government's major housing activities under one management. The nucleus of the new corporation will be made up of the urban division of the State Advances Corporation, the housing division of the Ministry of Works and Development, and the pensioner housing section of the Department of Health. This is a reform that has been pressing for a long time. The subject was most recently explored by the Commission of Inquiry into Housing in New Zealand and its findings, published in 1971, must have been of considerable help in resolving any doubts that may have lingered concerning the need for change.

Especially welcome is the prospect of at last bridging the chasm that has existed between the construction and the administrative agencies of public housing activity. The Housing Division has had little incentive to improve its products because of its isolation from its consumers. The State Advances Corporation, on the other hand has never seen its responsibility as extending beyond housing allocation and rent collection. Small wonder that the gap between the kind of housing that has been supplied and that which has been sought has steadily widened.

The previous Government, with twelve continuous years of office to sustain it, in pursuit of a policy never explicitly stated, ensured that public housing declined from an annual 11% to an annual 7% as a percentage of the total houses and flats built during each of those years. By comparison, ten years before that again, the public sector was responsible for 27% of such units built. As we had occasion to note in these columns in 1971 (TPQ 24), this was during a time when the need for rental housing has increased rather than otherwise, and when such accommodation has failed to attract private investment of any consequence.

The present, Labour Government now settling into the second year of its first term of office, is not only demonstrating the new broom qualities sought of it, but is also giving every sign of going about tackling the housing task in a systematic and determined way. More important for the first time for many years, dwelling units seem likely to be treated in qualitative terms first and only secondarily as a statistic to be bandied from one side of the House to the other during one of its periodic and scintillating 'yes, we did; no, you didn't' sessions.

The vital next step will be the discovery and appointment of the persons who will be capable of leading the new organisations and of exploiting to the full the new opportunities that seem likely to be offered.

However, it is the new town announcement that is likely to arouse the more immediate interest of planners and, certainly, it is a topic upon which they should be most competent to speak. Schaffer, in his book, "The New Town Story", which first appeared in 1970, noted that the British Department of the Environment's bibliography on new towns consisted of over 2,000 items. It has certainly been a favourite theme in British planning journals for many years. Most of the writing has been laudatory and never has there been any systematic analysis of the extent to which the objectives sought by an active new town policy have been successful. David Eversley, in a recent review of, "The Containment of Urban England" by Peter Hall and Others, commented that, "these planned settlements account for only a minute part of the total growth (of Britain), and though they may be show pieces, their contribution to the total containment process is probably minimal and socially they have not assisted those most in housing need". The reasons for Rolleston are, of course, somewhat different and perhaps we should look more to the Australian experience with (say) Elizabeth or Green Valley. The first is 27 kilometres from Adelaide and the second, 37 kilometres from Sydney. Elizabeth, from a standing start in 1950, reached a population of 60,000 in 20 years and is still growing. Green Valley reached its planned target of 30,000 in six years from 1960 and remains at that figure. Hugh Stretton's, "Ideas for Australian Cities" (1970) is a good introduction to the subject albeit written in general terms and for a wide audience. But first, we need to be clear as to why we are doing what we are doing. The Minister says that Rolleston is intended to solve the local planning problems related to the preservation of high-quality soils from urban growth peripheral to Christchurch; to protect the airport; to avoid the uneconomic extension of utility services and the dangers of congestion in the central city; and to combat the high price of residential land in the Christchurch area to the extent that it is due to the shortage of land for such purposes. This is not the place to analyse such objectives at length, but merely to take the last point, the shortage of land is, itself, the result of a planning decision, not an accident of topography. Or, to take the first, what is so marvellous about the soils that immediately surround Christchurch that they warrant a national investment of many millions of dollars? Alternatively, if the soils are so valuable, what is the matter with the planning process in the Christchurch region that they cannot be protected in a less grandiose way?

Then there is the stated greater national goal of bringing about a more even distribution of population growth. By that, of course, is meant doing something about the fact that the larger South Island has now a mere 28% of the total population. But Christchurch already dominates the South Island, to the extent of accommodating 37% of its total population, to a greater degree than even Auckland with its 34% dominates the North. As any businessman knows, growth begets growth, and major new investment in Christchurch may well have unanticipated consequences of an unwanted kind for other South Island centres.

The chance to participate in the building of a major new town is one that all members of the design professions would welcome. Innovations could be tested; new standards could be established and worked to; a self-contained urban environment could be created that would seek to anticipate the needs of the last generation of this century and the first of the next; experiments could be attempted in the field of urban land economics and new social communities could be encouraged. But the Minister's, and the Government's, advisors will have to do better than merely trot out the old war horses to stagger yet again around the well-worn course.

Anon. was responsible for defining a region as being that area bigger than the last one for whose problems we could find no planning solutions. It would be sad, indeed, if our first real new town should prove to be an exercise in avoiding rather than solving the planning problems that confront us.

—J.R. Dart.

Derek Hall, LLB(NZ), DipTP (Hons) (Auck), (M), is a Senior Lecturer in Town Planning at the University of Auckland.

CASEBOOK

1

D. R. Hall

The Rights to Object to Scheme Changes

The decision of the Number One Town and Country Planning Appeal Board in **Nops v. Whangarei County Council**, given on 16 July 1973, attracted some attention, if not consternation, amongst professionals and in the press. The case concerned a 700 section subdivision at Laing's Beach, Northland, which a proposed scheme change would have authorised. The Board disallowed the appeal against the scheme change because the property of Mr Nops, the only objector, could not be said to be affected, but went on to make it clear that if there had been a proper objector, the appeal would have been allowed. The scheme change and the development is likely to go ahead only because of the lack of objectors. The Board was powerless to give effect to its view of the proposal.

The proposal could have been the subject of objections and appeals by, amongst others:

- (1) Owners and occupiers of land affected by the proposal.
- (2) The Minister of Works.
- (3) Adjacent local authorities, for example, Otamatea County.
- (4) The Northland Regional Planning Authority.
- (5) "Every organisation or society of

persons . . . associated for any purpose of public benefit or utility . . .", that is public interest or action groups and societies, and the like.

In its wisdom, the Act allows individuals to object only if they are owners or occupiers affected. But altogether, it can hardly be said that the Act is deficient in providing for rights of objection and appeal in these circumstances.

Those mentioned in (2) and (4) above, would have been sent notice of this change. Those mentioned in (1) and (5) would have to find out about the change from the newspaper advertisement publicly notifying the change. Possibly, owners and occupiers of property apparently affected should have to be sent notices, if that was administratively practicable, but by and large the provisions of the Act seem to be reasonable.

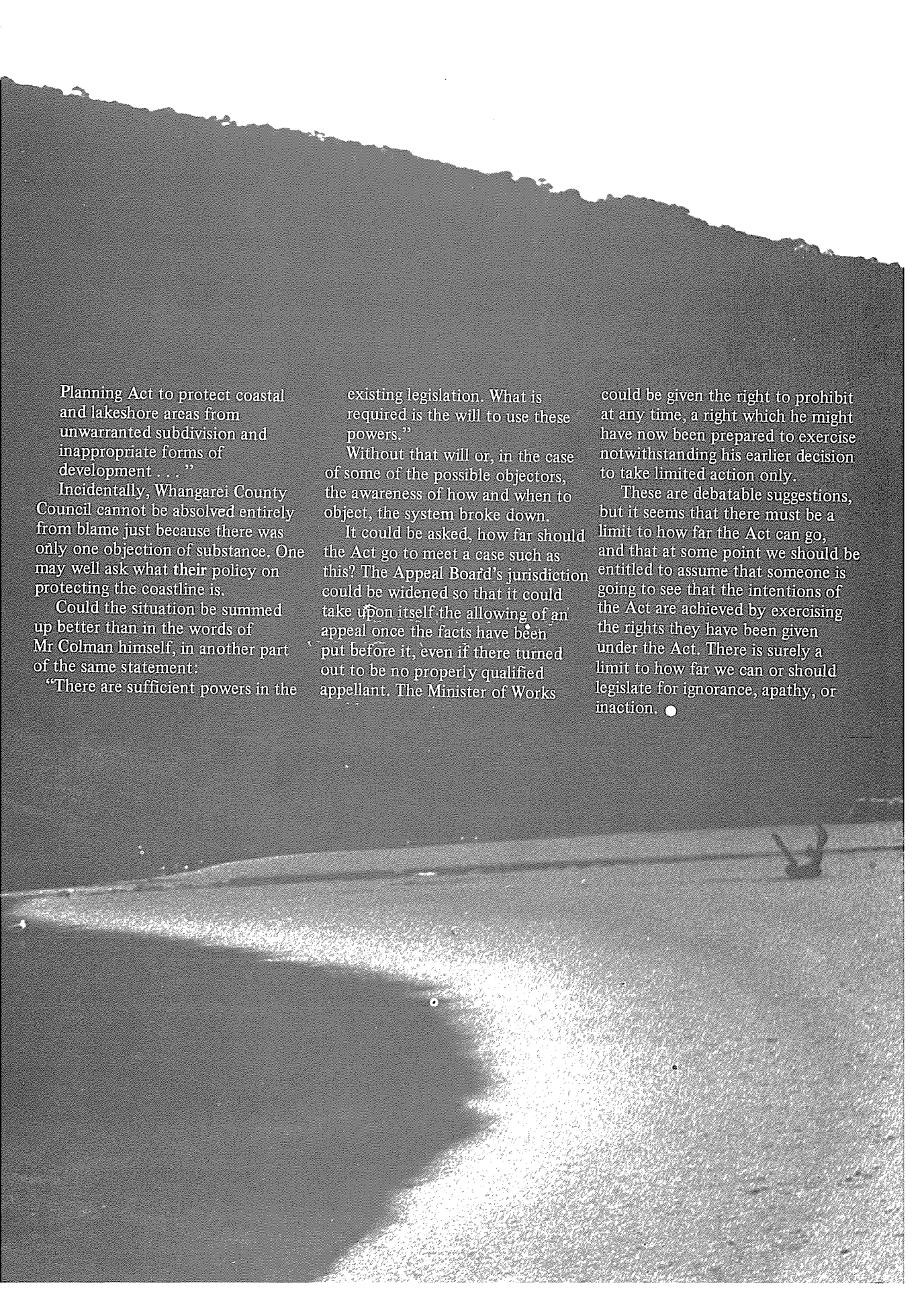
Two objections were lodged to the proposal change, one by the Minister of Works and one by Mr Nops. The Minister's objection was limited to certain details of the development proposals, and his objection was allowed. Mr Nops' objection was disallowed and he appealed. He claimed to be a member of group (1) above, but the Appeal Board held that as a matter

of fact his property was not affected by the proposed change, and he therefore had no right to object or appeal. As there were no other appellants, that was the end of the case, legally.

The Deputy Regional Planning Officer of the Northland Regional Planning Authority appeared at Mr Nops' appeal and gave evidence. Some owners of land at Lang's Beach, who may well have had the right to object and appeal, also appeared at Mr Nops' appeal. A member of the Environmental Council gave evidence for Mr Nops.

It would be very interesting to hear the Northland Regional Planning Authority explain why they did not object, and the Minister of Works explain why he objected only in respect of minor aspects of the proposal. They would need to explain either why their original assessment of the scheme was different from the Appeal Board's or why they did not then object accordingly. The Minister of Works may be hard put to explain his inaction in the latter event, in view of the policy announced by Mr Colman, the acting Minister of Works and Development earlier this year:

"The Government will use the full powers of the Town and Country



Planning Act to protect coastal and lakeshore areas from unwarranted subdivision and inappropriate forms of development . . . ”

Incidentally, Whangarei County Council cannot be absolved entirely from blame just because there was only one objection of substance. One may well ask what their policy on protecting the coastline is.

Could the situation be summed up better than in the words of Mr Colman himself, in another part of the same statement:

“There are sufficient powers in the

existing legislation. What is required is the will to use these powers.”

Without that will or, in the case of some of the possible objectors, the awareness of how and when to object, the system broke down.

It could be asked, how far should the Act go to meet a case such as this? The Appeal Board's jurisdiction could be widened so that it could take upon itself the allowing of an appeal once the facts have been put before it, even if there turned out to be no properly qualified appellant. The Minister of Works

could be given the right to prohibit at any time, a right which he might have now been prepared to exercise notwithstanding his earlier decision to take limited action only.

These are debatable suggestions, but it seems that there must be a limit to how far the Act can go, and that at some point we should be entitled to assume that someone is going to see that the intentions of the Act are achieved by exercising the rights they have been given under the Act. There is surely a limit to how far we can or should legislate for ignorance, apathy, or inaction. ●

CASEBOOK

2

D.R. Hall

Proposed District Schemes – Relationship of Sections 35, 38 and 38A.

Development to be undertaken when a district scheme is at the proposed stage could require a consent under s.38A or at least a confirmation under the procedures of that section that there will be no detracton from the amenities from any change of use; it could be the subject of a prohibition or refusal of consent under s.38; and it could be made the subject of an application under s.35. What is the relationship between these provisions?

It seems clear enough now that a Council wishes to protect its proposed scheme, or the Appeal Board on appeal thinks that the proposed scheme should be protected, consent maybe refused or a prohibition upheld under ss.38 or 38A, leaving the applicant to seek a departure under s.35 if he wishes. But a matter of doubt is whether or not a developer must ipso facto apply under s.35 because his development contravenes a proposed scheme.

New Zealand Institute of Agricultural Science v Papanua County (1969). NZLR 653; (1968) 3 NZTCPA 165 (Perry J.), made it clear that a Council with a proposed district scheme must consider the position under both ss.38 and 38A before

issuing a building permit. In respect of s.38 a Council “must at least consider this statutory provision.” The Council “... should be conscious of its powers (if not its duties) under s.38 to refuse a permit because the building proposed is a detrimental work... Next, it must be conscious of its powers and ultimate duties under s.38A.” It was not decided, though, what Council’s position would be if it did issue a permit for development that was contrary to the proposed scheme or contravened s.38A. In **Associated Builders v Manukau City** (1970) 3 NZTCPA 243 an Appeal Board under the chairmanship of Luxford SM, after referring to the NZIAS decision, thought that “consideration of s.38A does not arise unless and until an application for consent to a change of use has been made.”

A month later, Mr Luxford’s Board had to consider a similar problem again in **Plumley v Manukau City** (1970) 3 NZTCPA 235. The Board considered that ss. 38 and 38A were complementary, s.38A protecting existing amenities which are not included in the amenities referred

to in s.38(1)(b). Also, that s.38 provides a basis for refusing consent under s.38A. As an aside, the Board said:

“So far as the Board is aware, the significance of the inclusion of “proposed district schemes” in s.35, has not been the subject-matter of judicial comment. It is inconceivable that the Legislature intended when s.38A was enacted, that an owner or occupier of land would be able to change the use of the land for purposes which would contravene the provisions of the relevant proposed district scheme, merely because the proposed change would not materially detract from the amenities of the neighbourhood, without complying with the stringent provisions of s.35.”

With respect, though, one searches in vain for any statutory provision which confirms that this is the case. **Henderson Businessmen’s Association Incorporated v. Waitemata County** (1971) NZLR 259; 3 NZTCPA 282 (Henry J.), held that a matter may be dealt with under s.38A, without the necessity of a s.35 application, where the proposal did not contravene

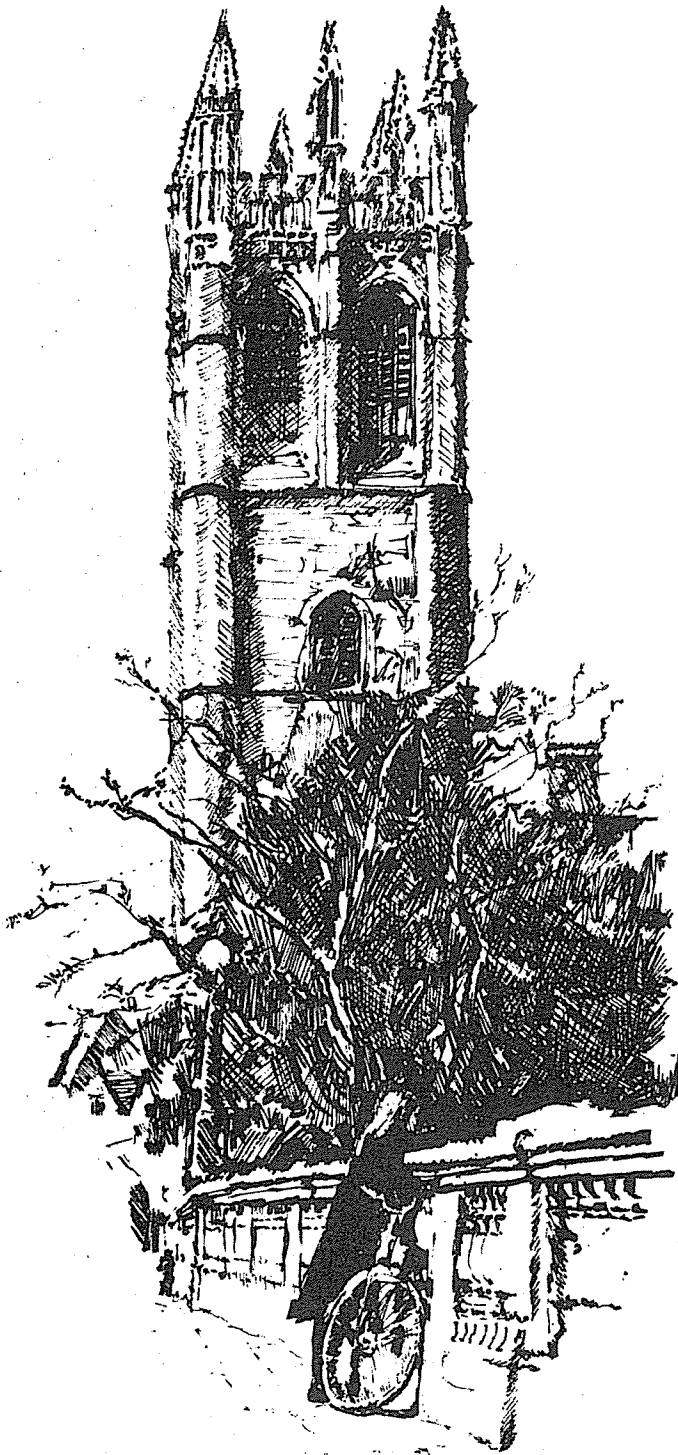
the proposed scheme, notwithstanding that objections had been lodged against relevant parts of the scheme. "Section 35 clearly deals with exceptions from a presently existing state of a scheme. The application . . . is in accordance with and not an exception to the provisions of the Council's present scheme so it does not come within s.35". In allowing a s.38A appeal enabling a use non-conforming under the proposed scheme to be established in **Goods Service Station Ltd v. Manukau City Council** (1972) 4 NZTPA 209, an Appeal Board under Turner SM pointed out firstly that consent is only required under s.38A if there is or likely to be detracting from the amenities of the neighbourhood. Then, after referring to the exercise of a discretion according to town planning principles said (at p.212): "Because every application for consent to a departure is subject to the limitations imposed by subs. (2) and (7) of s.35, the Board rejects the appellant's contention that the applicant was required to establish the same case as he would have to establish to obtain consent to depart from the provisions of the scheme. But where consent is sought to a change of use in any case where there is a proposed district scheme, the town planning principles to be applied should be those incorporated in the scheme, unless they are demonstrated to be inadequate in a particular case."

