

# NOTHING EQUALS

**WARMRAY'S  
AMAZING  
EFFICIENCY!**

## Warmray

- TRIPLE PURPOSE • SLOW COMBUSTION
- AIR CONDITIONING HOME HEATER

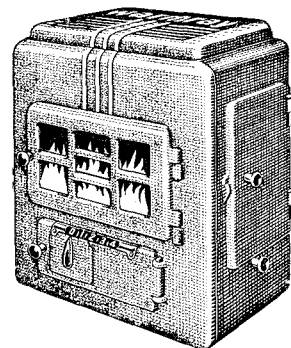
### STANDARD "H.D."

has over 7,000 cu. ft. heating capacity, equipped with a non-jamming shaker grate.

★ BURNS ANY SOLID FUEL—AND NEED NEVER GO OUT.

★ Beautifully enamelled on solid cast iron, Model "H.D." introduces a new mottled CERAMIC GREY, a matching tint for the contemporary or traditional home. HAWAIIAN CREAM is also available.

Owing to fuel saving the "Warmray" ACTUALLY COSTS NOTHING! Reduces fuel bill at least 75 per cent.



★ Installs in rooms with or without fireplaces

### MODEL No. 3 SUPER DE LUXE

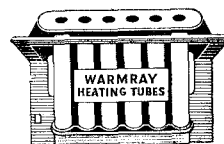
★ Large capacity—over 10,000 cu. ft.

★ Special large firebox for long burning without attention.

★ Extra large hotplate for cooking.

The secret of Warmray's efficiency is the patented Heating Tubes (illustrated) which are built into the firebox. The air in the room passes through these tubes continuously, thus maintaining an even, overall warmth.

WORLD PATENTED  
HEATING TUBES MAKE  
THIS THE MOST  
ECONOMICAL AND  
BEST ROOM HEATER OF  
THEM ALL, REGARDLESS  
OF PRICE



★ BEWARE OF IMITATIONS

## Imitated?? Often!! Equalled?? Never!!

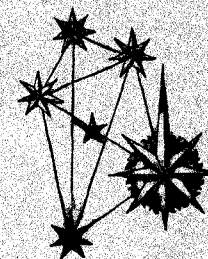
Sold by Stores, Builders' Suppliers and Hardware Merchants everywhere.

## WARMRAY PTY. LTD.

Manufacturers and Wholesale Distributors, Challis House, Martin Place, Sydney  
Telegrams: "Warmray," 25-2216

If unobtainable locally, 'phone, write or call for illustrated brochure and name of nearest agents.

3/FP.7



# JOURNAL OF THE AUSTRALIAN PLANNING INSTITUTE

160 RUSSELL STREET, MELBOURNE

Volume 1, No. 7

PUBLISHED QUARTERLY

June, 1960



PORT ADELAIDE AND OUTER HARBOUR

PRODUCTS FOR — PROTECTION • RESTORATION • PRESERVATION AGAINST WEAR, WEATHER, WATER, DAMPNES AND DECAY OR ACIDS, CHEMICALS, EXPLOSION, FIRE AND FURNACE HEATS

*Presciently planned-  
Correctly formulated-  
Practical in the field-*



... FOR EVEN THE  
MOST EXACTING ARCHITECTS  
AND STRUCTURAL ENGINEERS

SPECIFY AND INSIST UPON

**MASTERBUILDERS**  
PRODUCTS

TRADE

MARK

—with complete confidence and safety!

... Knowing that they bear the Hallmark of Leadership and superior quality, inborn through decades of good breeding under the skilful care of scientific men, qualified, conservative and practical.

By selectively specifying and using our products our patrons thereby have the right to use our Chemical, Analytical, Physical and Testing Laboratories, also consulting and field services at any time free of cost, in connection with examinations and problems encountered in their daily routine.

To provide such needed and prompt services in Australia we were primarily established and to enable us to finance, maintain and extend these much valued facilities, we create, manufacture and sell, structural chemical products of superior quality and performance for every purpose.