Notice, by the way, that between the deciding of this case and those previously mentioned, subs.(2A) and (3A) had been added to s.38A. As confirmed by **Smith v. Rangiora Borough Council** (infra), it is no longer necessary to expressly invoke s.38 when refusing a consent under s.38A because the proposal contravenes the proposed scheme, as suggested in Plumley's case. In **C. Lund and Son Ltd. v. Timaru City Council** (1973) 4 NZTPA 430 an Appeal Board with Treadwell S: M.

Chairman disallowed a s.38A appeal because what the appellant was seeking to do involved, in effect, being expected from a provision of the proposed district scheme and the proper course was therefore said to be to apply under s.35 and not under s.38A. The arguments on pages 431 and 432 of the report should be referred to. Finally in **Smith v. Rangiora Borough Council**, Supreme Court (Administrative Division), Wellington, 30 August, 11 September 1973. Wild C.J., a s.38A consent had been granted by Council and confirmed by the Appeal Board which included a condition that appellant obtain consent under s.35 of the Act to a specified departure in respect of certain proposed uses non-conforming under the proposed district scheme. The Court held that in view of the fact that the proposed use was not permitted under the proposed district scheme the requirement was an appropriate condition, and under s. 38A (6) it was in law competent for Council to impose it. It is interesting to notice that the Court considered the requirement a condition that Council could impose, and not one that it must as a matter of law impose, — the view the Appeal Board concerned adopted. (Decisions pp. 9862-3). Incidentally, in an unreported decision of a Board under Mr Turner's Chairmanship, **Minister of Works v. Taumaranui County Council** (12, 13 July, 4 September, 1973, Decisions p. A361 at A366) it was suggested that in view of s. 38A (4) it might be important for an applicant to obtain consent under s.38A as well as under s.35. But if an applicant is not interested in obtaining existing use rights as well as the grant of an exception, or is not interested in applying under both sections in case one application is refused, an application under s.35 alone should be sufficient — from a practical point of view for he could not be prosecuted for an offence. However, it is not entirely beyond doubt at present

that, for some purposes, such action might still be illegal if there is a detriment to the amenities. Therefore, as stated at the beginning, if a Council wishes to protect its proposed scheme, or the Appeal Board on appeal thinks that the proposed scheme should be protected, consent may be refused or a prohibition upheld under ss.38 or 38A, leaving the applicant to seek a departure under s.35 if he wishes. But there still remains the question of whether a developer must *ipso facto* apply under s.35 because his development contravenes a proposed scheme. It is respectfully submitted that, following **Smith Goods Service Station** is to be preferred to **Lund**. Whilst the latter decision was no doubt fully justified on the facts, to lay down a firm requirement that a departure must be applied for seems to be eliminating any distinction between a proposed and an operative scheme. The essential differences are, firstly, that whilst under s.33 a Council must enforce its operative scheme, under ss.38 and 38A it has a **discretion** whether to enforce it or not. Secondly, it is no offence for a developer or property owner to contravene a proposed scheme and nor would he thereby lose existing use rights unless he also fails to comply with s.38A. Looking at it from the developer's point of view, the Act appears to give him the options of applying under s.38A and obtaining existing use rights, of applying under s.35 and obtaining specified departure rights, or of applying under both sections. What is there in the legislation to say that the first of these rights should be denied him, and that a Council should not be given the opportunity of exercising its discretion under ss.38 and 38A and of allowing the development to proceed without a s.35 application? Section 35 will still be useful where ss.38 and 38A consents are refused; or where the applicant prefers to use s.35, or both ss.38A and 35. ●

LETTER FROM BRITAIN



LOCAL GOVERNMENT REORGANISATION AND PLANNING IN GREAT BRITAIN

Conway Stewart

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As everybody must know by now, local government in Great Britain is in the process of being reorganised. In spite of the gloomy forecasts and opposition from the jeremiahs (who of course are pooh-poohed by the optimists) the details of the new scheme of things are gradually being sculpted from the rough casting provided by the 1972 Local Government Act. The changeover is to take place in April 1974.

Until now, counties and county boroughs have been the planning authorities. Certain planning functions, such as the control of some forms of development, have been delegated to a select few of the urban and rural district councils, but overall control has remained with the planning authorities.

In a country as densely populated as Britain, the centralised planning control of large areas of land and

large numbers of people, from a county hall which is often not very accessible, has been seen by some people as the antithesis of local government. This has precipitated the planned reorganisation. The problem is not so great in county boroughs of course, and so the reorganisation axe has been wielded most vigorously in the counties. The result is that there will be a new division of responsibilities which will tend to increase the distribution, servicing, and local construction role of the districts. The counties will of course remain in existence and will retain control of matters having county-wide significance such as police, education, major roads, refuse disposal, social services, and so on. This is not a true two-tier system since many of the functions of the districts are not subject to any sort of county control, financial or otherwise.

In giving districts more responsibility, the government has also drastically changed their boundaries. It has been assumed that 100,000 population is the "optimum" size for local government at district level. The boundaries have been redrawn therefore to create as far as possible, new urban and rural districts having populations of this size. This is a fair generalisation although of course other considerations were also taken into account.

The new districts are to be planning authorities also. They will have responsibility for the control of development as well as for the preparation of local plans. The counties will retain control of, and responsibility for, structure plans, and for certain development control matters which are considered to be of country-wide significance. In this sense the county boroughs will lose out because their present urban structure planning responsibility will be taken over by the counties. There are no prizes for the readers who can see a close similarity to the New Zealand regional planning/district planning hierarchy in the new

British proposals. If this, after 26 years of planning experience in Great Britain, is considered to be the best system that can be devised at present, we can spare a congratulatory thought for the draughtsmen of our 1953 Act, while accepting that different problems require different solutions.

The overall effect on planning in Britain caused by the reorganisation of local government remains a matter of debate. It is likely that the districts will grasp much of the initiative for development planning as well as for development control, even though the exact distribution of responsibilities is supposed to be a matter of negotiation. It is thought by some people that the counties will increasingly become toothless tigers, even if they have an operative structure plan — which none do as yet. These people consider that the structure plan is a largely irrelevant exercise which will suffocate in its own technique within five years and will be removed from the statute books within ten.

Justification for this belief is seen in the present relationship between the local planning authorities (counties and county boroughs) and the sub-regional planning units. The sub-regional units are supposed to supply the guidelines (e.g. forecasts of population, employment, migration etc) around which the planning authorities can construct their plans. In fact however, these sub-regional "control" totals are strictly adhered to only where it suits the purpose of the planning authorities to do so.

The fear has been expressed that this may happen as between the districts and the counties.

On the other hand, structure plans are, and will remain, statutory planning documents. That is, they require the approval of the Minister. The local plans which will be prepared by the districts do not require Ministerial approval. They are policy documents which must conform to the provisions of the structure plan for the area. They may not be officially adopted by the district until the structure plan for the area has been approved. Thus, the initiative in theory remains with the county. Districts will undoubtedly try to implement the policies of draft local plans, however, even in the absence of a structure plan.

The effect on planning staff of local government reorganisation is easier to predict. Since most districts seem likely to appoint chief planning officers at a salary of around £6,000, who will then require deputies, senior officers, and assistants, the career prospects of qualified planners suddenly look very rosy. It is obvious that there will be a mass migration of county staff to the districts, but equally obvious that those who stay, if they can bear the birthpains of the "new" counties will have good prospects of rapid promotion. It is rather ironic that this change, which was not desired or sought by the majority of planners will, in the event, provide such a financial fillup to the profession. Who knows, it might even result in better planning. ●





A New Town for Christchurch

Hon. Hugh Watt, Minister of Works and Development

The following is a speech delivered to local authorities by the Minister of Works & Development, Hugh Watt on the 29th November 1973 outlining the government proposal to establish a major new town 16 miles from Christchurch.

I have some Government proposals to announce that are important to Christchurch, to Canterbury, and to all of you here and to the people you represent. I believe they will attract your interest and support and I would like to discuss them with you before they are made public. In the last year several matters relating to planning and development in Canterbury have given me, as Minister of Works and Development and my Government, a good deal of concern.

For many years the Regional Planning Authority and the Local Bodies have done an excellent job in providing for the expansion of Christchurch within a well-defined and logical "Urban Fence". Generally, this policy has been supported, and uncontrolled growth in all directions has been prevented, although planning and development will always bring problems and criticism from some sections of the community. But it has been obvious for some time that strong pressures are being exerted beyond the Regional Planning Authority's area. With few physical barriers to expansion there is a real risk of haphazard and unco-ordinated growth. Threats to high-quality soils, to the airport, to the planning and economic provision of communications, water supply, and sewerage and power services, are all apparent. Unless alternative employment centres are created there is a danger of congestion at the centre of Christchurch.

All these matters demand a regional policy, and firm regional and local body control to protect the implement such a policy. For this reason I have consistently urged you to set up a wider-based authority to undertake this task. For this reason, also, when it became clear early this year that you did not intend to act yourselves I felt compelled to make a formal recommendation under the Town and Country Planning Act.

Your response to my initiative at that time was disappointing but I understand that, following recent discussions here, there is a wider measure of agreement than before. This is encouraging because I would be reluctant to gazette the larger planning region which is badly needed if I thought that some members (or prospective members) were not prepared to support its work — or worse, were determined that it should not work.

Another source of concern — particularly to my colleague, the Minister of Housing — has been the rapid escalation of prices for residential land in the Christchurch area. How much this is due to a shortage of land suitable and available for housing, and how much it is due to other factors is debatable. What cannot be disputed is that ordinary people are finding it almost impossible to find sections at a price within their means.

The situation is worsening daily and a land crisis will occur unless action is taken immediately to ensure a continuing and regulated supply of urban land in the

right place and at a reasonable price. **The Government is not prepared to let the situation drift any longer.**

A third concern is that the population of the South Island has not increased to the same extent as in the North. The Government is pledged to bring about a more even distribution of population growth. The economic forces leading to a concentration of population in the Auckland Region are very strong. If current trends are to be reversed to any significant extent, a larger number of new employment opportunities must be created in the South Island.

Christchurch is the South Island Centre most capable of competing directly with Auckland. You have the labour force, the market, and the services to attract further manufacturing and commercial activity on a large scale. You can also offer a wide range of educational, cultural and recreational opportunities — in a very pleasant environment — to attract people. The Government feels that some deliberate stimulation of Canterbury and Christchurch — provided it goes hand in hand with sound regional and local planning — would benefit other centres throughout the South Island and be a positive step towards implementing our National Development Policy.

To help meet all these needs the Government proposes to initiate the establishment of a major new town between Rolleston and Springton extending south-westwards to the Selwyn River. Over 10,000 acres will be acquired by the Government and notices of intention to take land under the provisions of the Public Works Act have already been posted to some 200 lessees and owners.

I believe this bold and timely Government initiative will:

1. Relieve at last the uncertainties surrounding the direction of the future growth of Christchurch.
2. Ensure a continuing supply of reasonably-priced land for future urban development in the region.
3. Provide a positive incentive to a higher rate of investment in Canterbury.

Let me now say a word about how I see the new town. The concept of a new town, some distance from Christchurch is preferable to the alternative of continued extensions to the existing urban area. It will save good agricultural land, protect the airport, prevent the disruption of planned roading networks, permit the development of another major employment centre and — most important — allow a separate community with a sense of its own identity to emerge.

Some may have liked to see the new town even further away from Christchurch. This was a possibility but I believe a close, initial association with the economic strength of Christchurch is vital for the success and speedy and orderly development of the new town. Some may question the actual choice of site. Well, frankly, there is no ideal site. After very careful

consideration the Government has concluded that the Rolleston area does seem to offer more advantages and less difficulties than all the others investigated. It has the following advantages.

1. The new town will be well located in relation to employment areas in Christchurch.
2. It will be big enough to attract a wide variety of services and facilities and to offer good local employment opportunities.
3. Existing and planned road and rail links can be modified to give excellent access to and from the new town.
4. Good farming land will not be greatly affected.
5. The land has not been extensively subdivided and can, therefore, be more easily assembled and planned comprehensively.
6. There is already a nucleus of private development at Rolleston.
7. Finally, publicly-owned land in the vicinity can be included in the overall planning to provide adequate green belts, reserves and recreation areas.

Further detailed investigation will be necessary, not only to finally confirm the suitability of the site but also to examine many questions relating to the financing, administration and implementing of the project. I propose setting up machinery to do this.

To those who feel inclined to question the Government's choice I would say this:

There was almost universal agreement that a decision was needed. Now that one has been made, let us not postpone action still further by unnecessarily debating its merits. Let us, instead, get behind the new initiative and make it a success. The co-operation of the whole region is essential if the benefits of the new town are to be realised.

Let me make it clear that the Government intends that the new town will be a model one, embracing the best that knowledge and experience of new town development overseas can offer, properly adapted, of course, to New Zealand conditions. Although emphasis will be placed on providing a continuing supply of residential sections at reasonable prices, and some state rental houses will be built, it is proposed that a fully representative community should be established in the new town.

Both local authorities and private enterprise will share in establishing the new town but for financial and administrative reasons the project has to be initiated by the Government. As a final step comprehensive planning will be undertaken in co-operation with the responsible local authorities and the regional planning authority, providing for the creation of an attractive and satisfying urban environment offering good

employment opportunities and a high standard of other facilities.

The aim is a fully representative community. Although it will initially depend on Christchurch, the new town will be actively promoted to become separate and independent as soon as possible.

Much success has been achieved overseas in similar circumstances by developing planned industrial estates and offering incentives to encourage the establishment of new employment in certain locations. The Government, too, may be able to direct some of its own activities to the new town. All this will help to widen the employment base earlier than would otherwise occur.

Assembling the land under public ownership while detailed planning is being undertaken offers a unique opportunity to show here in Canterbury, that a better and more balanced urban development is possible in New Zealand. With your help and co-operation the new town can also be a means of ensuring that this region will continue and, I hope, accelerate its growth without the problems of congestion and sprawl that have too often been the result of unplanned growth in cities elsewhere.

To those owners who are directly affected by the Government's decision I want to say:

The issue of notice of intention is simply an expression of the Government's intention to acquire land for the new town. It is not intended that your land will be taken without adequate compensation being paid or without the opportunity for those who wish to retain their homes with a reasonable area of land. We wish to negotiate purchase and we intend to pay fair market value for any land it is necessary to acquire. Action has been delayed until now so that all owners will have the benefit of the more generous and liberal compensation provided by the recent amendment to the Public Works Act. There has been no publicity so far of the Government's intentions because it is essential to avoid speculation in land.

I would like to outline the rights of those land or home owners who may receive a notice of intention to acquire their property. All persons directly affected by the intended taking of land may lodge a written objection to the Town and Country Planning Appeal Board in Wellington. This must be done within forty days of publication of the notice of intention to take in a newspaper.

The objection is then heard by the board at a public hearing unless the objector otherwise requires. As I have already stated the property is bought at current market value. In addition the property owner receives a solatium payment of \$1,500 if his home is taken. This has recently been increased from \$500.

If a homeowner lacks the finance to bridge the difference between what he receives for his former

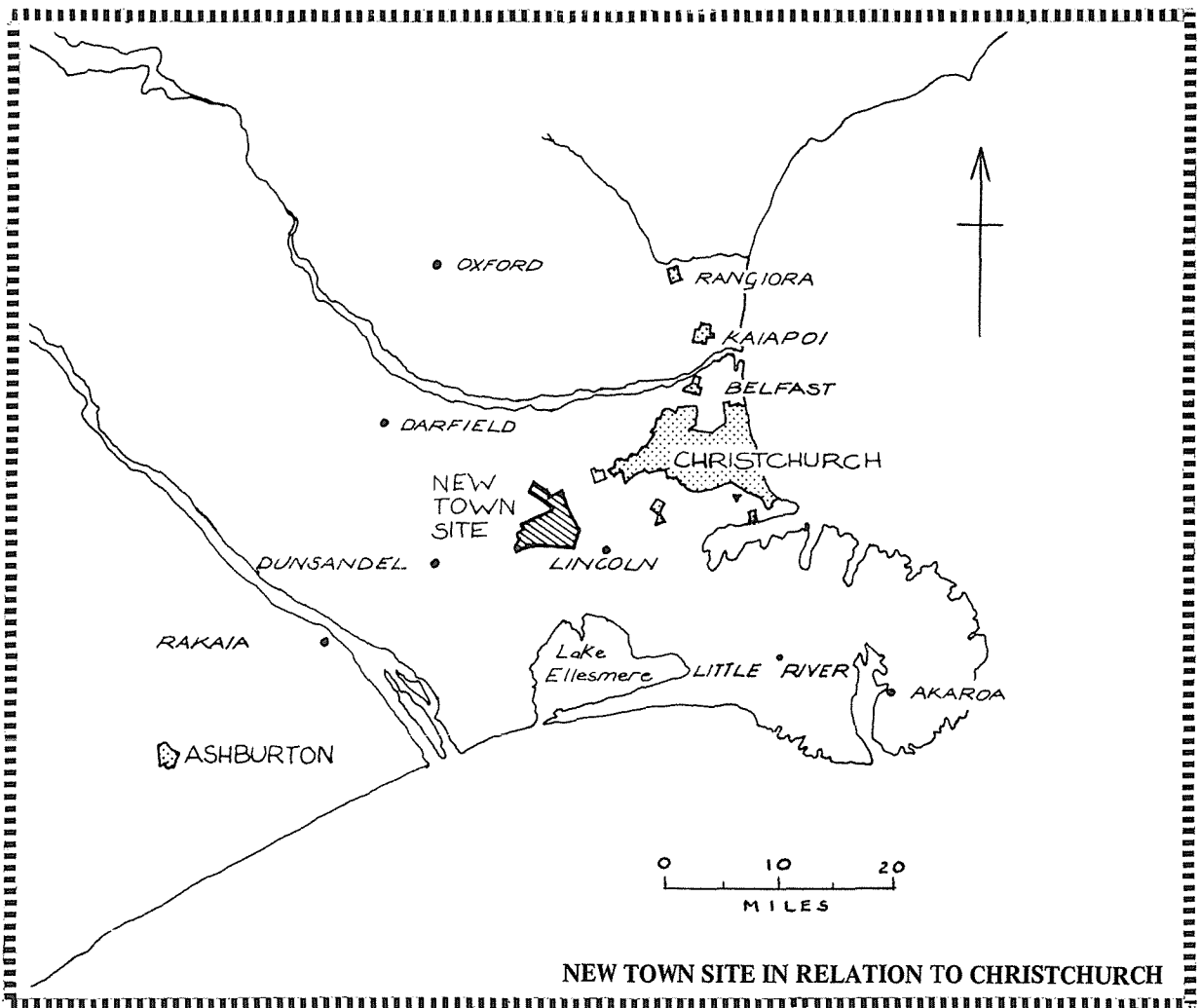
home and the cost of a new house, he may receive a supplementary loan of up to fifteen percent of the value of the property taken. There is also provision for the payment of an amount to make up for any disturbance to the homeowner, and legal costs may also be met by the Crown.

I come back now to the question of a larger and more representative regional planning authority. Nothing that I have said, or that the Government proposes, reduces the urgent necessity to establish regional planning and co-ordination. The nature, timing, and type of development that takes place at the new town should be as much a regional matter as one for central Government. Certainly its planning should reflect clearly-stated regional preferences and objectives. If the new town is to be a joint venture, as I hope it will, it is important that you have a strong regional organisation. This is the only way to ensure that Christchurch local bodies and people play a significant

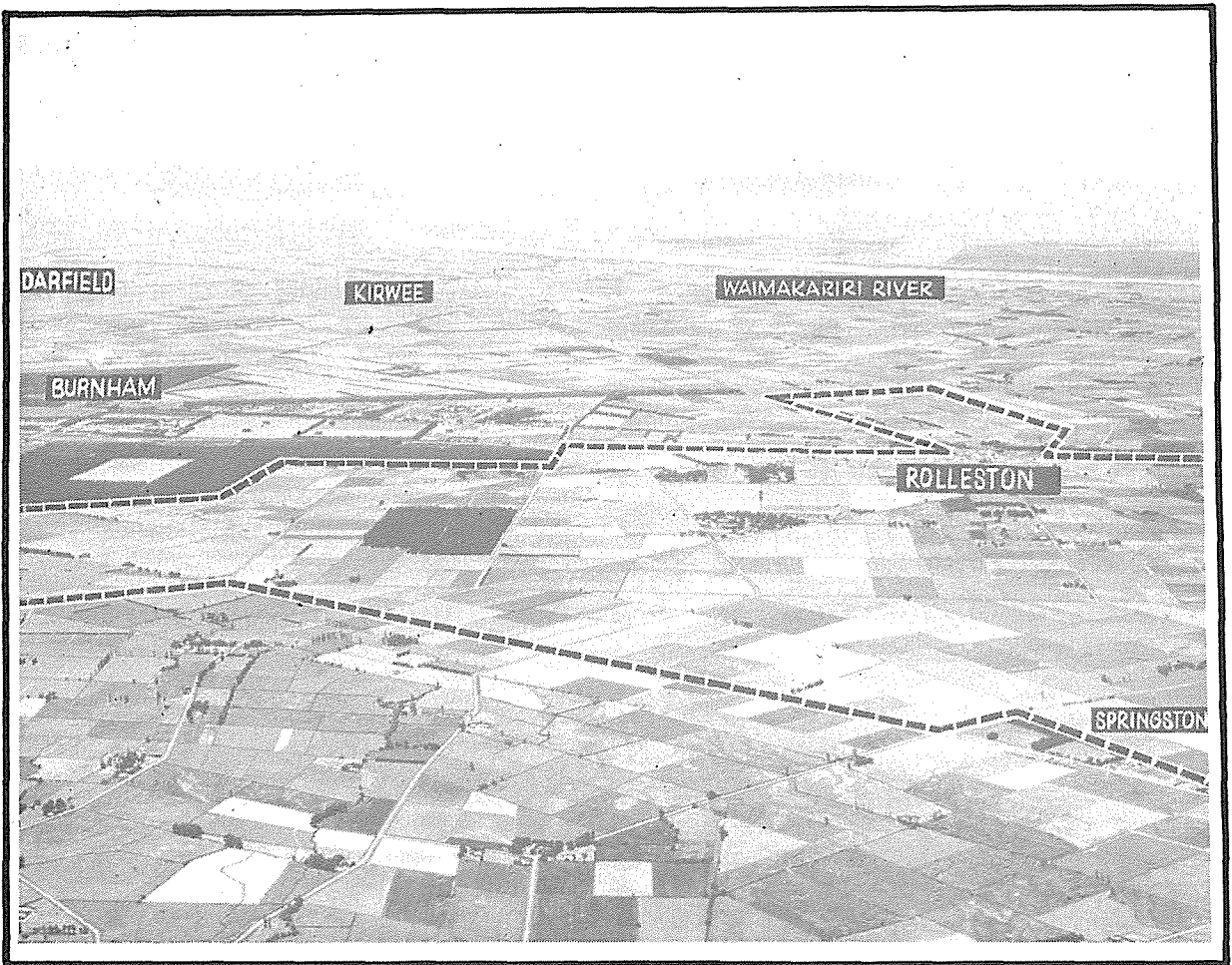
role in planning for development. Apart from participating in the planning of the new town, the region needs to determine its policies and priorities for major services, communications and recreational needs.

The new town may well affect these but it certainly does not solve them or relieve the region of the necessity of reaching soundly based decisions on these questions.

As I have said, the promotion of Canterbury and thus the South Island is seen by the Government as an important element in its development policy. It would be shortsighted to concentrate all our attention on Christchurch without appreciating its close relationship with the region of which it is such an important centre. Canterbury has considerable potential. I am pleased to announce that a full assessment of its resources is to be undertaken immediately by the Ministry of Works and Development and



NEW TOWN SITE IN RELATION TO CHRISTCHURCH



increased staff has already been allocated to ensure rapid progress with this project. It is intended that this survey will be more than an inventory of resources. Instead, it be a full regional planning study to see how the region can best be developed in both the national and regional interest. It is essential, therefore, that there be a capable organisation representing the whole region with which the Government can co-operate. For all these reasons there must be no delay in enlarging the regional planning authority; it must not wait either for the forming of the regional councils proposed by the Government or for the forthcoming changes to regional planning legislation. Regional planning will be a mandatory function of the regional councils and the sooner the policies are set by existing local bodies working in harmony together the better. Probably amendments to the Town and Country Planning Act next year will be aimed at strengthening regional planning and will simply make your authority's work more effective. The proposals you have been discussing for extending the regional planning

authority's area have my full support. In view of what I have said about regional planning and development it is logical to enlarge the area to include all the territory between the Rangitata and Conway Rivers. For the same reason a change in the name seems appropriate and I would suggest that it be called the **Canterbury Regional Planning Authority**. However, **agreement** is more important to me than the "ideal" region and I would be prepared to accept a more limited extension than you are proposing now if I could have some assurance that it would be supported by all concerned. Your ideas on representation and finance appear to be constructive attempts to overcome some of the objections raised by prospective members and would also certainly have my support. **Finally**, let me assure you that the Government is fully behind Canterbury. It only requires you now to organise regionally to make the most of your opportunity. I look forward to receiving an early request to take the necessary action to enlarge the Regional Planning Authority. ●

Students' TPQ

... AND THEN EDWARD'S THOUGHTS DRIFTED TO THE SORRY STATE OF PLANNING ...



People environment: what price an E. I. report?

Joy Grant

Joy Grant (MTP 1973) works sometimes, soon with Auckland Regional Planning Authority, West Coast Piscean swimming against tide.

The new environmental impact reporting procedures will come into effect March 1, 1974. They will enable the public to advise and comment on environmental issues before final decisions are made on works connected with government departments – works by the Crown, and those involving Crown land or monies or the Cabinet Works Committee programme, or the granting of Crown licences, permits and privileges.

Environmental studies are one response to growing concern that the most serious and long term consequences to the environment come not from particular pollutants – as oil, smoke, noise or effluent discharge – but from man's **total impact** on ecological systems. E.I. reports are a technique used in the attempt to "weigh" issues resulting from this total impact and its interaction with the current values of society. The methodology is not new. Cost benefit and cost effectiveness studies and P.P.B.S. are examples of similar weighing procedures. What is of importance is the recognition of the environment as a planning variable – that environmental factors are both constraints and/or modifiers to the planning process. What is new, in New Zealand, is the attempt to use the technique at government decision making levels and open up parts of the process to public scrutiny.

But how effective will the procedures for public comment be in changing proposals? What chance for a people environment?

Several questions are unsatisfactorily answered (the procedures are quoted in italics). What environment? . . . *"the human, physical*

or biological environment." When are these factors considered? . . . *"when they have a significant effect on the human, physical or biological environment."*

Who considers what is a "significant effect?" . . . *"the agency promoting the work."*

What is significant is that there is no opportunity for public comment at this stage.

Who comments on these factors and when? . . . *"the agency promoting the work . . . at the earliest possible stage."*

Who decides if the proposal will go ahead? . . . *"the agency promoting the work"*, after the public has been invited to comment, the Commission for the Environment has audited the report and Treasury has reported on the project.

Other questions are unanswered. What are public objectives for the environment? Whose responsibility is it to state and carry through these objectives? How? Who pays? Who enforces and how?

The Royal Commission on Environmental Pollution, U.K., 1971 believed the government's task is to ensure a legal and constitutional framework for keeping pollution within socially acceptable limits. They considered the battle for the environment has three fronts – legislation, economic incentive and public opinion where the community has a commitment to control pollution. N.Z.'s new procedures do not contain any fiscal measures, the legal framework is not clear, and public opinion is invited when there is already some commitment to the proposal by the 'works' agency.

Our procedures also fall short when measured against the U.S. experience with E.I. reporting which has shown the important aspects of the technique are a legal basis for environmental procedures; the preparation of reports before and/or during planning; impartial assessment of the reports; public access to reports and their assessment before works are committed and public rights of objection and appeal; and an administrative and enforcement agency independent of the works department.

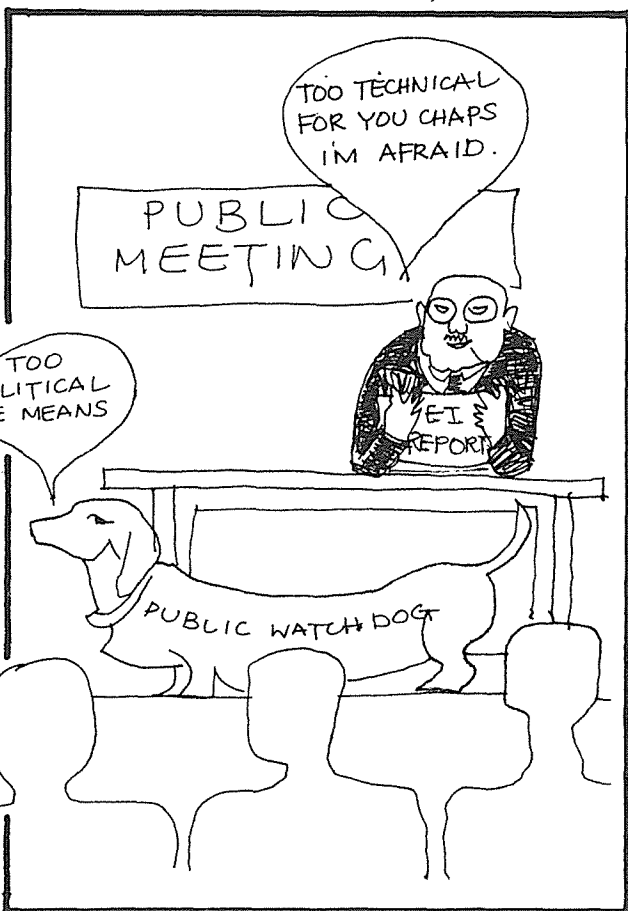
Use of the technique in N.Z. before the procedures are official does little to allay any fears on the method.

The Huntly Power Station E.I. Report by the N.Z.E.D. and its assessment by the Officials Committee for the Environment illustrates some of the pitfalls in the technique. This investigation was too late to consider real alternatives, scope of the report is concentrated on physical aspects of the environment,

responsibility for reporting and assessment were internalised in government departments and there was no opportunity for public comment before assessment.

However as a result of the public outcry at the initial non-release of the reports, the Prime Minister announced that all future E.I. reports will be published before Commission for the Environment audit and the public will be given 28 days to make submissions.

This should result in more public discussion on the environmental aspects of proposals, but it is doubtful if real changes to projects will occur until citizens have legal rights to object directly to E.I. reporting. The present situation where formal objections can only be lodged via the Water and Soils Conservation Act, Town and



Country Planning Act and so on and then often dismissed because of lack of standing is unsatisfactory from the viewpoint of both democracy and environmental protection and should be investigated by the Minister for the Environment before the 'proposed procedures' are formalised.



As a means of ensuring environmental protection, the value of E.I reporting is:—

1. It is an attempt to assess total impact of a policy/proposal/project rather than deal with piecemeal physical and social pollution problems;
2. It is a method of collecting comprehensive information on a proposal and of opening up this information to the public;
3. To bring environmental issues into the sphere of public decision making.

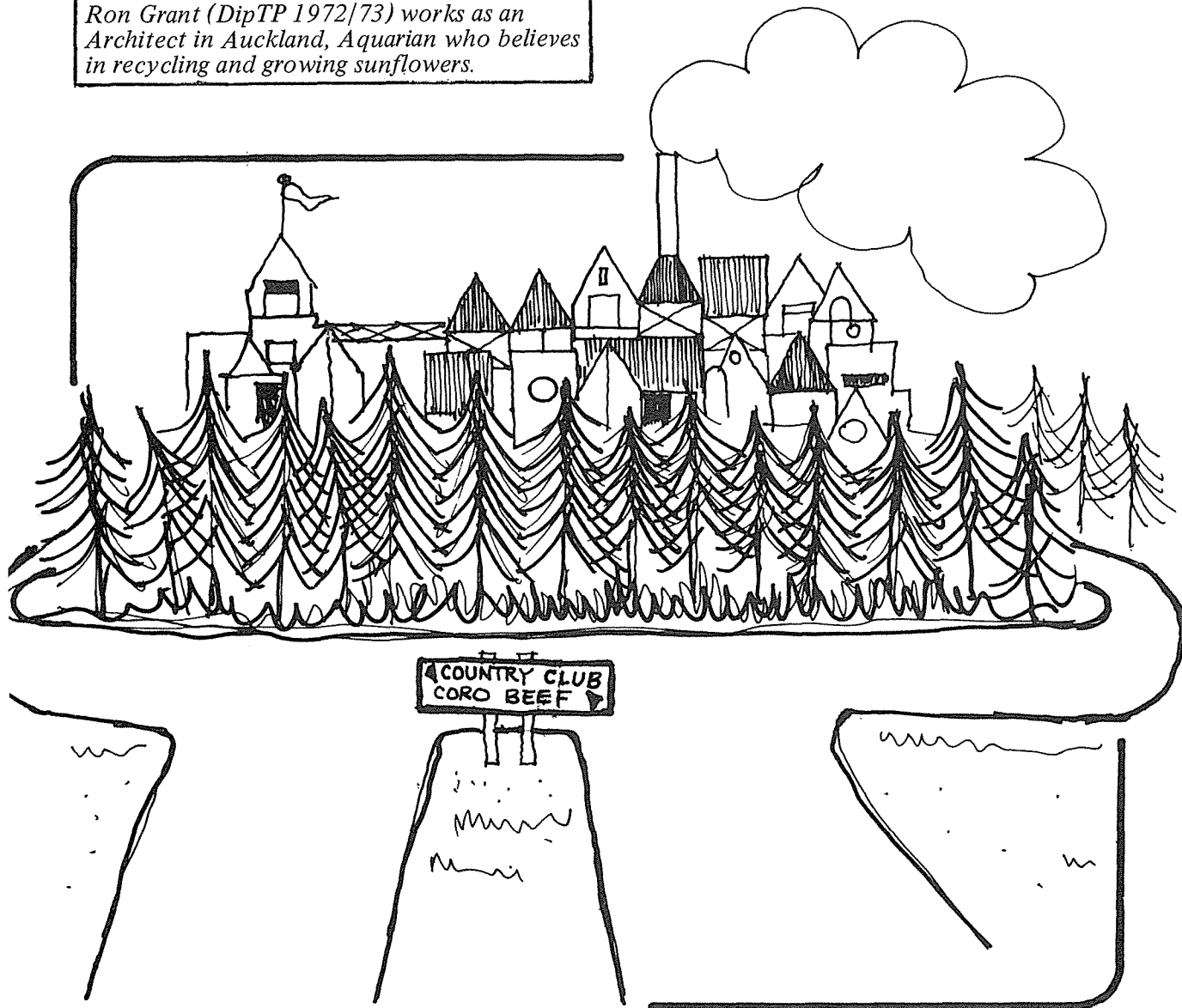
Thus E.I. studies are not purely technical assessments of impacts on the environment, but tools in political decision making. Unless these reports become part of the wider issue of community decision making they may be useless in themselves — another polarization of “them” and “us”. And the new procedures without formal legislation based on public environmental objectives with rights of public objection and appeal, and without enforcement provisions, are more likely to be a tool in further polarization than a tool in achieving a people environment. ●

CORO-CARVE

Observations and Prognostications on Coastal Development at Coromandel Peninsula.

Ron Grant.

Ron Grant (DipTP 1972/73) works as an Architect in Auckland, Aquarian who believes in recycling and growing sunflowers.



“Once upon a little bay”

The hillsides of Little Bay have been scarred to provide carved platforms for beach cottages and caravans, access to these sites and their approach roads. Each section strains for ‘The View’ and public beach access is via a long 10ft. wide right-of-way with a 3ft. concrete path ending in a steep bank complete with blackberry bush.

Observation: The view’s the thing. Spoil it, but get it.