## AUSTRALIAN MASTER BUILDERS COMPANY LIMITED

Research, Consulting and Production Laboratories

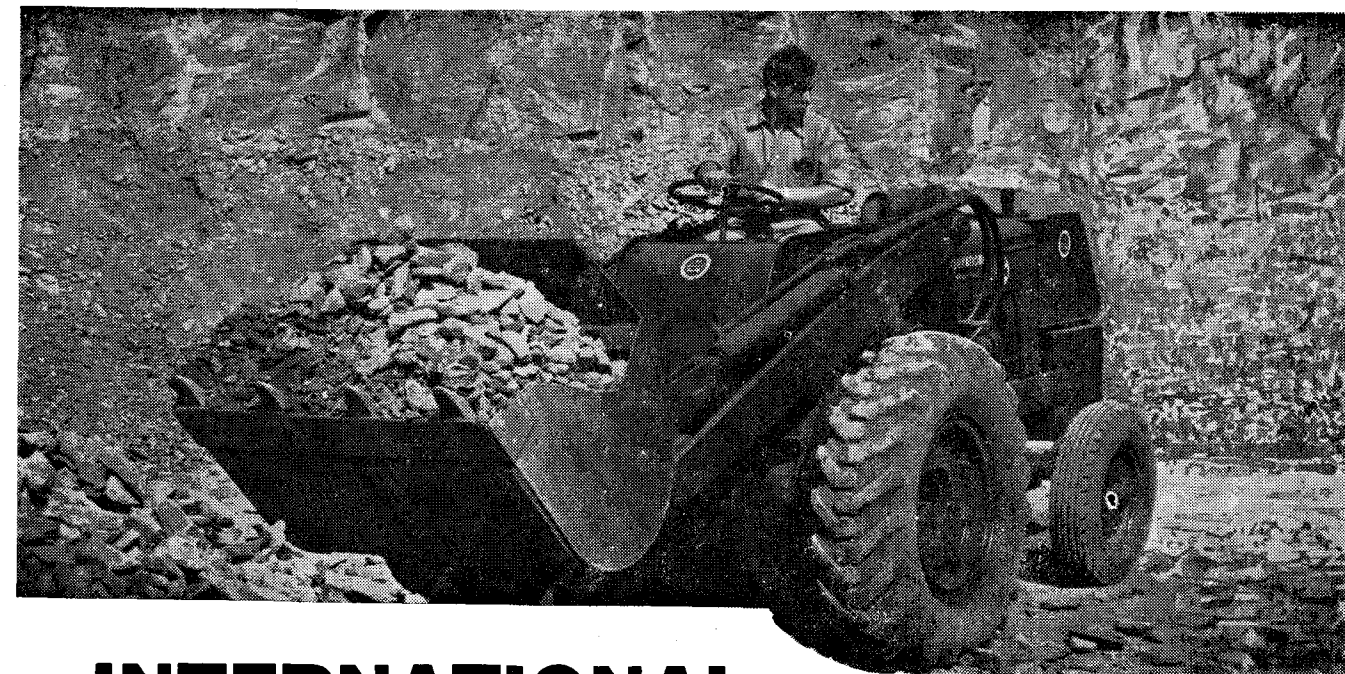
Head Office and Main Plant } WESTBEACH ROAD, KESWICK, SOUTH AUSTRALIA  
LF 1629 - LF 6279

DIVISIONS IN ALL CAPITAL CITIES

H. E. A. McCARTHY, Principal

Established 1928

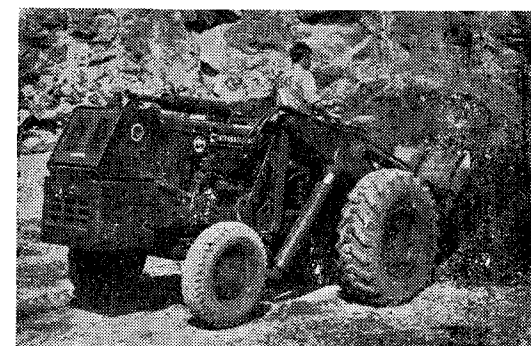
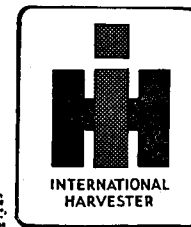
Ian J. McCARTHY, M.Sc., Director of Research



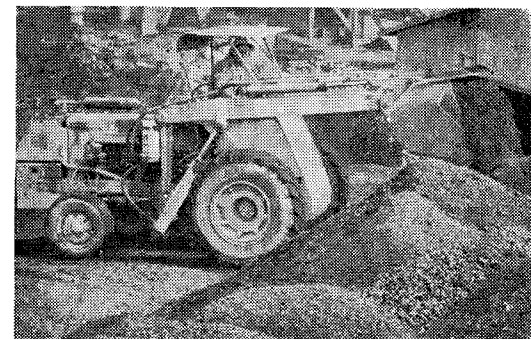
## INTERNATIONAL A40-1 SUPER LOADER

has capacity to lift a ton  
in every bite!

In quarries, gravel pits, or anywhere bulk loose materials are handled, the International Superloader is a tireless work-horse and can move 1 ton in every bite at the stockpile. Power-assisted steering makes the Superloader extremely manoeuvrable and the powerful front wheel drive assures traction on the poorest surfaces. The rugged, clean-cut design gives unobstructed operator visibility and effortless bucket elevation to over 11 feet in only 6 seconds. It is features like these that earn International Superloader its reputation for loading greater quantities in the quickest possible cycle.



Powerful hydraulics control 40° pryout action-bucket ensuring a heaped load every time.



FCE 904/36

## INTERNATIONAL CONSTRUCTION EQUIPMENT

INTERNATIONAL HARVESTER COMPANY OF AUSTRALIA PTY. LTD.

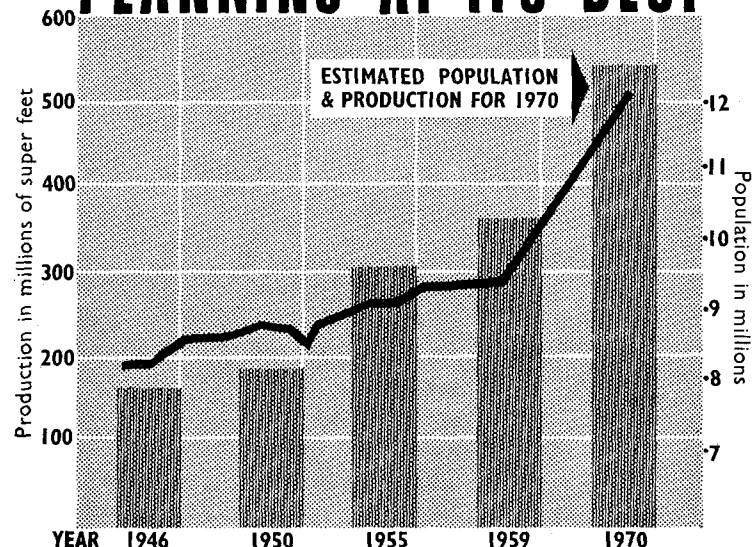
### DISTRIBUTORS

Q'LAND: Industrial Sales And Service (Q'land) Ltd., Robinson Road, Geelong.  
N.S.W.: ISAS (N.S.W.) Ltd., Madeline Street, Enfield.  
VIC.: Victorian Industrial Sales & Service Pty. Ltd., Power St., South Melbourne.  
TAS.: Industrial Sales And Service (Tas.) Ltd., Esplanade, Launceston.  
S. AUST.: Industrial Sales And Service (S.A.) Ltd., Daws Road, Cudmore Park.  
W. AUST.: W.A. Industrial Sales & Service Co. Ltd., 143 Great Eastern Highway, Belmont.





## PLANNING AT ITS BEST



*Australian  
Radiata  
Pine  
Success  
Story*

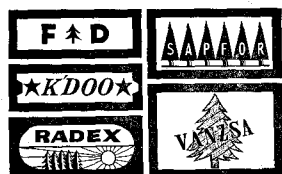
Planted a generation ago: planned to be ready to meet the needs of our greatest population growth, the magnificent Australian Radiata Pine Forests are now approaching maturity to provide the sinews for Australia's great expansion programme.

### AUSTRALIAN RADIATA PINE THE TIMBER OF 1,000 USES



Australian Radiata Pine has properties of lightness and strength that make it unique among building materials. Modern techniques of vacuum-pressure preservative treatment have extended its field of application, and now it can be said that Australian Radiata Pine provides the answer to many planning problems.

Kiln dried for stability—graded for use—branded for your protection.



*Look for these brands*

They are your guarantee of satisfaction—used only by producer-members of

## RADIATA PINE ASSOCIATION OF AUSTRALIA

BOX 25, RUNDLE STREET, P.O., ADELAIDE, SOUTH AUSTRALIA.