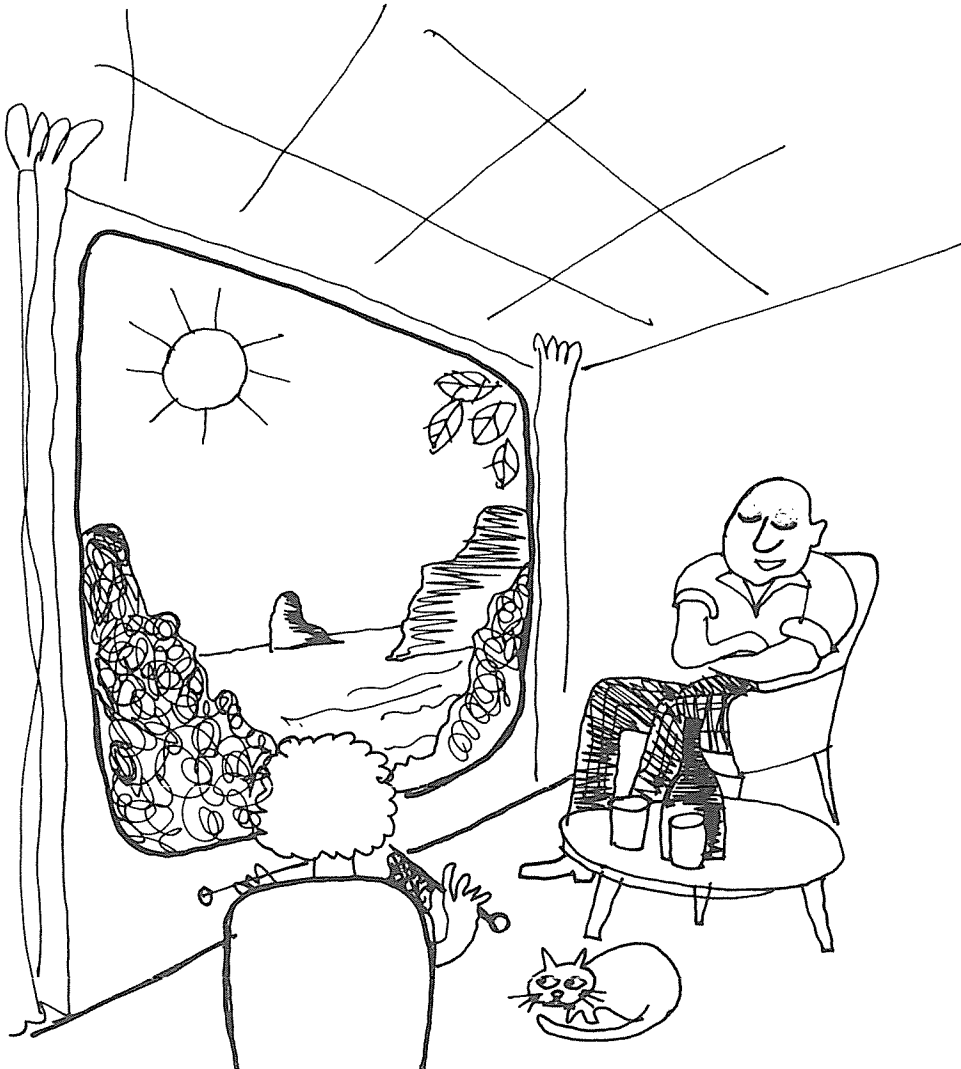
Prognostication: All future subdivisions will be on flat land away from the coast. Super colour T.V. cameras will be installed at the choicest coastal viewpoint and each happy bach owner will be equipped with a ranchslider size T.V. screen. Everyone will have the best view and site speculation will be

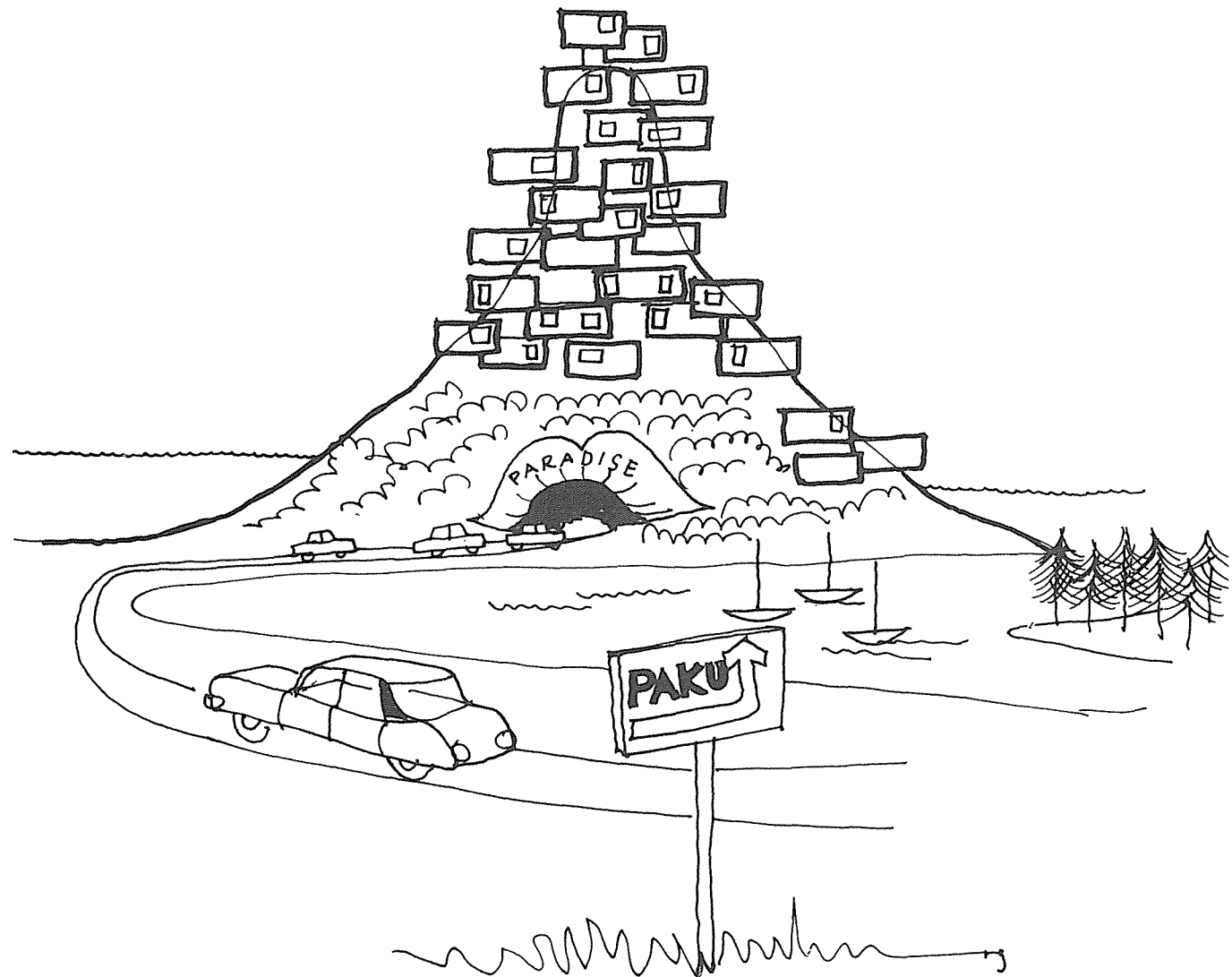
curbed. And at the flick of a switch, Coro Coast can be changed to Coro Street.

“I’m the King of the Paku and you’re a” Paku Mountain near Tairua has been shamelessly sliced into Paradise with sections creeping round the maintain, up the mountain, maybe even through the mountain.

Observation: The bulldozer population of Coromandel-Thames must be the highest per holiday making capita in N.Z.

Prognostication: Earth works will be banned in future hillside subdivisions, and all cars will be left at the foot of peaks in vast concealed car parks. All buildings will be constructed of the local material, brown-stained car cases. Such a challenge would be welcomed by the architectural profession, while views and houses would be provided





with minimum visual impact. As a bonus a developed Paku would be a Kiwi version of an Italian hill town for lesser beings to view.

“And they all lived happily ever after”
 Pauanui is a planned resort development with (almost) everything including a proud sign which greets the intrepid tourist
 . . ‘this is the site of the Pauanui Sewage Treatment Plant’. Pauanui is unusual in that it exists where normally a scale model would be sufficient proof of the ‘plan’.

Observation: This development lacks employment opportunities.

Prognostication: Future site work will incorporate regional development policies with employment for a more balanced social mix community. A freezing works will be built and in-migration controlled at a ratio of 2 knife hands to every retired rear-admiral. The airstrip will be redeployed for export flights of prime Coro Beef to world markets. ●

A DIP IN THE TP BUCKET

Some solicited and genuine reactions to the Planning course from past students. A suitable prologue to Neil Olsen's article.

Each lecturer hinted at the relevance of his subject to planning, as if we could all see plainly the planning the King was wearing. The opportunity was missed to examine the planning implications of the early practical work and the introductory subjects, especially sociology, engineering and economics.

The unfortunate orientation of the planning content to the end of the year meant that one could not really think in a planning context until the third term.

Those last few weeks of study assisted greatly in consolidating the knowledge that had been gained over the year.

I soon realised the complexity of the subject and learned to live with the superficial and aimless approach of the course. It had to be superficial to cover the ground, but I would have appreciated direction.

As the year progressed I rapidly became bewildered by the seeming directionlessness of the course, by discussion of "planning" as some undefined mystery, then irritated as I realised how many others shared the same problem.

I regret the Town Planning School didn't spend time teaching politics, the techniques of policy formulation along with those of advocate planning.

The planning course prepared me for my job in that I had developed an attitude of mind which is now being modified and adapted with each new experience.

My training tended to be pushed into the background as the daily problems assumed increasing importance. I hadn't gained the wildest conception of a local authority situation in my two years (fulltime) at the Town Planning Department.

Realism is perhaps something no planning school can teach. Since every planning situation will be different the individual must be prepared to continue his education and learn from the every day experience.

I do feel the training suffers because the University does not have a strong enough

relationship with the outside world.

From a university course on planning a student cannot emerge expecting to be 'set up' for life. *I found the knowledge gained from the Town Planning Schools invaluable. This helped me interpret Council's book of rules. With the volume of work there was no time to consult text books or lecture notes. The real world situations required quick answers.*

Not that one expects a university course to be a preparation for dealing with the minutia of the administration of a district scheme, or for writing it single handed. What it did to a certain extent provide was a philosophy from which one can approach problems and some of the latest ideas on solutions for a wide range of problems.

The course has instilled rather than specific details a brand of professional morals in so far as actions are conducted in a manner which hopefully best serves the public rather than biassing work in the direction that will best suit personal needs in terms of promotion within the job.

Above all the individual must have his philosophical working baseline established, which is in fact planning education.

Optimum for the future of planning grew as I came to know the other people involved in the course.

Personal Philosophy

The redeeming factor in the course was its ability to allow the individual's particular interests to evolve within the planning framework.

The planning school provides the philosophical background and one which now seems to be completely up to date, but there is no recognition of the real problems that thwart the ongoing planning process.

Although the town planning course does not teach the manner in which to attack specific reports, accept or reject applications it does provide the opportunity to formulate an individual philosophy which enables one to cope with these details.

The most important parts of the course were left up to the individual to sort out in his own time. However at last there seemed to be some sort of framework, useful as a basis for discussion. Could it be called an individual planning philosophy?

I managed to bridge the gap between the Planning School and work without too great a damper being placed on my original fire of idealism. ●

INTRODUCTION

The basic function of all education is to increase the survival prospects of the society. However, the concepts that form the basis of the majority of our current "survival strategies"¹ are being increasingly challenged. Technologically wrought changes in the environment have rendered many of our traditional concepts, attitudes, perceptions and skills irrelevant. In education, for instance, concepts such as those of absolute, fixed, unchanging 'truth', of certainty i.e. the 'right' answer, of isolated identity, of fixed states and 'things', of simple lineal causality, and that knowledge is 'given' or handed down,² are all archaic canons threatened by, among other things, systems 'awareness' and cybernetic technology. Truth, certainty and identity are shown to be relative, 'things' and states are interdependent and the ways they relate is an important part of their identity; 'facts' must be selected relative to a purpose so that the processes of selection become important knowledge. These concepts are not however merely irrelevant. If we fail to recognise that they are irrelevant they themselves become threats to our survival. As Weiner points out in the **Human use of Human Beings**,

"We have modified our environment so radically that we must now modify ourselves in order to exist in this new environment".³

In other words we must not only learn to perceive ourselves and our environment differently, develop new concepts and new survival strategies but must **unlearn** the old concepts that served as the basis to strategies we can no longer afford to rely on. My major contention is then (and I draw from McLuhan here) that the processes of educating, the way the educational course is structured, has as great an import ("message") as does the content of the curricula. As democracy cannot be taught by an authoritarian education system so planning cannot be taught by a linear process that clings to an isolated identity called 'town planning'. If PLANNING is to be a purposeful strategy for future survival then planning education must be based on a systems approach and this approach must be exemplified by the processes of educating. To illustrate my point I will compare the present Diploma of Town Planning course offered at Auckland University with what I see as an alternative approach. There are of course other comments I could make but in order to keep my argument simple I will

PLANNING EDUCATION

Neil Olsen

NOTES ON THE EDUCATION OF PLANNERS

Neil Olsen (MTP 1972) works Housing Division Ministry of Works Auckland, Piscean who can also draw.

concentrate on what I see as the major shortcoming i.e. the limiting notions of planning that are implied by the way the course is structured and presented.

- 1,2. This list of concepts is adapted from Chapter 13 of **Teaching as a Subversive Activity**, Pastman and Weingartner, Penguin Books, 1969.
3. **The Human Use of Human Beings**, Norbert Weiner, Sphere Books, 1960.
4. For a more sophisticated presentation of the alternative approach I offer, refer to **Ekistics**, No. 193, vol. 32, "Inter and Trans Disciplinary University: a systems Approach to Education and Innovation." by Jantsch 1971.

DIPLOMA COURSE IN TOWN PLANNING

The one year course commences with a series of introductory lectures on architecture, economic, engineering, geography, landscape architecture and sociology in which a few of the elements and theories of each discipline are hastily described. No real understanding is

gained of their claims to be unique disciplines, to why or how they operate in society. This amounts to a survey of possibly relevant 'facts'. In a similarly cursory manner the student is then introduced to pre-selected elements and theories of 'town planning'.

SURVEY
ANALYSIS

ARCHITECTURE
ECONOMICS
STATUTORY PLANNING
ENGINEERING
GEOGRAPHY
PLANNING THEORY
LANDSCAPE
SOCIOLOGY

During this survey process the student must establish the relevance of this unstructured set of 'facts' to his role as a 'town planner'. It becomes obvious that these disciplines talk about similar elements of the socio-physical environment and share some concepts about them – but what is the 'town planner's' unique contribution? One conclusion is that these separate concerns should be co-ordinated by someone who may as well be a town planner.

PLAN

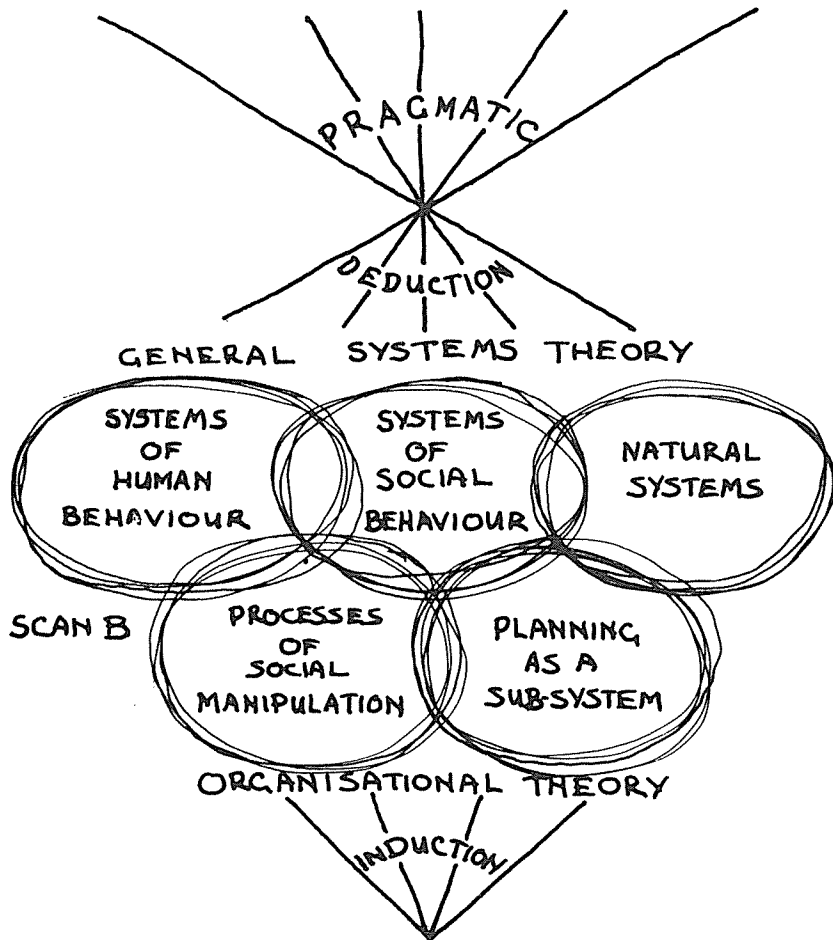
The 'plan' for 'town planning' is one involving "comprehensive" co-ordination. Town planning is a value-free operation – there is an implied need to eliminate processes involving value judgements in order to give it 'scientific' credibility like the other disciplines studies. For the same reason planners must avoid the 'emotional' political arena. Town planning is operationally, if not ideologically, a linear stop-start process – this is implied by the very structure of the course. Town planners have the unique task of objectively promoting visions of the future, but as no operational approach is offered the rationality of statistical projection, monistic theories, simple causality and 'designed' solutions must be adopted. Town planning must be thereby goal explicit and deterministic and town planners should mistrust governments as they do not aspire to the same degree of exactness'. Town planning replaces democratic governance with more efficient and effective autonomous planning authorities.



DEGREE COURSE IN TOWN PLANNING

SCAN A. The three year degree course begins with a broad look at various disciplines that deal with the social and physical environments, from psychology to political science, with the view of identifying the various problems each seeks to solve and the unique way in which it does this; that is, its particular paradigms, theories and processes. From this spectrum 'principles' about the various subsystems of

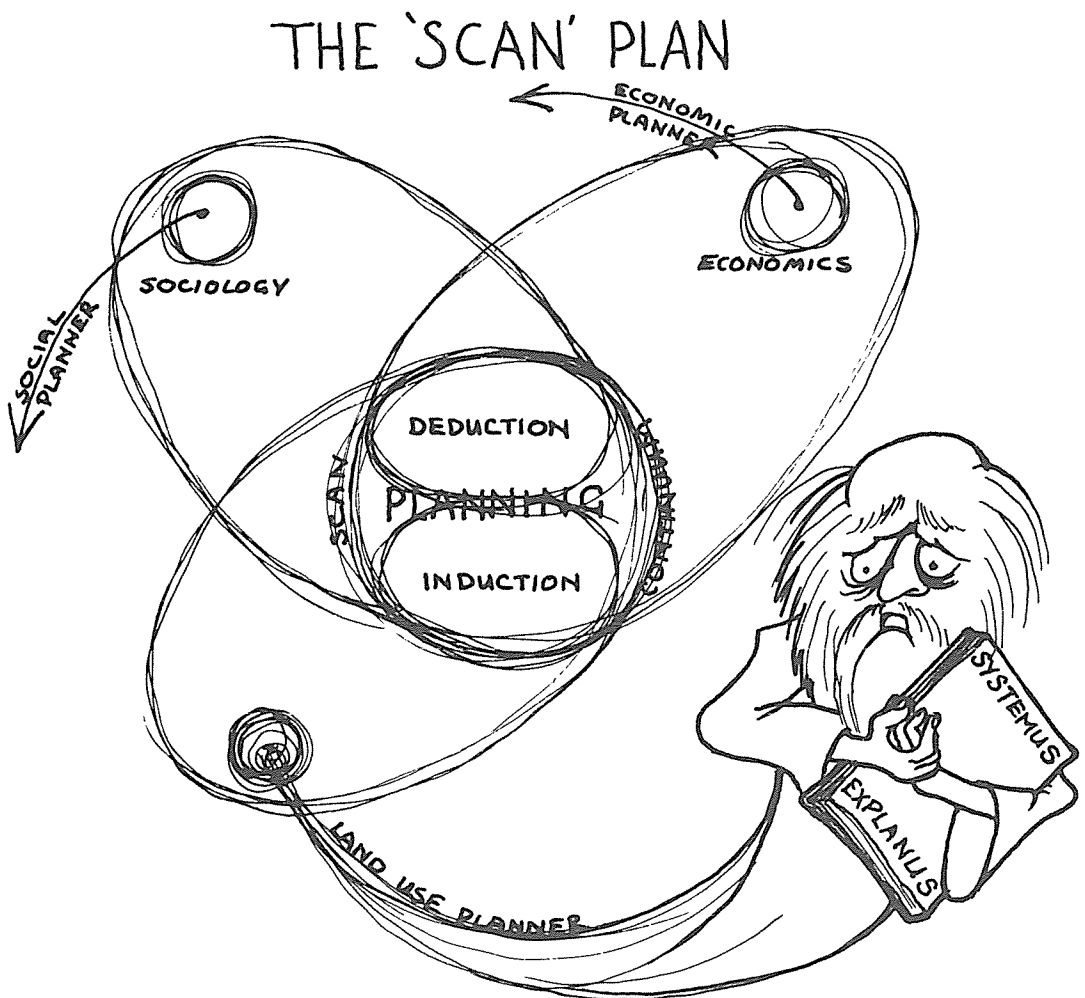
human behaviour, social behaviour and the natural systems can be deduced in order to further identify and develop the various processes of social manipulation and problem solving. PLANNING can then be isolated as one of or a series of these processes but one I suggest that deals with action in society and the unique problems of change, prediction, classification, the sorting of information and the selection of problem solving techniques.