*Designed for Architects . . .  
... by Architects*

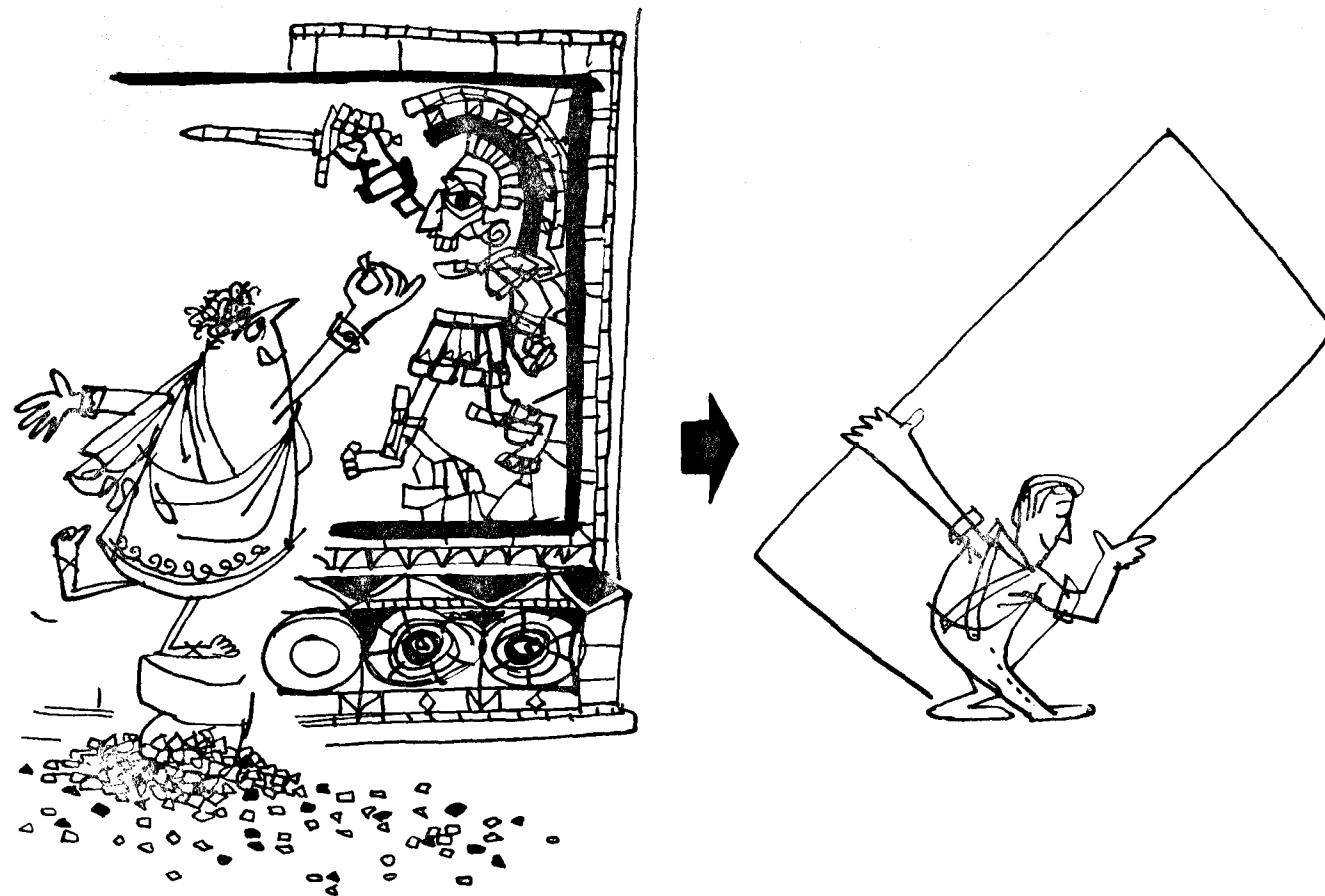
Architects throughout the State were asked to tell Clarksons just what kind of service and facilities they would like. All the most popular requests have been incorporated in the special Architects' Area. Points such as good lighting, a plan table, special displays, and qualified special attendants have been included

★ ALL THIS . . . PLUS ADEQUATE PARKING AREAS

## CLARKSON LIMITED

150 GRENFELL STREET. ADELAIDE.

W 0494



there's been a **CHANGE** in hardboards, too

Historically, the building of Rome was never a 24-hour project.

But times have changed, and so, too, have construction methods and materials.

In hardboards today, the change is to HEAT-TOUGHENED BurnieBoard . . .

Australia's first and **only** HEAT-TOUGHENED hardboard. An exclusive world-recognised process ensures its greater strength and improved moisture resistance.

CHANGE TO

**BurnieBoard**

THE ONLY HEAT-TOUGHENED HARDBOARD

MTA2

# PHILMAC

## Ball Cam

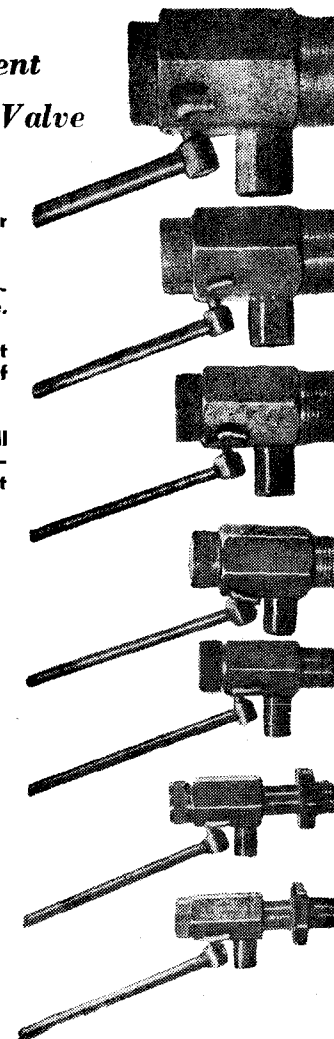
### BALL VALVES

*Australia's*

*Most Efficient*

*Ball Valve*

- Faster on HIGH or LOW Pressure.
- Easily holds HIGH-EST MAINS Pressure.
- Standard equipment in leading makes of cisterns.
- Approved by all major Water Authorities throughout Australia.



Precision  
made  
from Solid  
Brass Bar

All parts are  
standardised  
and there is  
a complete  
range for every  
requirement

*Interstate  
Distributors*

W.A.:  
Don Bolton,  
7 Harvest Terrace,  
Perth

QLD.:  
W. Moody & Co.,  
4 Heussler Terrace,  
Brisbane

VIC.:  
H. Rodney Pty. Ltd.,  
3 Queens Road,  
Melbourne,  
S.C.2

N.S.W.  
H. G. Thornthwaite  
Pty. Ltd.,  
167-187 Kent Street,  
Sydney

BROKEN HILL:  
Gibbs Bright & Co.,  
88 Currie Street,  
Adelaide, S.A.

94a-96 SOUTH ROAD  
HILTON

LU 4175  
LU 4176

## PHILMAC LIMITED

*Manufacturers of High-Grade Plumbers' Hardware*

HILTON - - SOUTH AUSTRALIA

# BRAEMAR

"CHOSEN BY 250,000 DISCRIMINATING AUSTRALIANS"

## HOT WATER SYSTEMS

because . . .

- ★ Braemar systems are guaranteed 5 years, and have lifetime after-sales service.
- ★ Braemar are unsurpassed in quality, design, and construction.
- ★ Braemar have all copper cylinders and feather-weight "THERMASTER" insulation.
- ★ There is a Braemar for every installation—over 70 stock models and sizes—gas or electric.

# BRAEMAR

GAS AND ELECTRIC HOT WATER SYSTEMS

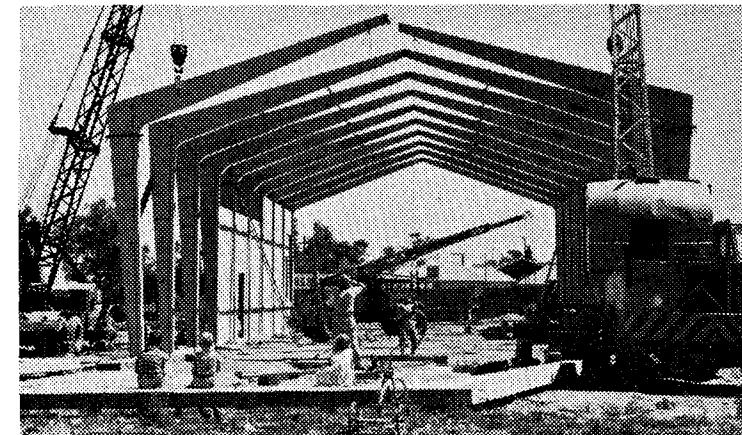
40 COLLINS STREET,  
ENFIELD, SOUTH AUSTRALIA  
PHONE: ML 6881

*Consult us for ideas and technical details*

# Monier

CONCRETE INDUSTRIES (AUSTRALIA) LIMITED

## precast concrete PORTAL FRAMES



Note the modern lines of this 150 ft. x 40 ft. Portal frame erection by Concrete Industries for the new Brighton Civic Hall, S.A. Dimensions are 40 ft. clear span, 20 ft. eave height, 12 ft. wall height. Walls are constructed on "Monier" Precast Infill Slabs.

The application of "Monier" Precast Portal Units in the construction of modern commercial buildings, factories, hospitals, schools, etc. is limited only by the architect's imagination. They are supplied in standard designs or cast to detail as specified. The use of precast concrete units effects a considerable reduction in construction time. Field labour and site congestion are minimised by the elimination of form work, and following trades can commence work immediately units are in place. The factory casting of concrete, too, permits a degree of control impossible on site.

**STANDARD SIZES: 30 ft., 40 ft., 50 ft., 60 ft.**

*For further details of "Monier" Precast Concrete Portal Frames consult Technical Department*

# CONCRETE INDUSTRIES (S.A.) Pty. Ltd.

P.O. BOX 20, BRIGHTON, S.A. 96 8041.

Branch of CONCRETE INDUSTRIES (AUSTRALIA) LIMITED, Villawood, Sydney, N.S.W.

*Tailored to  
contemporary  
designs*

Reasons why Architects  
Australia wide specify  
MONIER portal frames

- Economical & Dependable
- Speedy, Easy Erection
- Durable and Strong
- Clear, Unrestricted Area
- Lower Insurance Rates
- Attractive Appearance
- Highly Suitable for  
Factories, Halls,  
Churches, etc.

**the easiest, safest,  
most economical,  
and decorative  
building material  
in South Australia**

**FIRE-SAFE**



# VIBRAPAC

## CONCRETE MASONRY

*\* Made on the Super  
Vibrapac Machine*



**Proved in America and Australia!**

After years of outstanding success in the United States, Vibrapac has earned the same reputation in Australia. 80% of all solid walls in America are concrete and 68% of these are of block, made on Vibrapac Machines.