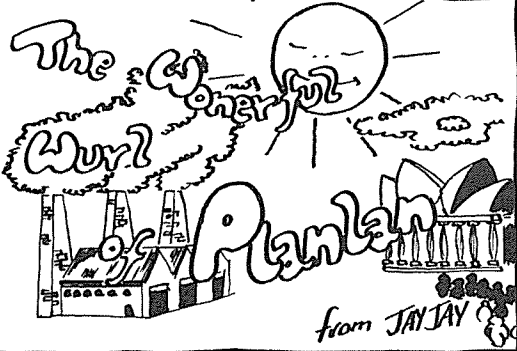
SCAN C. Later the student is given a practical course dealing with typical and real problems in a particular field, be it economics, education, land use or whatever. The student is able then to compare and contrast PLANNING with other forms of problem solving, to develop his own paradigm of planning and to determine what techniques best solve planning problems.

A paradigm of PLANNING is not taught but is developed with an understanding of systems of social manipulation (manipulation implying purposeful action in society in contrast to the 'descriptive' disciplines) PLANNING can thus be run as a parallel undergraduate course with cross-credits to relevant traditional disciplines.

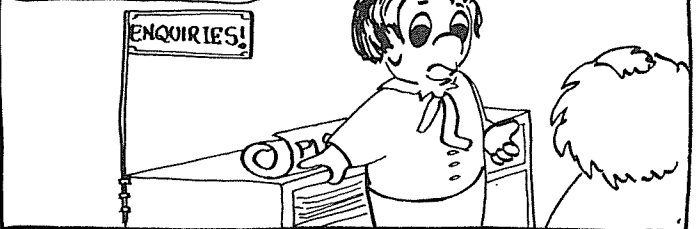
RE-SCAN. The 'plan' for PLANNING will be a subsystem of man's socio-physical manipulation processes. The implied process of planning involves the solving of particular problems using systems theory to identify and isolate the problem areas (a normative deductive-inductive scan continuum) and using organisational theory to initiate and co-ordinate action to solve the problems. This stage, the end of the formal education, is the start of the student's personal future as a thinking and developing member of a discipline with special knowledge (economics, land use whatever) and an operational attitude to its use and enlargement, and with critical ability to observe and use other systems and skills to solve planning problems. ●



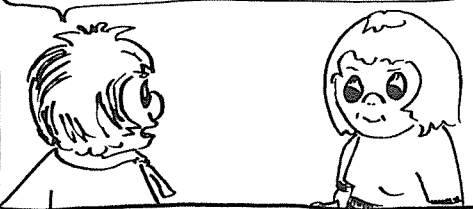
Monday



YOU KNOW, DRAFTIE, THE TROUBLE WITH PLANNERS IS THAT THEY TRY TO TAKE GOOD OLD FASHIONED GRANNY SENSE AND BURY IT IN A CLOUD OF PSEUDOSCIENTIFIC SESQUIPEDALIAN SOBLEDDEGOOK!



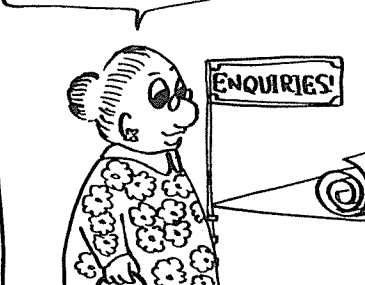
AFTER ALL- PLANNING IS FOR PEOPLE! IT IS AN ONGOING DYNAMIC PROCESS FOR ELUCIDATING THE WISHES OF THE COMMUNITY AND EXPRESSING THEM IN RATIONAL LAND USE CONTROLS!



FURTHERMORE, PLANNERS MUST NOT FORGET THAT THEY ARE DEALING WITH OTHER PEOPLE'S PROPERTY! THEY MUST ALWAYS REMEMBER THAT THEIR FUNCTION IS TO SERVE THE PUBLIC!



PLEASE- I WANT TO BUILD A POTTING SHED. WHAT DO I HAVE TO DO?



WELL, LADY, FIRST ANY NEW BUILDING HAS TO COMPLY WITH THE DAYLIGHT RATING FACTOR. YOUR PROPERTY IS IN THE RESIDENTIAL R4 SPECIAL S2 ZONE, WHICH HAS AN OVERALL AMBIENT ILLUMINANCE FACTOR OF 165 THAT OF THE AVERAGE STANDARD DAYLIGHT CORRELATION INDEX...



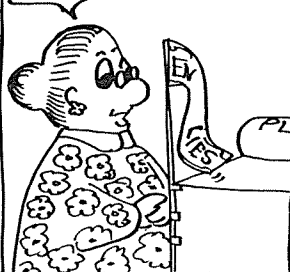
DOES THAT MEAN I CAN PUT IT 3'6" FROM MY SIDE BOUNDARY?



SORRY, LADY- NO!



IT WILL BE TERRIBLY AWKWARD IF I CAN'T- WHY WONT YOU LET ME?



BECAUSE THE CODE SAYS FOUR FEET!



OH PLEASE PLANMAN- IT'S ONLY A LITTLE SHED, AND ALL MY NEIGHBOURS HAVE TOLD ME THEY DON'T MIND!



I'M SORRY, LADY, BUT I'M UNDER A LEGAL OBLIGATION TO ENFORCE THE CODE AT ALL TIMES. SIDE YARDS ARE 4'.

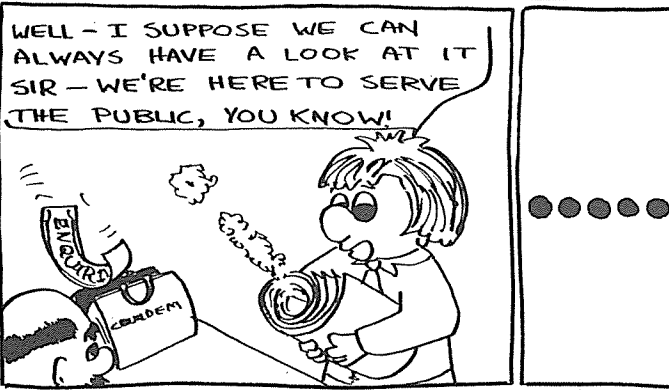


YOU KNOW - THERE ARE TOO MANY PEOPLE LIKE THAT - THINK I CAN CHANGE THE SCHEME TO SUIT THEM WHENEVER THEY ASK. AFTER ALL - A SCHEME HAS TO BE ENFORCED TO MEAN ANYTHING!

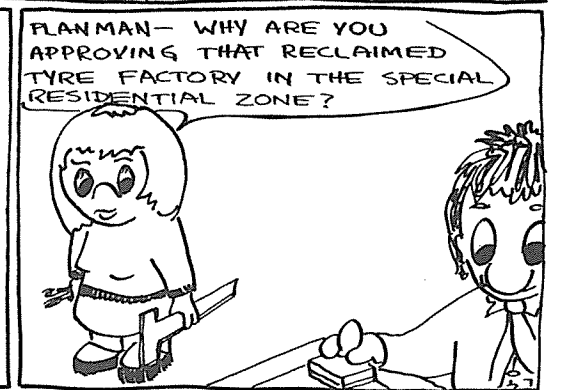


Tuesday
ENQUIRIES!

I'M SORRY, MR BUILDER, BUT YOUR RECLAIMED TYRE FACTORY IS NOT PERMITTED WHERE YOU WANT TO PUT IT - IN THE RESTRICTED RESIDENTIAL ZONE!



THAT'S FUNNY. WHEN I WAS TALKING TO THE MAYOR AT THE CLUB LAST NIGHT HE SEEMED TO THINK THAT THIS MIGHT BE A VERY GOOD SITE FOR IT!



WELL - I SUPPOSE WE CAN ALWAYS HAVE A LOOK AT IT SIR - WE'RE HERE TO SERVE THE PUBLIC, YOU KNOW!



PLANMAN - WHY ARE YOU APPROVING THAT RECLAIMED TYRE FACTORY IN THE SPECIAL RESIDENTIAL ZONE?



A MAN HAS TO USE HIS DISCRETION AT TIMES. THE ACT CAN BE VERY INFLEXIBLE



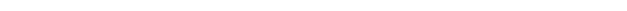
HOW DO YOU KNOW WHEN YOUR DISCRETION IS RIGHT?

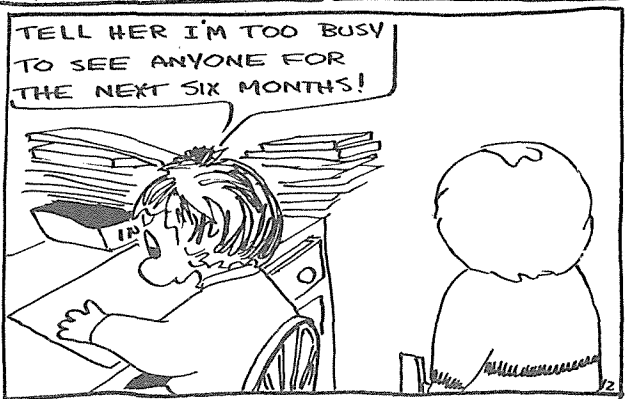
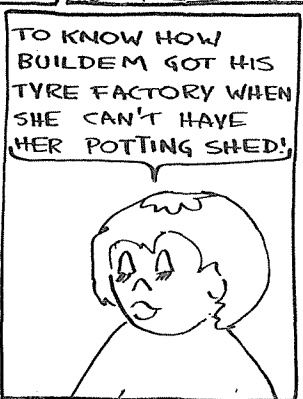
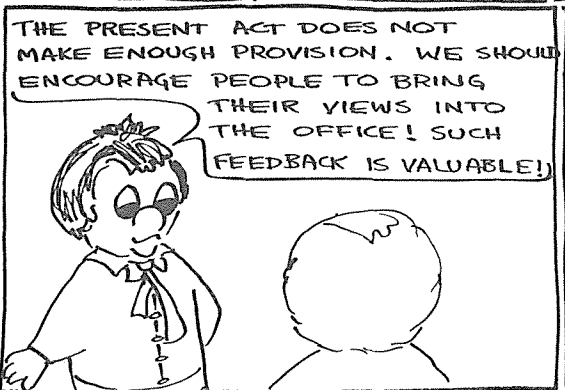
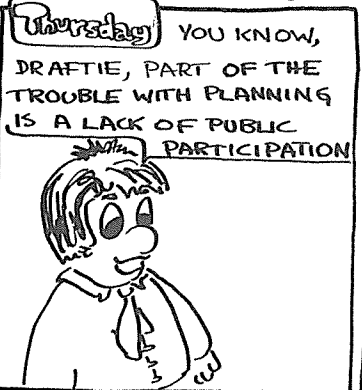
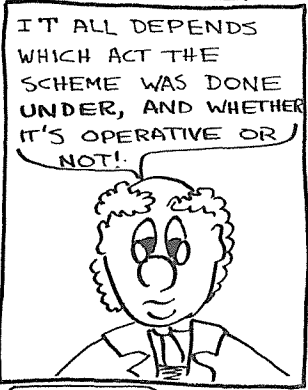
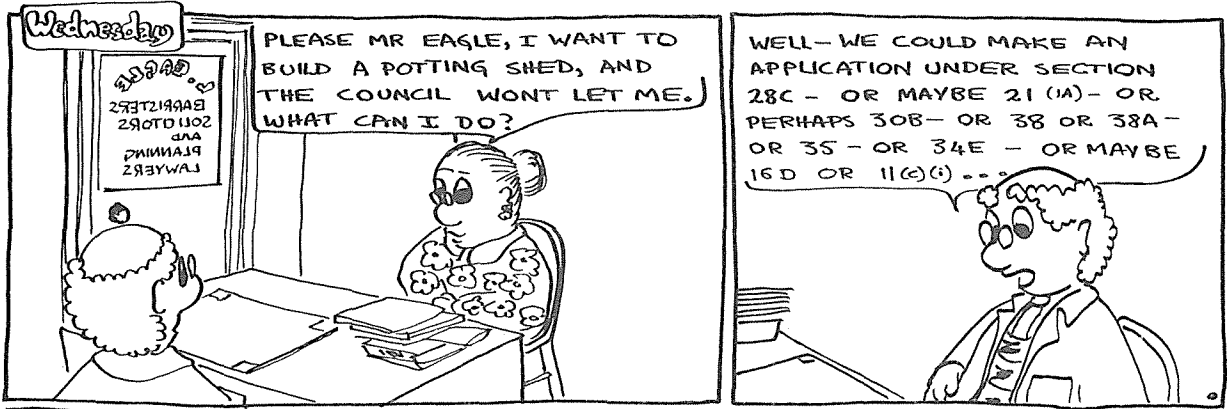


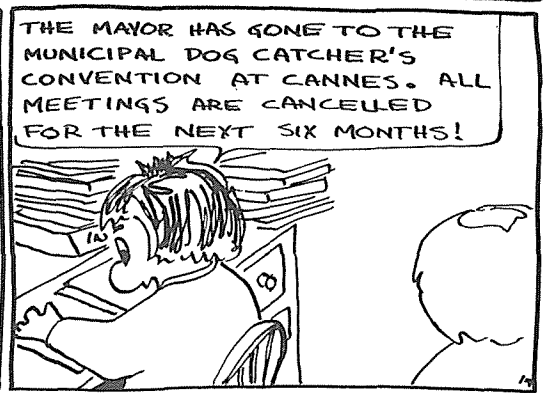
FROM THE GENERAL PUBLIC'S REACTION



MUTTER!
ROAR!
BOO!
HISS
PROTEST!







Jeff Johnson (MTP 1973)



PALMISTRY, PLANNING AND A DASH OF ASTROLOGY

Toni Izzard

Oh for a glance at a Mumford palm, at an Unwin paw, at an Abercrombie appendage. By reading such palms and discovering the star quality they must surely contain, one could conduct a CCPC (Compare and Contrast Palmists Code) to ascertain the potential of all aspiring planners.

Not only their potential for planning, but their ETD (Estimated Time of Departure – from this mortal world) could be determined and their worth thus measured against EYDS (Expected Years of Dedicated Service). Furthermore, before introducing a new member into any planning office, all those concerned should be lined up for a show of hands – literally. For it would be outrageous stupidity to team a square and stubby palm with a long fingered beauty; the methodical inflexibility of the former a sure damper for the disorganised brilliance and imagination of the latter. Indeed, probably the best planners are those who fit the Philosophical Hand and Spatulate Hand categories, these types having enough energy and imagination to break away from traditional planning in much the same way as Charley Radburn left Grid Iron in the dust.

However, palm compatibility is not the only Test for Successful Planning. Astrology must next be considered.

There are certain jobs which should never be assigned certain planners. For example, Sagittarians and Leos should never venture into harbour studies. Both being Fire signs the water involved is sure to be their downfall and no successful outcome could ever result. Conversely, Cancerians, Scorpios and Pisces are not good harbour study workers either; their natural affinity for water and the great outdoors would probably result in the prolongation of the study to the detriment of Departmental Efficiency. The ever-dependable Taurean with the minimum of distraction would supply the

required if uninspiring results.

A wise planner would never place a Scorpion next to a Libran in a planning office. The domineering and passionate Scorpion is likely to henpeck and bully the meek and passive Librian into cowering submission, sacrificing job satisfaction of one who would otherwise contentedly do the groundwork that higher-flying Scorpios and Arians disdain. Neither should the stolid Taurean be placed in such a precarious position.

Well then, who on moon would make the Ideal Planner? Astrologically speaking, of course.

The Virgoan with his traditional habits of neatness and attention to detail would make an excellent frontman for preparation of reports and models. The Capricornian we must dismiss. For as he does not generally do well where imagination is called for, he is better off carrying out other people's plans than originating any of his own. A no-no in our modern, inventive planning system.

A Gemini's love of talking would probably serve him well in lengthy sessions involved in convincing sceptical councillors that the Planner is Always Right, but his passion for philosophical delving could drive his fellow planners to shorten their tea-breaks. And that would Never Do.

That leaves only the Aquarian. And as a philanthropist and innovator, the Aquarian must be a Freeman's Bay Resident's Dream. Given a free hand and foot (for an Aquarian should never be asked to "toe the line") the Aquarian must be the Ideal Planner; the woman who shall revolutionize the planning profession. And this being the Age of Aquarius, we humbler mortals must await with bated breath the emergence of our long-fingered, long-lived and likely lovely liberator. It's in the stars. ●



What's New Pussycat?

Bob McClymont

On the 13 November 1973 Cabinet approved measures that will require "thorough environmental studies to be made before any Government decision is taken which is likely to have a significant effect on the environment". From March 1, 1974 all proposed actions will be assessed to determine their environmental consequences and if it is found that a particular action is likely to have a significant effect an environmental impact report will be prepared. The report is to be prepared by the agency responsible for promoting and implementing a proposal and when completed is to be published and made available for public comment (1).

Two questions concerning the efficacy of these procedures immediately come to mind.