**VIBRAPAC MAKES PLANNING AND  
BUILDING MUCH EASIER, QUICKER!**

There is a special block for every purpose in Vibrapac—fire and vermin proof, sound absorbing, easy to paint—and the variety of effects is almost limitless. Modern modular construction saves time, material, and costs.

**ASK FOR FREE ESTIMATES!**

# JAYWOTH BESSER LTD.

GRAND JUNCTION & BLAKENEY ROADS · ROSEWATER J 2631-2-3

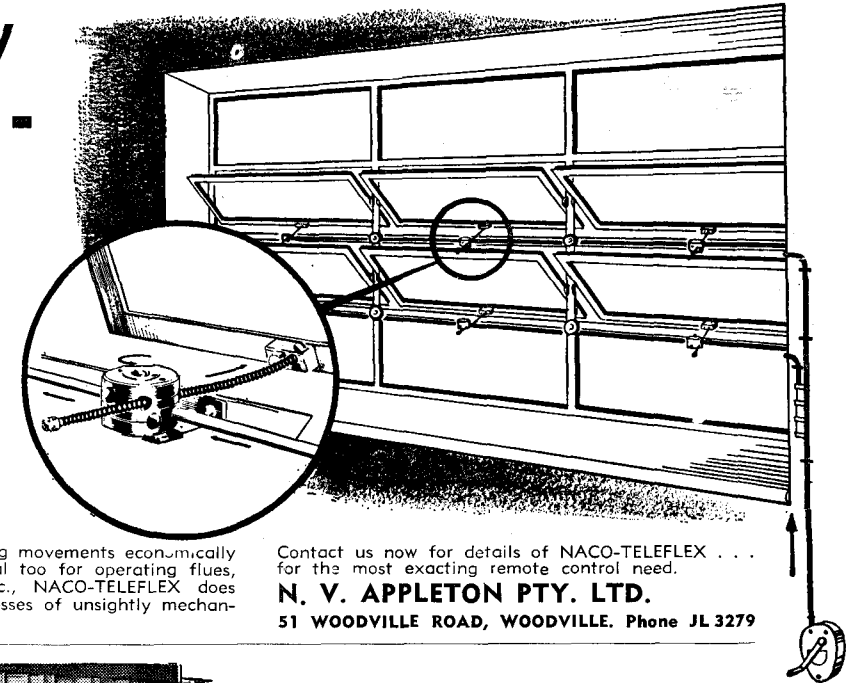
**For High Out-of-Reach Windows . . .**



**Specify  
NACO-  
TELEFLEX**

*Effortless remote  
control operating gear  
for . . .*

- LOUVRE WINDOWS
- ANY TYPE WINDOWS
- VENTILATORS
- SUN BLADES



NACO-TELEFLEX conveys operating movements economically and precisely to any point. Ideal too for operating flues, dampers, throttles, fanlights, etc., NACO-TELEFLEX does away with the need for large masses of unsightly mechanism.

Contact us now for details of NACO-TELEFLEX . . . for the most exacting remote control need.

**N. V. APPLETON PTY. LTD.**

51 WOODVILLE ROAD, WOODVILLE. Phone JL 3279



**SOLAR HEAT LOADS  
Reduced by up to 85 p.c.  
at Windows with  
NACO SUNBLADES**

Attractive, Effective, Economical, easy to clean NACO adjustable Sunblades for Homes, Offices, Factories, provide the perfect window shade. They are available in a full colour range—in steel, plain or baked enamel. Available too in aluminium, plain or anodised.

Tests indicate that solar heat loads can be reduced by up to 85 per cent. at windows, when NACO SUNBLADES are fitted. Units can be installed according to plans and drawings provided, by any semi-skilled tradesmen. Sunblades may be closed by hand bar or by NACO-TELEFLEX winding mechanism.

Our representative will gladly call with samples and provide quotations.

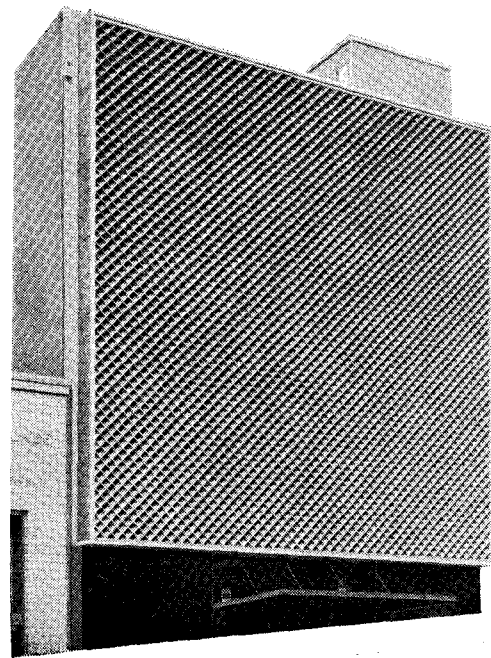


**NACO ADJUSTABLE  
SUNBLADES**

Write or phone **N. V. APPLETON PTY. LTD.**  
51 WOODVILLE ROAD, WOODVILLE. JL 3279

DIVISION OF APPLETON INDUSTRIES LIMITED, BRISBANE.  
BRANCHES: ADELAIDE, MELBOURNE, SYDNEY, DARWIN,  
LONDON, WEST INDIES.



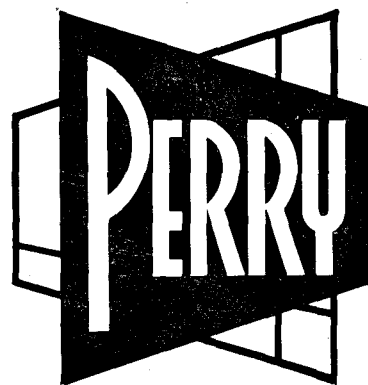


# ALUMINIUM

curtain walling  
sun louvres  
sun screens  
doors and  
windows



Perrys are designers and manufacturers of aluminium work to the finest architectural standards and have contributed to the majority of Adelaide's imposing new buildings. Experienced engineers are available to assist you right from the planning stage and a telephone call puts their services at your disposal.

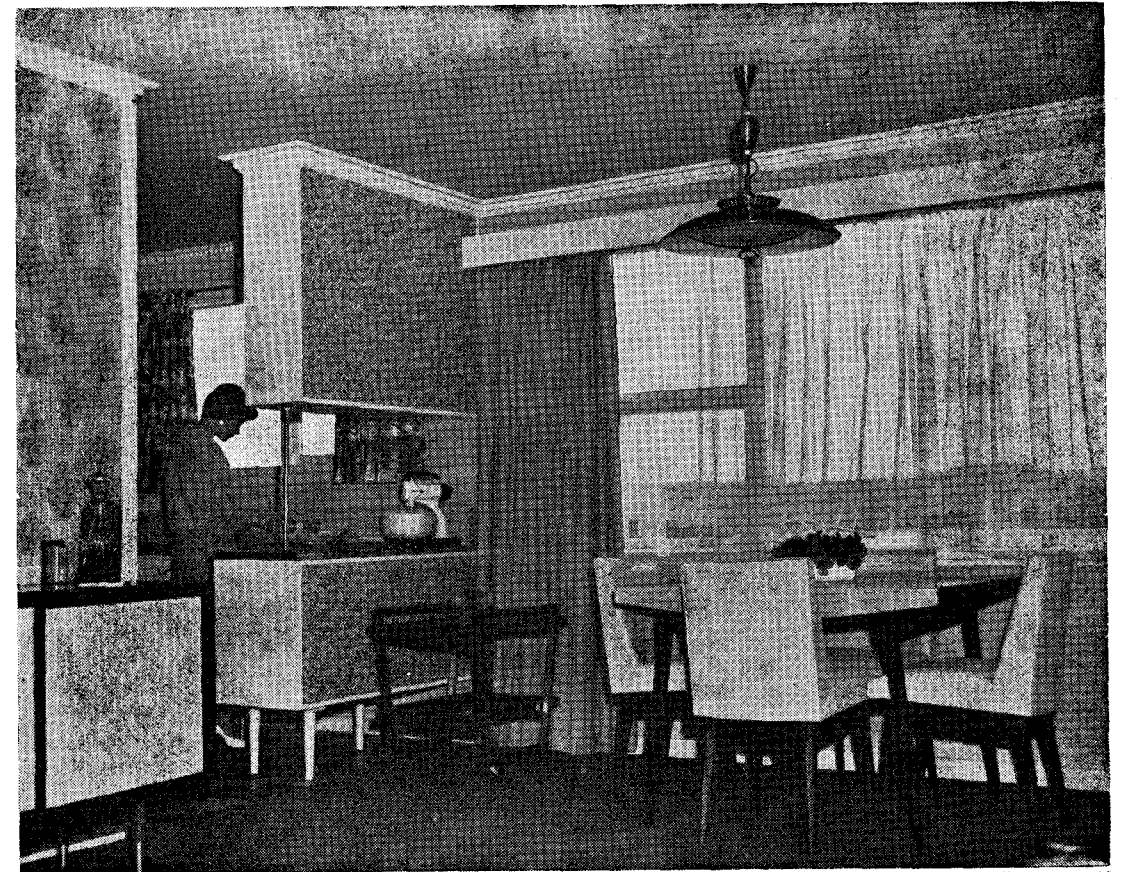


**PERRY METAL WINDOW CO. LTD.**  
RAILWAY TERRACE, HILTON, S.A.  
TELEPHONE LU 6601

## BETTER HOMES:—

AN A. V. JENNINGS QUALITY HOME IS A SOUND INVESTMENT . . .

It is built as part of a complete community with all services.