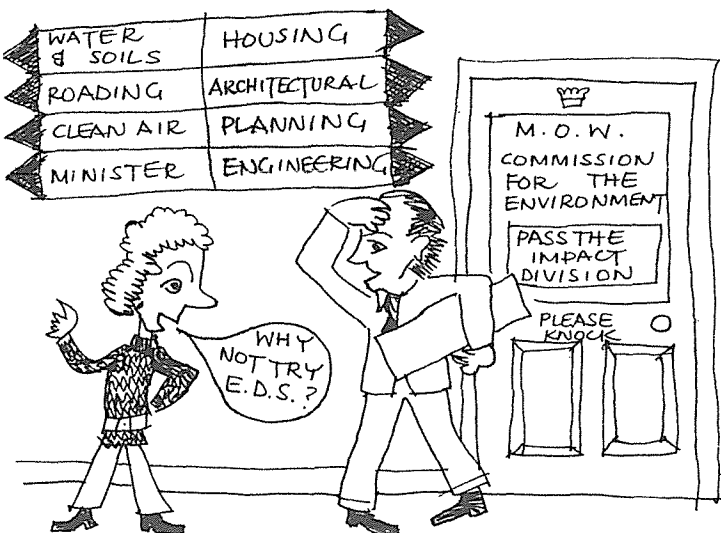
1. Can the agency that is promoting the work also make an impartial assessment of its likely environmental impact?
2. Is making the published report available for public comment really sufficient if people are to be given a say in their future?

Optimum Land Use

Procedures, which are in part similar to those being proposed, have in fact been operating since 1946. At that time it had become apparent to the then Cabinet that some means had to be found to resolve the conflict that was being developed amongst government agencies competing with each other for the use

of Crown Lands. Inter-Departmental Land Use Committee procedure was established for dealing with land given over to forestry or being allowed to revert and be abandoned from farming. By the late 1950s, however, forestry could no longer be regarded as a secondary use for land which was considered unsuitable for farming. With the general drift of a growing population to the larger urban areas and the overall rise in living standards it has also become clear that recreation was another factor that had to be considered when allocating land resources to the various interested parties. In April 1969 the terms of reference for the Land Use Committees were updated and expanded. The present procedure is for specialist officers dealing with land utilisation from the Departments of Lands and Survey, Agriculture and Fisheries, the New Zealand Forest Service and the Ministry of Works to form the basis of these committees. Committees are to be constituted for inspecting and reporting on any major rural land areas of the Crown where it is proposed that the status or prime usage of the land will be changed. The Committees are specifically instructed to bring down a recommendation as to the optimum use of the land.

Optimum Land Use can of course be interpreted in many ways. What local inhabitants may consider as a desirable use may not necessarily coincide with that proposed by people living outside the area yet sharing a regional interest in the land. Both groups may have proposed uses which with careful management utilize the land to the same advantage and yet the attraction of the land for them both is still retained. Quite clearly the operative words are "careful management" for there is really no "natural" or "proper" optimum use for the land. Any use will have some degree of impact on the environment and the decision as to which proposed use would have the least detrimental effect is to all intents and purposes one that will be based on social and political rather than natural environmental considerations. From observations made of an actual Land Use Committee inspection it seems that the participants assume that there is a "natural" or



“proper” optimum use. Each member tends to assess the land from the point of view of its usefulness to first his own organisation and then to those of the other committee members. Optimum use is decided by a process of elimination although in the case of the member whose organisation is proposing the change in use/status it would appear to be one of confirmation. No matter how much he strives to base his determination on his own professional knowledge and experience the nature of the procedure forces each member to pass judgement well outside his own sphere of competence. In fact the committee is instructed to have “regard to the social and economic gains to the region and the nation and to central and local government policies and announced plans designed to achieve these socio-economic goals”. By training and experience there would be very few Government land utilisation specialists having a sound background in sociology yet often a proposed change of use can have profound sociological implications. In this regard it is interesting to note that while officers having a land planning qualification can be expected to have at least a rudimentary understanding of contemporary sociological thought I am unaware of any such officers ever being a member of a committee. On matters of this nature the members will

either subsistence farmers/fishermen. One suspects that the same contrast will be present when those who are preparing an impact assessment are asked to assess whether a proposal will affect any existing communities (2).

Observe Impartiality

In his perceptive dissertation on the nature of scientific discovery Kuhn states that although observation and experience drastically restrict the range of admissible scientific belief they do not alone determine a particular body of such belief (3). The particular conclusions any investigator arrives at in the study of a problem will in part be influenced by his own individual make-up together with the beliefs espoused by the scientific community to whom he communicates his findings. There seems no reason why this should not also apply both in the determination of an optimum use for land and in the assessment of the likely environmental impact of a proposed action. A truly impartial conclusion given by one or even several people from the same scientific community would appear to be an impossibility.

Even on Land Use Committees the investigators are still members of a particular community. By virtue of being employed by the one organisation they will still share, (and espouse) certain common beliefs and values. In a complex and increasingly pluralistic world it is virtually impossible for any organisation to be able to reflect fully the views and opinions of the diverse groups that are within contemporary society. The danger is, however, that the members of an organisation promoting a project will assume that their own principles and goals are desirable objectives for all society.

In the view of several American and Australian (4) critics there is a grave risk of “key factors in other disciplines being omitted and of external factors being ignored” whenever the justification of a project is left in the hands of the agency promoting it. Professional bias influences all stages of the design process and if the same professionals are asked to assess its likely impact on the environment it is reasonable to assume that the same bias will be present in those deliberations also.

Public Scrutiny

Allowing for all these faults there is still the problem of public involvement in the decision making process. The procedures proposed to satisfy this aspect of environmental impact assessment would seem to be an innovation



rely very much on intuition and will be markedly influenced by their own values and beliefs. There is often a world of difference between the life style generally shared by committee members and those of the local inhabitants who in one particular case were

for there is no existing legislation which has procedures with which it can be compared. (A possible exception would be the provisions in the Town and Country Planning Act allowing for third party participation in Appeal Board hearings).



Publishing any report and making it available for public comment will at least ensure that the promoters of a project will be made accountable for their actions for other reasons as well as economic costs. Where there is an oversight made by the authors of a report there is a good chance that some vigilant individual or body in society will notice it and comment accordingly. The environmental impact report procedure thus represents an improvement over those earlier procedures established for the determination of optimum use for land. In the latter case the public are given no opportunity to comment on the Land Use Committee's recommendations.

The great imponderable is how certain can the public be that their criticisms will in fact be heeded? Will their say in the future be just that – a say and nothing else? There seems to be no legislation that would guarantee safeguarding of the public interest and it would seem that “public opinion”, that nebulous entity which only has real influence once every three years, will remain the sole defender of the public interest. Arguing the new policy before the only statutory tribunal that does

give consideration to the public interest in these matters – the Town and Country Planning Appeal Board – will have no effect. The Chairman of the No. 1 Board has made it clear that government policy statements have no effect in a legal sense unless they are supported by appropriate legislation (5). Contrary to the moral intentions of the announced measures there is no legal obligation for the promoters of projects to heed public opinion.

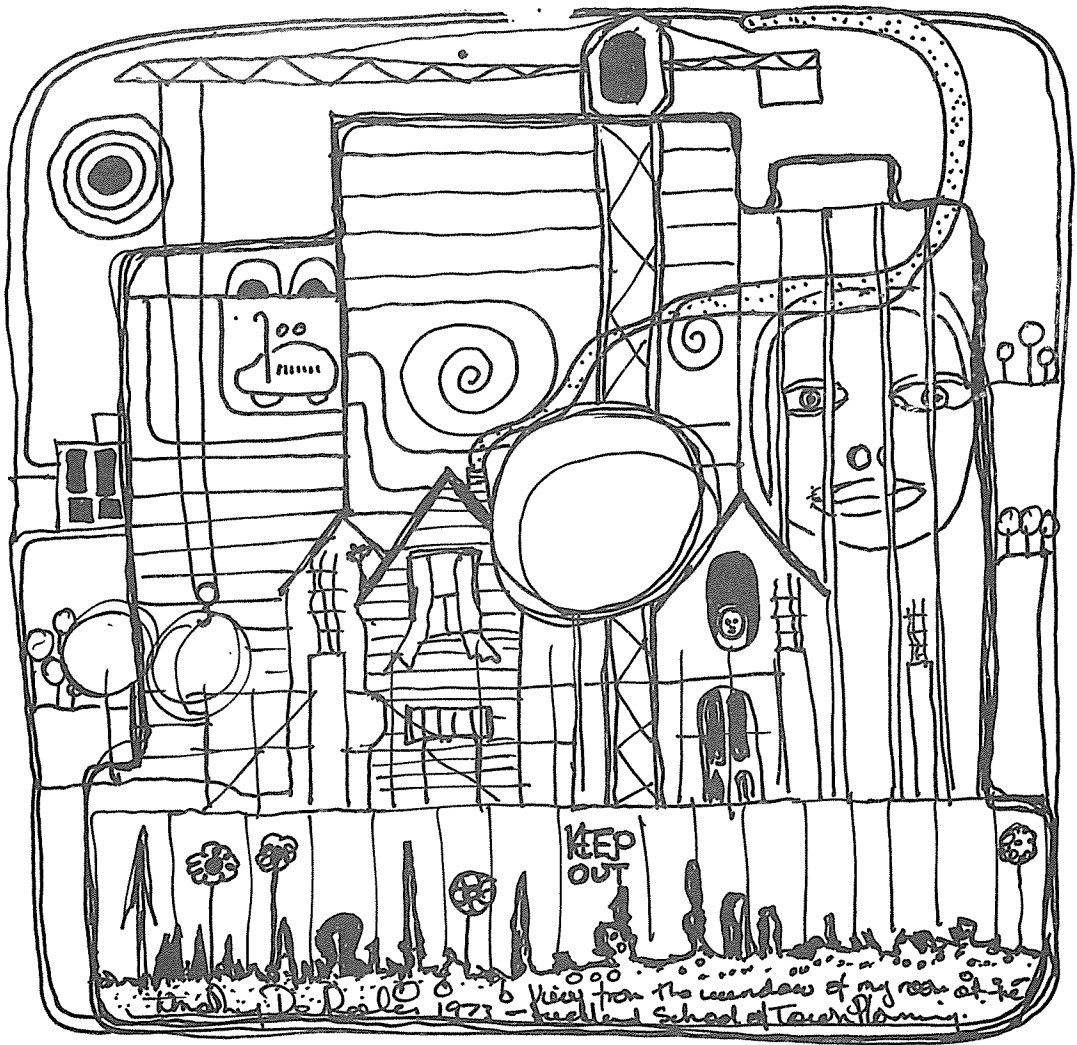
Conclusion

If the same procedures that are already being used to regulate the impact of man's hand on the physical environment are to be adopted for the new environmental impact assessments, (and this article has shown that this generally will be the case), then it is reasonable to expect that many of the faults of existing procedures will also be inherited. The intention is still to use the same old methods even though many of these have been found to be far from adequate.

The degree of impact which a proposed government action will make as with the determination of the optimum use for land can only be given a proper assessment in the political arena. If people are to have an effective say in their future some way has to be found of making as many as possible of the known facts concerning a proposed action available to society at large. A procedure would have to be devised that enables these facts to be brought out by the various interested parties and presented for assessment before some independent body invested with judicial powers. ●

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Students' **fpo** contributors

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- Ron Grant
- Neil Olsen
- Jeff Johnson
- Toni Izzard
- Bob McClymont

CONFERENCES

SCANDINAVIAN SEMINAR

The Danish Institute for Information about Denmark and Cultural Co-operation with other Nations has organised a seminar on Scandinavian Architecture and Urban Planning for June 16-29 of this year. The seminar will cover the following:

Visits to Helsinki with its old and new outstanding architecture, the studio of Alvar Aalto, Tapiola Garden City, the Student Village of the Technical University etc. In Stockholm will be studied the planning of the city area with visits to the cultural centre, the old city, suburbs, church and cemetery. In Oslo the participants will see the university, student college, sports centre, wood architecture etc. in the town and new suburbs. In Denmark will be visited the area of Aarhus and its modern international conference centre, school, administration buildings and one family houses – and Copenhagen for a study of city planning of Greater Copenhagen with visits to new shopping centres, the Louisiana museum, castles in North Zealand etc.

In all areas group visits will be arranged also to places of special interest to landscape architects. Introductory lectures will be followed up by study excursions, guided by experts. The study of the best works of internationally renowned architects and landscape architects will thus give an all round impression of new trends in architecture and urban planning in the four Nordic countries. The cost, Danish kroner 2800 (approx. \$NZ300), includes accommodation, meals, transport in Scandinavia, lectures and excursions. All lectures etc. will be conducted in English.

Further details may be obtained from: Det danske Selskab, Kultorget 2, DK-1175 Copenhagen K, DENMARK.

WAITEMATA HARBOUR CONFERENCE:

A conference on the Waitemata Harbour is being organised by the Civic Trust, Auckland for 16th and 17th May 1974. The conference will be held at the University of Auckland and the Auckland Museum and be followed by an excursion on the Harbour on Saturday 18th May, 1974.

The theme of the conference will be the Waitemata Harbour Study sponsored jointly by the Auckland Harbour Board and the Auckland Regional Authority.

The objectives of the Civic Trust for the Conference are:—

1. To provide a forum for public discussion of the Waitemata Harbour Study reports.
2. To create a wider public understanding of the Harbour as a natural resource and as an amenity contributing to the social and economic well-being of the inhabitants of the region.
3. To promote public appreciation of the objectives of Harbour Management and development.
4. To explore some of the various courses of action which might be followed in the future administration and development of the harbour.

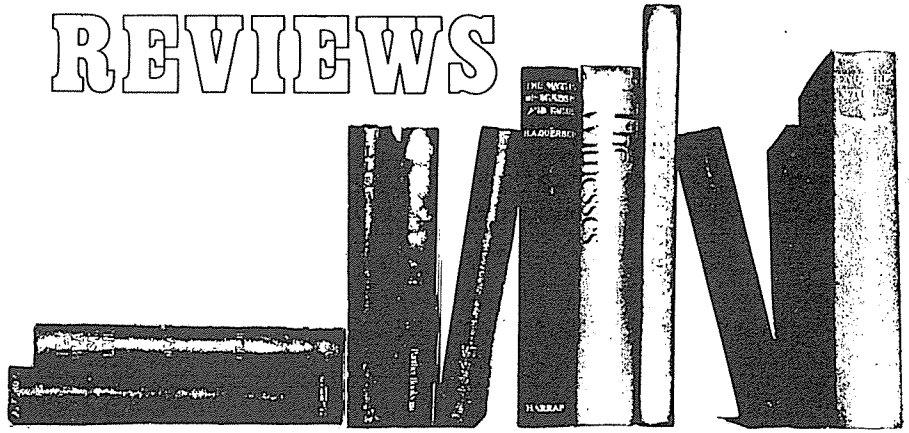
Guest Speaker at the Conference will be Mr E. Jack Schoop, Chief Planner, for the California Coastal Zone Conservation Commission and formerly Chief Planner for the San Francisco Bay Conservation and Development Commission.

A number of speakers have been invited to present points of view on the development and administration of the Harbour and opportunity will be given for all those present to participate in discussion groups. It is expected that the Conference will be of interest and value to elected representatives and professional staff of territorial local authorities and harbour authorities and to all persons interested in the conservation of foreshore, estuarine and harbour areas in urban areas.

Further information and registration forms for the Conference are available from:

Harbour Conference Committee,
Civic Trust, Auckland, Inc.,
P.O. Box 5221,
Wellesley Street,
Auckland.

BOOK REVIEWS



Planning Objectives – Local Government. M.M.B. Latham, Ministry of Works and Development, 1973, pp. 232. n.p.

The Town and Country Planning Act, 1953, by an amendment in 1971, introduced a new planning technique to district planning, known generally as 'planning by objectives'. It is this that prompted Mr. Latham's research project in 1972. To quote him "The question is whether such an approach can be adapted to the needs and limitations of local council structures." And he goes on, "The reason for doing this research was to find out whether a successful adaptation can be made and, in the process, to learn more about how town planning works in local government and what contributions it makes to the policies that local governments pursue."

I was interested to find a passing reference in the last section of his study where he draws the threads together, to the possible wisdom of the 1971 amendment, for he says "With its (planning by objectives) introduction via S. 21 (2) of the Act, councils are being told not only to plan (a direction of principle) but **how** to plan (a matter

of performance). It is basically unwise that the statute should cross this threshold from principle into practice and time may well show up the problems arising from such a step". But the whole story of Mr. Latham's research is told through 158 typed pages of text, 18 of tables and 53 of appendices. And none of it is dull.

Mr. Latham has a nice turn of phrase that makes for enjoyable reading – a very pleasant coating for what might otherwise be a fairly tough piece to masticate and digest. He also shows himself to be a perceptive and healthily sceptical investigator and interpreter of many of the views and situations that he met.

Mr. Latham decided to base his research, in addition to his general and wide background reading, on two main exercises. One was a questionnaire posted to all 253 local councils in New Zealand. This sought information that was largely factual, though not entirely so, and is included in the appendices. The other was an interview questionnaire which Mr. Latham conducted personally with 48 persons, councillors and officers, of 12 local councils. This questionnaire is also in the appendices.

One of his most important tasks was to select the 12 councils. This is described in quite a lengthy Appendix 1. The greater problem was to select only 12 but Mr. Latham decided, quite rightly I think, that, in the time available, he could do no more. I think he chose pretty well, except in one respect, with the following councils:— Auckland and Christchurch cities; New Plymouth and Nelson cities; Waitemata and Waimairi counties; Onehunga and Ashburton boroughs; Piako and Ashburton counties; and Taupo borough and Bay of Islands county. The gap is in smaller communities and particularly the rural ones. This would not matter so much if he did not seem to have fallen rather blindly in love with bigness, without qualification even as to the possibility for different levels of functions, as the only way to get good planning, "... where intimacy is diminished, where representation is less personal, where anonymity prevails where administrations are technically competent and political figures are strong minded characters . . ." All this – and heaven too! Of course we need large organisations as the broad base to our planning functions, but it will be a sad day for planning and

the social health of our communities if all planning responsibility were to be removed from the smaller groups within the larger structures. And bigness is no automatic guarantee, without safeguards, against mediocrity and indifference. Large organisations have their own problems and weaknesses just as small ones do.

But Mr. Latham's study is a first rate piece of research not the least of its virtues being that he provides the opportunity to disagree, supplying as he does all the basis for his comments and conclusions. But not only that, his studies cover a tremendous range of situations, problems and possibilities. The detailed discussion and comment on attitudes and reactions of both councillors and officers to all the questions put to them I found absorbing and salutary. I think the interview questionnaire should be a self-imposed exercise for all involved in local government.

But what of the core question of his research — planning by objectives. I am not sure that he has only one answer and he returns to it in one way or another many times. In one of these passages he says “. . . The process must be made to work in the present structure (of local government) if it is to be effective . . . The techniques of policy planning and its effectiveness are not proven and do not have the power to force a change in the

social and political structures that use them.”

This has been an important study well executed. Town and country planning is a function of government of considerable consequence to the well-being of this country. It is important, therefore, that we understand as much as possible of the institutions that carry the responsibilities to plan, and what, if any, changes are needed so that this function may be done as well as we can manage it within the frailties that beset all human institutions.

There are three main institutions presently responsible for planning. These are central government; local government, in which for this purpose I include regional institutions, and thirdly the planning appeal boards. Mr. Latham's study has dealt with one part, local government. I would like to see as equally objective a study made of regional institutions and the other two. Mr. Latham himself suggests the appeal boards as a possible next study, more particularly in relation to “. . . their ambivalent positions on policy issues . . .” and this matter does present difficulties relative to the democratic framework within which planning policies and practice are defined. But I would put as first priority a study of the place and organisation of central government relative to the planning function. Government tried to opt

out of planning responsibility in the 1953 Act, and has bumbled along ever since with what to the outsider seems no clear understanding of its own proper and important role. And one even wonders whether, in all this new technique of planning policies and objectives for local planning, we are not just beating the air in the absence of any national framework of policies and objectives within which to examine the local situation.

Having been thus unkind to government may I now congratulate the Ministry of Works for instituting a Town and Country Planning Research Fellowship. This Fellowship, to which Mr. Latham was the first appointment for 1972, is for full-time research for one year in the Department of Town Planning at the University of Auckland, and had a value of \$5,000. I understand this has now been raised to \$6,500. This is an imaginative and generous response of government towards a better understanding of planning in this country. Government is also to be congratulated on the decision to make the results of Mr. Latham's research available to local government. If it is possible I would like to see an even wider distribution and that this practice be continued or at least considered or at least considered for all subsequent research projects under the fellowship.

—Nancy Northcroft. ●

The Evolution of Local Government Areas in Metropolitan Auckland 1840-1971, Dr G.T. Bloomfield, Auckland and Oxford University Press, 1973, pp. 175. \$4.00

When in 1970 the three-man Local Government Commission published its provisional scheme for the Auckland region under the authority of the Local Government Commission Act,

1969, it was criticised, amongst other things, for its failure to look into the process of historical evolution of local government in the Auckland area. Similar comment could have been attached to the Wellington scheme which was also published in 1970 by the same three-man commission. Fortunately, the 1973 Local Government Bill instituted a new (five-man) commission which

is to prepare schemes for the creation of regions, regional councils and united councils by December 1978. This means that the Committee has a practical working life of about five years in front of it and this should leave it some time to digest Dr Bloomfield's historical analysis of local government which, incidentally, covers more than the metropolitan area of Auckland. It should be,

together with Dr Bush's, **Decently and In Order: the Centennial History of Auckland City Council 1840-1971** (Collins, 1971), compulsory reading for anyone attempting to reform the structure of any local government in New Zealand.

Dr Bloomfield's book is factual without the background of the many intrigues local government is subjected too. It concerns itself with the boundaries of the jurisdictional areas of local government from 1840 onwards, with emphasis on the early creation of the Hundreds, the Highway Districts, and the Road Board Districts. Value judgements form no part of the book, but solid research does, including close reference to the British Parliamentary papers covering New Zealand, the local Proclamations conveyed in the Government Gazette, and the New Ulster Gazette of that time. Neither are the Hobson Instructions forgotten. Intellectual honesty, that is the formal acknowledgement of the

sources of information, is plentiful, almost an art in itself. Nevertheless, I feel that basic survey information, such as consultation with the New Zealand Institute of Surveyors' data on early subdivisions in New Zealand in association with the 1840 deposited plans with the Lands and Deeds Registry office, does not come through. Neither does the presentation of maps, although Lands and Survey maps were consulted. The only map whereby boundary plotting and base map are clearly related is on the frontispiece. The sieve technique with transparent overlays would have been a more satisfactory method of cartography in this instance. Also some of the material Dr Bloomfield, previously of Auckland University, discusses could have been cross-checked with material the Town Planning Department of the same university now holds. Personally, I would have been happier if I could have seen some maps showing the

areas of land transferred from the Maoris to the Crown in the Auckland area, under the three articles of Waitangi. These together with the strategically placed paa and the later, superimposed, Mission stations were the main determinants when Hobson interpreted his Instructions and created the County of Eden. Also some reference to our Victorian heritage described, for instance, by Trevelyn's **Social History of England**, would have offered some good background information on local government.

Planning under the present Town and Country Planning Act is still the responsibility of local government. Under the proposed new Bill on this subject, some of the traditional functions may be transferred to regional councils. As with the new Local Government Commission, the future regional councils have an historical foundation for the erection of their structure.

—E. W. Schwarz. ●

EMPLOYMENT

REGIONAL PLANNER

The Wellington Regional Planning Authority is currently engaged in a number of fundamental studies basic to regional development policy formulation. A vacancy exists for a person with specialist skills to participate in this work, with special reference to the broader aspects of the Authority's research programme.

Qualifications: A recognised professional planning qualification is necessary, together with previous experience in urban or regional planning. Preference will be given to applicants with basic training in economics or system analysis.

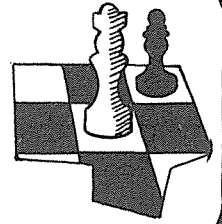
Salary: Salary is within the range \$5,613–\$9,283 per annum, with opportunities for further advancement on merit. Commencing salary will be dependent on qualifications and experience.

Details regarding the position and conditions of appointment may be obtained from the Secretary, P.O. Box 11-248, Wellington (telephone: 554-162).

THE 'NEW WORLD'
GROWING
OLD.



PRACTICE NOTES



THE WELLINGTON LAND DEVELOPMENT GAME

An exercise in professional participation.
S. A. Shaw

The Wellington Festival '73, held in March of this year, gave the Planning Department of the Wellington City Corporation the opportunity to further its public image. The idea of a game simulation was chosen as all sectors involved in developing Wellington would be represented, the educational aspect of planning would be seen, and an appreciation given of the problems facing the town planner in the city. The resulting game did not generate a great public spectator attraction but did draw intense participation interest.

The game itself is modelled on an English planning game and is an attempt to reproduce, in a simplified form, some of the complex forces at work in a developing town.

The area for development is represented by a 10 chain 1 in. grid zoning map based on the current district scheme for Wellington. Every grid represents, in effect, 10 acres, and is referenced by the eastings and northings taken from the south-west corner.

As plots are developed, small wooden models are placed on the board to signify the nature and location of the development. These are placed only after all details of the development have been approved.

Players are divided into six teams as follows:

- (i) The local authority team, representing the city corporation
- (ii) Three teams representing development companies

(iii) The banker

(iv) Central government

In addition the people controlling the game, referred to as operators, are responsible for monitoring the play and determining certain factors based on the growth and performance of the community. The operator will also arbitrate on disputes and interpret the rules. The land use zonings and developments are as follows:—

(i) Residential

There are three residential zones, A, B & C. These represent low, medium and high density housing, and are assumed to represent three types of workers, high, medium and low S.E. grouping respectively.

(ii) Industrial

The three zones of Industry A, B & C again represent light, medium and heavy industry. Each is assumed to employ workers from varying numbers of residential units, as indicated on the development returns.

It is important to note that a particular employment requires workers from the three residential zones in particular proportions. These cannot be varied.

(iii) Retail

There is only one retail zoning.

(iv) Office.

(v) Community services

The uses for the community and govern-

ment are taken together in this zoning and cover the following –

- Polytechnic
- Railway
- Local authority services
- Community centres
- University
- Airport
- Hospital

(vi) Reserves

Reserves and town belt have been given distinguishing zonings.

The procedure is to play a series of rounds, each round representing one year and taking about forty minutes to play.

The teams act out their parts aiming at certain objectives given to their team which could be summarised as follows:

Developer:

- To maximise income and the return on capital invested.
- To increase value of tangible assets by as much as possible.

Banker:

- As for developer.

Local Authority:

- To provide adequate services.
- To implement zoning plan and develop policy objectives which when debated within the game can create rezoning.
- To provide for efficient use of authorities resources.
- To set short-term population and employment targets.
- To balance community.

Central Government:

- To balance community.
- To expand Government influence as much as possible.
- To provide adequate services.
- To encourage community growth.
- To house its staff.

The actions allowed include

- developing a land use;
- acquiring or selling land;
- Financial – buying and selling shares
- borrowing from Bank
- issuing shares or bonds

Deciding policy

Debating planning issues.

During the week some forty odd persons participated in the game, representing architects, planners, engineers, solicitors, valuers and developers.

Almost without exception, the comments received indicated that much had been learnt about the development processes of the city. With this the role of the planner and developer were contrasted and the pressure of the tangible investment return, with the rather intangible amenities of a city understood more keenly.

The game is orientated around the financial constraints of the teams and the basic accounting becomes the principal occupation and limitation of action. This does lead to a very small time given to the debate and consideration of the planning stages of the game, a criticism levelled more by the professional participants than the developers.

As a public outreach by the Department, the game was too complex to be understood within a few minutes. But it did suggest that a simpler form, perhaps with more sophisticated equipment, and the opportunity for the public to join in and make valuable decisions and see their consequence on the emerging form of the city could prove a most effective public relations enterprise.

The game has been donated to the Planning School at Auckland and it is hoped it will there be developed to a fuller potential. It is hoped that it, or a variation of it, will be available for the proposed summer school. ●



Overspill Alternative For South Auckland

—T. W. Fookes

Part I of a two part article



Te Kauwhata railway station: symbol of linkage to markets.

T. W. Fookes, MA(Hons)(Cant), DipTP(Auck), CertEkistics(ACE, Greece), is a lecturer in Geography at the University of Waikato. This article is the first of a two-part series based upon an Unpublished Town Planning Diploma dissertation.

With Manapouri receding from the public's attention another part of the New Zealand countryside received national prominence in 1973. The Government's decision to locate a thermal power station at Huntly provoked a further round of environment-orientated debate, culminating in an Appeal before the Town and Country Planning Appeal Board. Several major issues emerged, including the status of the Environmental Defence Society, and the impact of the station on local Maori settlement. However, the attention which this area received would appear to have failed to realise one significant matter. This is the importance of the Huntly and adjacent countryside for the growth of the Southern Auckland and Hamilton Urban Areas (1) (Figure 1).

It has recently been established (2) that steady population increases in these two urban areas, coupled with the construction of an inter-city motorway will

see the emergence of a development corridor between the regional modes of Auckland and Hamilton. The planned construction of a major power-generating facility, coming as it does at the same time as difficulties in deciding on a site for a similar facility in the Auckland Metropolitan Area, must give an added impetus to this corridor growth.

With 1966-71 intercensal growth rates of 32.2 and 18 per cent respectively, the Southern Auckland and Hamilton Urban Areas must be considered as significant growth nodes in a South Auckland-Waikato urban system. Consequently, the intervening countryside must have a significance as a link between the two nodes. M.O.W. forecasts (3) suggest 1986 populations in excess of 350,000 and 130,000 respectively. By 1991 the expected population of the Southern Auckland U.A. is over 400,000 while the Hamilton U.A. is expected to exceed 150,000.

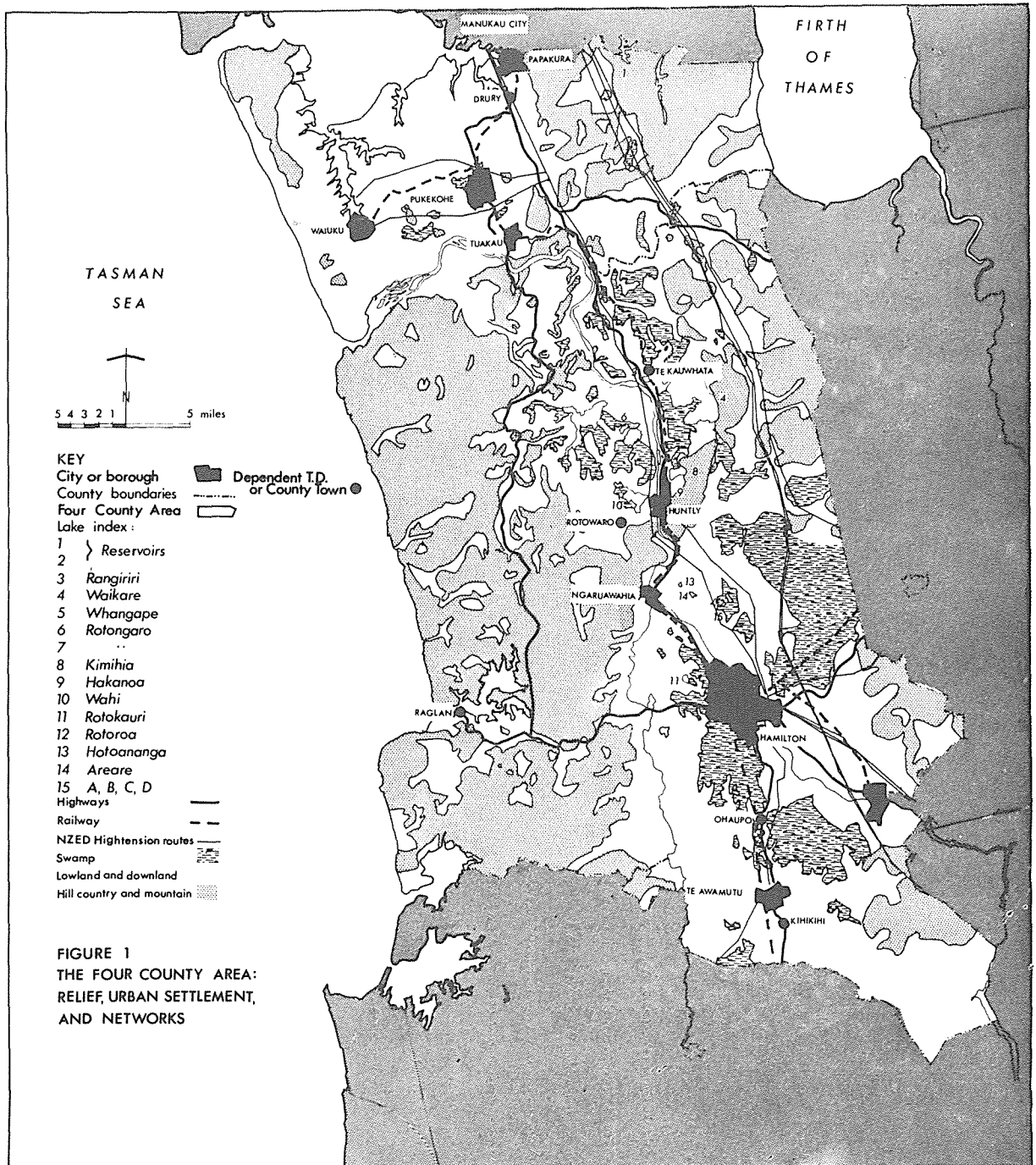


FIGURE 1
THE FOUR COUNTY AREA:
RELIEF, URBAN SETTLEMENT,
AND NETWORKS

Residential sites with Lake Waikare view?
One quality of a new town at Te
Kauwhata

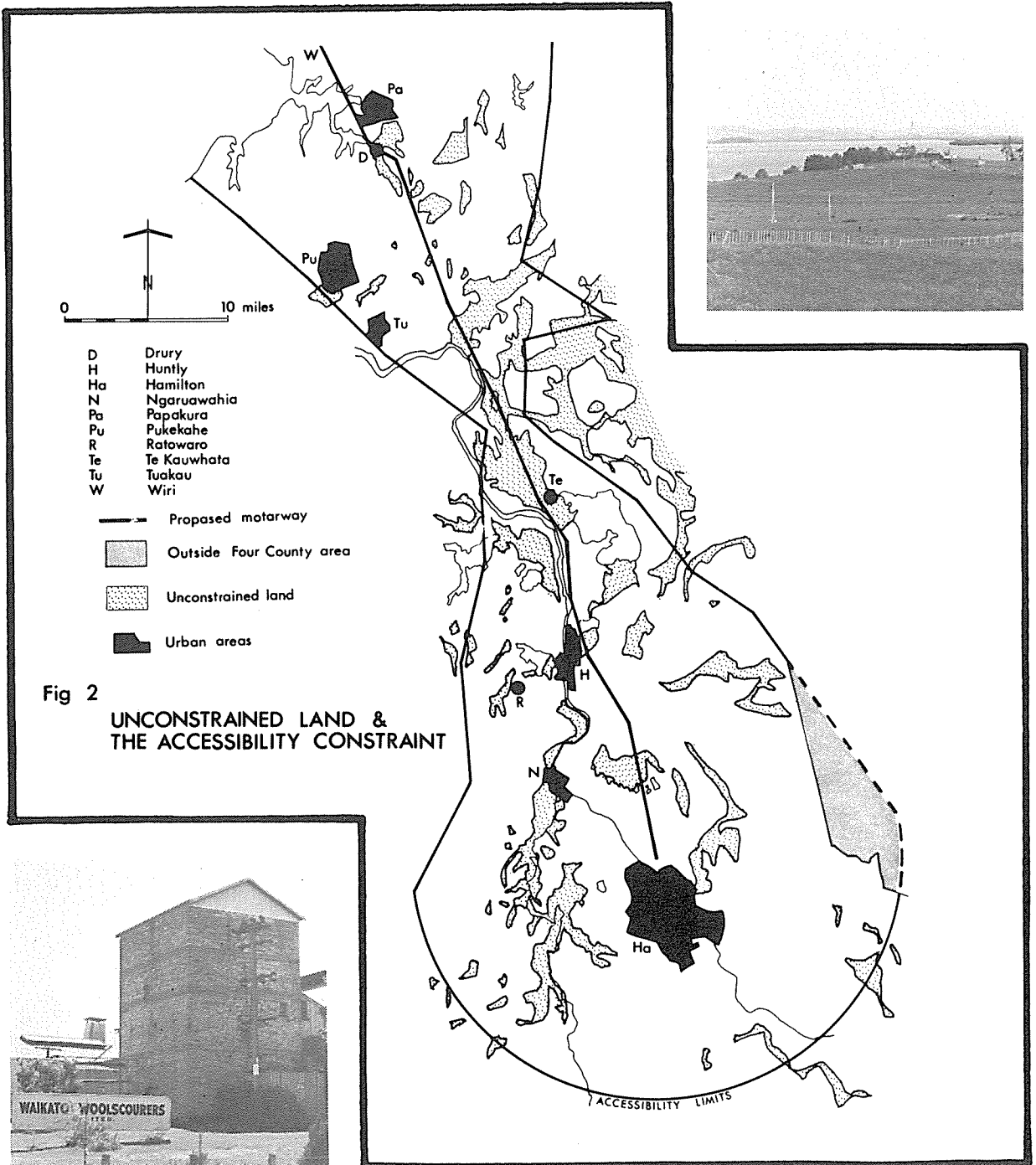


Fig 2
UNCONSTRAINED LAND &
THE ACCESSIBILITY CONSTRAINT

Woolscouring plant provides local
employment opportunities.

One issue raised by the build-up of population pressure is that of the future urban settlement pattern which will be needed to accommodate the growth. It is suggested that consideration should be given to the development of a new settlement node in the countryside linking the two major urban areas. With only 64 km separating South Auckland from Hamilton, a new node could interact with both existing regional foci. If the factor of accessibility is considered, based on the planned motorway link, a thirty minute isoline for travel from either terminal node of Southern Auckland or Hamilton takes the shape indicated in Figure 2. This shows the area which would be within a reasonable commuting distance from either U.A. A study of land quality and other related physical constraints has established a fragmented pattern of suitable land for new settlement (Figure 2).

The area shown in Figure 2 could accommodate a population of 300,000, given a gross density of 25 persons per hectare, while the removal of constraints could achieve increases in this capacity figure. For instance, if the cropping land constraint was ignored then 32,000 hectares would be available, with a potential population of 800,000. This alternative retains the swamp and flood hazard constraint. It appears, therefore, that the range of potential population levels in the corridor is from 1 million, if cropping land and swamps and flood hazard areas are ignored, to 300,000, given all constraints are operative. This conclusion provides the answer to the question implied by the study objective, namely, what magnitude of population could be accommodated within the Auckland-Hamilton Development Corridor. The answer is that if all the constraints were applied and urban development restricted to the areas shown on Figure 2, then there would be space for around 300,000, given a gross density of 25 persons per hectare. However, if any constraint was reduced in importance, and only partially applied, or removed completely, then obviously the figure would increase.

To date, cropping land has not been considered a major constraint on urban development within the corridor. This is demonstrated by the recently published **Hamilton Area Study Report**, prepared jointly by the Hamilton City Council, and the Waipa and Waikato County Councils. The report states that "none of the soil types adjacent to the city is indispensable to any of the existing rural land uses. Thus it was not

necessary to exclude any area from possible urban use on these grounds", and further on, "market gardening activities in themselves impose no permanent restraint on urban expansion as these can be readily re-established elsewhere: even the peat soils . . . will support some market gardening" (Hamilton C.C., 1972, 67). Consequently, the report suggests "that the major part of the urban expansion expected up to the year 2000 should be established . . . generally to the north of the city" (Ibid., 92). It should be noted that the borough of Ngaruawahia was not included specifically in the study, and therefore the plan does not include any expansion of that settlement. However, a linear form is readily apparent in this long-term strategy for Hamilton.

Further questions can be posed, as a result of this proposal. For instance, will urban expansion plans, for other settlements, also play-down the cropping land constraint? Are there some areas within the corridor which could be removed from agricultural uses, if it means retaining others? Firstly, the expansion of Manukau City will occur by 1986 as it reaches capacity within its existing boundaries (4), and the constraints will be less to the south. Secondly, soil scientists acknowledge that it is better to remove good cropping land from agricultural use if that land is in discontinuous pockets, rather than allow urban expansion into agricultural zones where the land is universally of a high quality.(5)

It appears, therefore, that the uncontrolled expansion of Manukau City southwards will mean the alienation of high-grade cropping land which is not in fragmented parcels. The previous mentioned alternative, to divert expansion into areas where the cropping land is more fragmented, would appear to be applicable.

A future urban pattern

One possible form of urban development which would achieve the objective of retaining the high-grade cropping-land in the Franklin County in agricultural uses is presented, as well as showing how the concept of a development corridor could be operationalised. This is Figure 3. The form of development includes the recent Hamilton strategy and allows for the

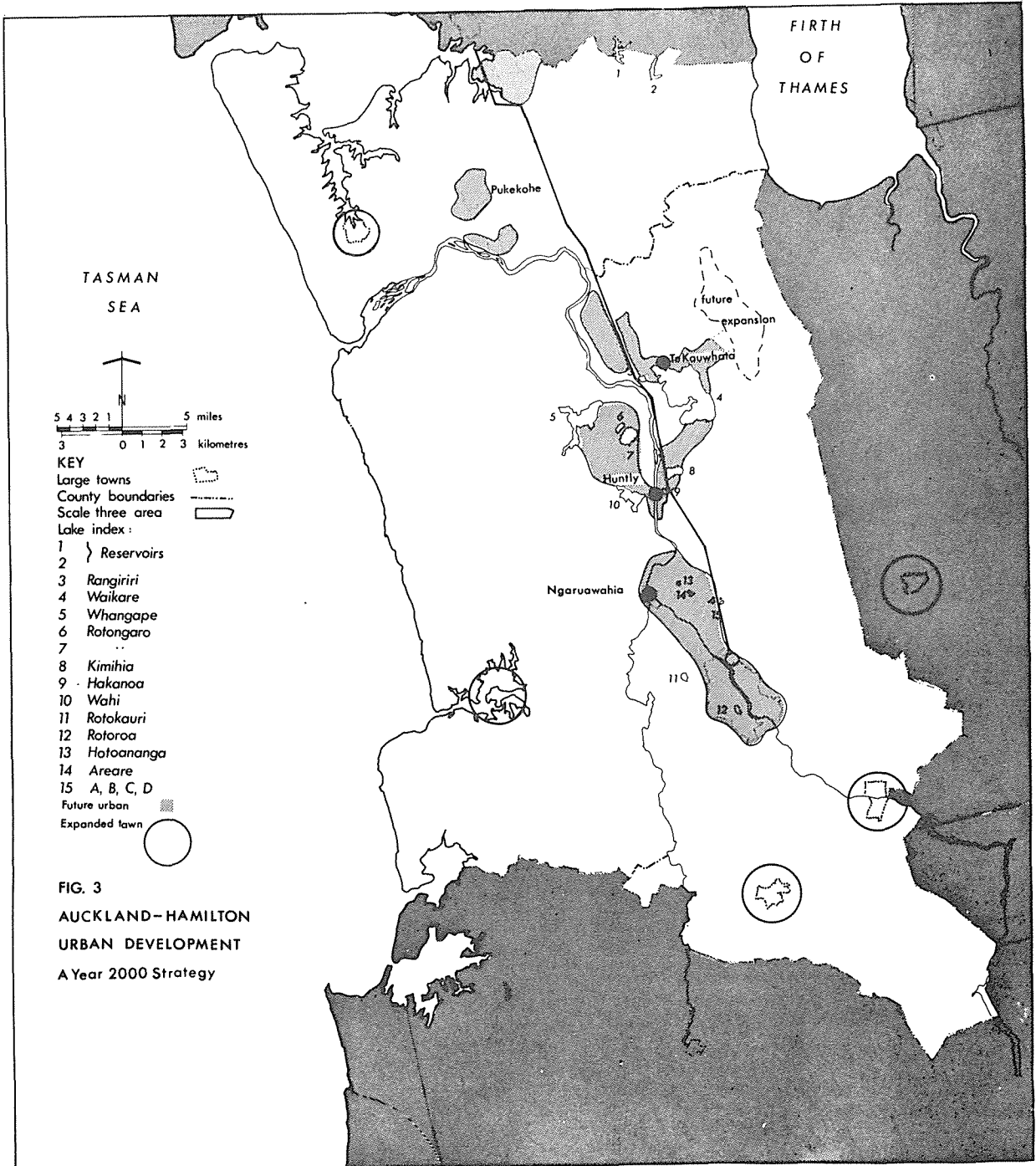


FIG. 3
AUCKLAND-HAMILTON
URBAN DEVELOPMENT
A Year 2000 Strategy

expansion of Ngaruawahia. The main feature is the development of a new centre adjacent to Te Kauwhata and Huntly. It is suggested that the overspill from South Auckland could be accommodated in this new town midway along the corridor. Other expansion could be accommodated around Pukekohe and Tuakau without infringing on the cropping land. The areas as shaded would accommodate around 900 thousand people. Essentially it allows for the expansion of Pukekohe and Tuakau to 70,000 and 50,000 respectively and an extension of the South Auckland Urban Area south to Drury which will accommodate a further 100,000. The major development would occur midway between the two existing development poles. Something of the order of 350,000 could be accommodated in a new centre based around the existing settlements of Te Kauwhata and Huntly. The development would straddle the new motorway axis, as well as being adjacent to the existing Main Trunk railway. Hamilton follows the suggestion of the area study and extends in a linear form towards Ngaruawahia. This expanded metropolitan area would have a population of 300,000.

The ability of these centres to accommodate the expected population has been assessed without considering the potential of the surrounding settlements, such as Te Awamutu, Cambridge and Morrinsville. These towns could become linked into a regional system of urban centres providing work and residential opportunities.

This alternative has emerged principally as a result of the two constraints of crop land and swamps. The necessity for development to occur away from the Pukekohe-Franklin county area requires further study, hopefully of a cost-benefit nature. However, it is felt that other advantages do emerge which suggest the development of a new centre based on the existing settlements of Te Kauwhata and Huntly.

The Te Kauwhata-Huntly area has an accessibility advantage, with improved transportation linkages, in that it is equi-distant from both Hamilton and Manukau City. Remaining within the 30 minute journey-to-work constraint, residents of the area will be able to select from job opportunities at both employment nodes. Natural physical features in the area, particularly the large lakes and surrounding hill country, in addition to the Waikato River, provide both visual and recreational opportunities on which

new development could capitalise. The prime recreation areas of Coromandel and the east coast beaches are readily accessible, as too are the winter ski areas.

The pattern of urban places which emerges from the strategy would also appear to have some advantages. First, it will be possible to create urban units which exceed 50,000 population, increasingly considered a desirable economic minimum (Neutze 1965; McDonald 1969). Secondly, the introduction of the physical constraints means the provision of large tracts of non-urban land, of significance for passive and active recreational use. Urban communities will be spatially contained, with natural boundaries within easy access. These two features would appear to assist planners in providing a good physical environment for the urban dweller. Accessibility will be good for all places in the corridor, for both work and recreation trips. Location along the motorway and railway routes will enable quick access to these facilities on the one hand, while providing sizeable clusters of passengers on the other. This could be a long-term advantage for public-transit planning within the corridor. ●

Notes:

1. As defined by the Department of Statistics.
2. T. W. Fookes, *The Auckland-Hamilton Development Corridor*, unpublished DipTP dissertation, University of Auckland, 1973.
3. Ministry of Works, *Population Forecasts 1971-1991*, Wellington. Government Printer.
4. Personal communication, Manukau City Planner, 1971
5. Personal communication, Mr H. S. Gibbs, University of Waikato.

References:

- Hamilton City Council (1972), *The Hamilton Area Study*, Hamilton.
- McDonald, T.K. (1969), *Regional Development in N.Z.*, Wellington.
- Neutze, G. M. (1965) *Economic Policy and Size of Cities*, Canberra. A.N.U.

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The following were recently elected to Membership:

J.G. Dryden, DipTP(Auck), MNZIS.
R.W. Higgins, BA(Cant), DipTP(Auck).
W.J. Watt, BA(Otago), DipTP(Auck).

New Student Members

D.C. Devine, BA
D.B. McKay, BA(VUW)
J.D. Mackay, B Arch(Auck)
E.L. McKewen, BA
B.W. Putt, BA
D.G. Snowden

Recent Movements

D.B. McKay, BA(VUW), (S), to
Planning Assistant, Auckland City.

E.L. McKewen, BA(Auck), (S), to
Planning Assistant, Auckland City.

D.G. Snowden, (S), from Senior
Planning Assistant, Northland
Regional Authority to Planning
Officer, Takapuna City.

R.J. Grant, BSc(Cant), to Planning
Assistant, Auckland Regional
Authority.

J.A. Kennedy Dip T&CP (Newcastle)
MNZIS, from Surveyor, Fiji and
Wellington City to Town Planner,
Wellington City.

H.C. Norwood, BA(Hons) Bristol,
Dip Soc Admin (Manchester),

MRTPI, from Town Planning Officer
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B. Ray, MA (Calcutta), Dip Reg. Plg
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ment Commission Canberra.
S.A. Shaw, BE, DipTP(Lond),
MRTPI, (M), from Senior Town
Planner, Wellington City Council to
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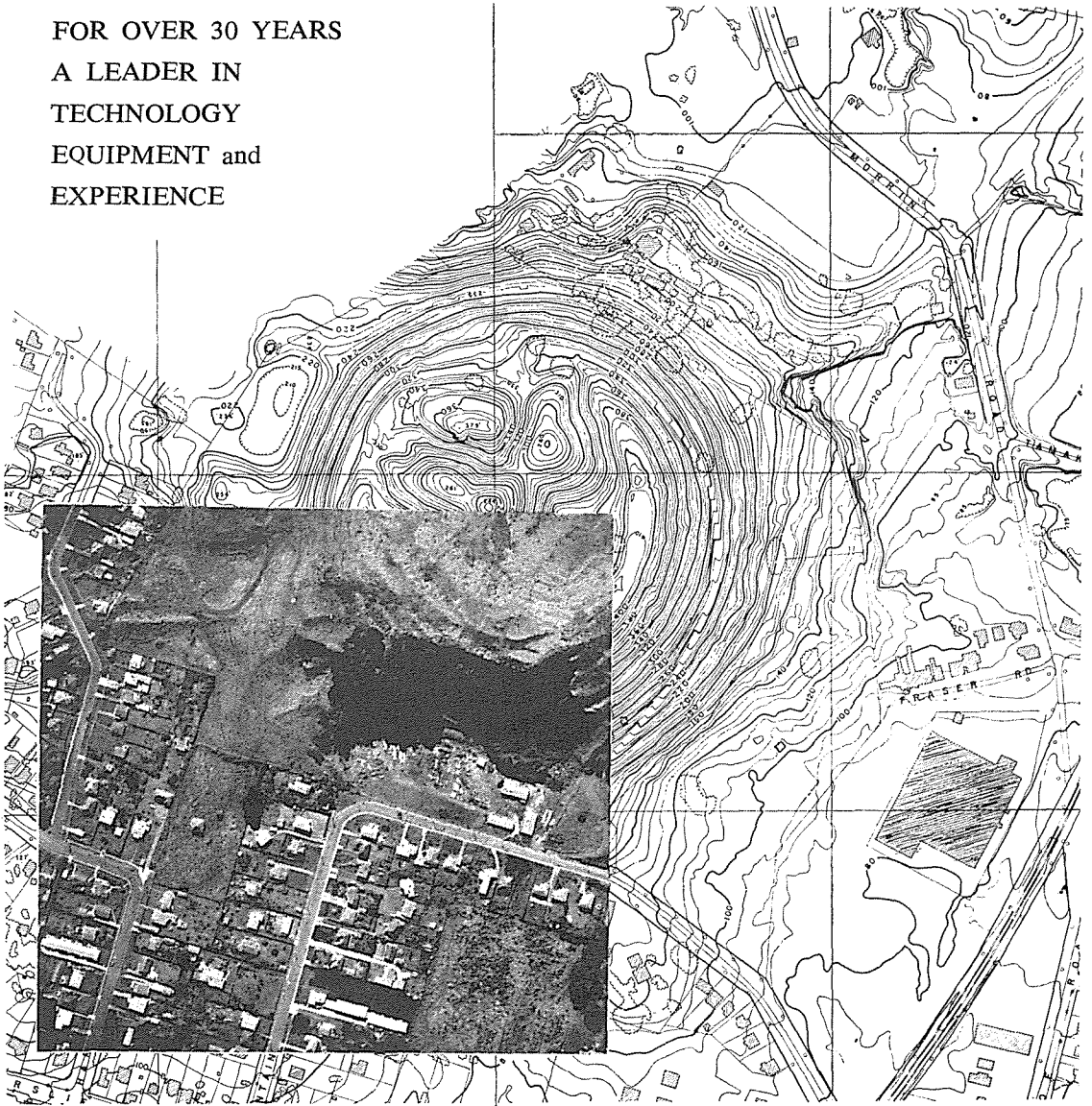
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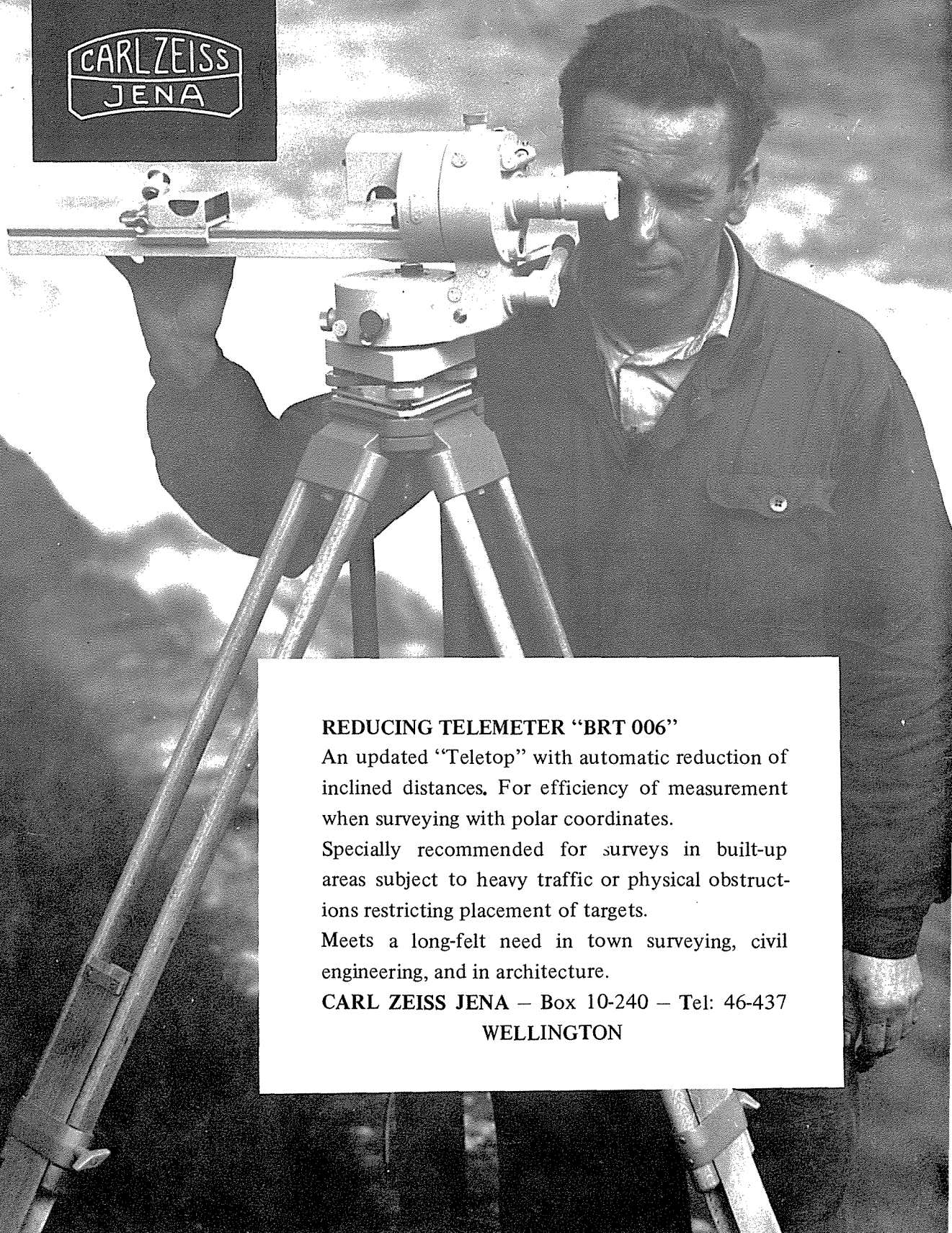
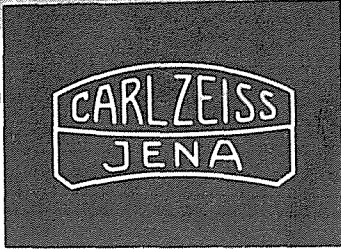
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