INTERIOR OF FURNISHED DISPLAY HOME, LINDISFARNE, HOBART, TASMANIA.  
A COMPLETE HOME SERVICE . . .



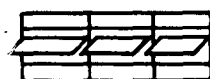
THE LAND  
THE FACILITIES  
THE HOME  
THE FURNISHINGS  
THE FINANCE

AUSTRALIA'S LARGEST HOME BUILDING ORGANISATION  
• VICTORIA • CANBERRA • TASMANIA • W.A. • S.A.

Head Office: TRENT STREET, BURWOOD, E13 MELBOURNE

# Wunderlich

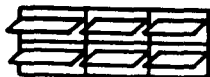
## ALUMINIUM WINDOWS



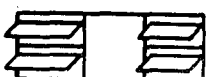
Width: 11' 9 1/2"  
Depth: 3' 1 1/2"



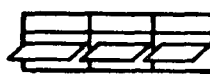
Width: 11' 9 1/2"  
Depth: 3' 1 1/2"



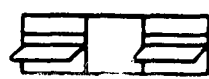
Width: 11' 9 1/2"  
Depth: 4' 3"



Width: 11' 9 1/2"  
Depth: 4' 3"



Width: 11' 9 1/2"  
Depth: 4' 3"



Width: 11' 9 1/2"  
Depth: 4' 3"

### WUNDERLICH

#### Adjustable Sun Louvres

Operated by finger tip control from either within or without the building, they are easily and rapidly regulated to completely shut out direct sunlight, but at the same time allow diffused natural light and fresh air to freely enter.

### WUNDERLICH

sets the fashion in . . .  
**Residential  
Aluminium Windows**

- Double hung
- Picture
- Horizontal sliding
- Sliding picture

### STANDARD ALUMINIUM WINDOWS

Wunderlich Projected Type Aluminium Windows are manufactured in a wide range of standard types and sizes. (Illustrated at left are six chosen from the range.) Adopted as the most suitable to the needs of general practical requirements, they comprise single, or basic window units, and combinations—multiple units—with innumerable variations.

### WINDOWS TO SPECIFICATION . . .

Windows of special size or involving wide departures from standard sizes and design are manufactured to order. Discussions with our technicians ensure advantages from the viewpoint of design, manufacture and economy.

### WINDOW SIZE . . .

Because of the rugged construction, standard size units are made as large as 8' 2 1/2" high by 3' 11 1/2" wide, and can be purpose made up to 5' 0" wide without involving special and costly reinforcement.

### OPENING SASHES . . .

Opening sashes are designed to permit easy cleaning from inside the building.

### FINISHES . . .

- Aluminium windows are available in three standard finishes:
- (a) Natural finish and clear lacquered—a pleasing low-cost natural aluminium finish.
  - (b) Satin etched and clear lacquered—a distinctive silvery appearance.
  - (c) Clear anodised and clear lacquered. A first quality finish. The hard anodic film affords added surface protection.

### GLAZING . . .

Windows are supplied unglazed—glass is not supplied. Use glazing compounds (putty) specially made for aluminium to glass glazing.

### ANCHORS . . .

Brick or concrete construction. Each "basic unit" window is supplied with two clip-on anchors and two fixed sill anchors. Multiple windows involve multiple quantities.

### ARCHITECTS! . . . ENGINEERS!

You are cordially invited to inspect the complete range of ALUMINIUM WINDOWS and LOUVRES on display in our Modern Showrooms. Our Design Section is always available for consultation or assistance when planning.

# Wunderlich

152-160 GROTE ST., ADELAIDE PHONE LA 6091 (6 lines)

to oppose the erection of the hotel in every way possible. It appeared that Council realised the necessity for the provision of parking space by the applicant and the imposition of the Building Lines was one way in which such space could be secured. From the resolutions of Council it appeared to the Court that the Council was acting under S. 313, with the inference that the hotel might be erected and a conditional approval given when the building plans were submitted. There was no evidence that Council was acting solely under S. 308. When the Council refused consent to the erection of the hotel (S. 313), the applicant had a right of appeal to the Land and Valuation Court (S. 341), where witnesses could be summoned, evidence given and a decision made. A further argument of the applicant was to the effect that as Council had given evidence at the Licensing Court objecting to the proposal, it could not attain its ends by disapproving the building plans. It was the opinion of the Court that the Council, as the Responsible Authority under the County of Cumberland Planning Scheme Ordinance had adequate power to deal with development applications, and in the case of an application for an hotel, the Responsible Authority need not be governed by any decision of the Licensing Court, as the range of considerations by the Responsible Authority might well extend beyond those of the Licensing Court. The Applicants further submitted that as the proposed residential district had not been proclaimed, this objection to the hotel raised by the Council should not be taken into consideration by the Court in judging this case. The Court did not find it necessary to make a decision on this point, as it was of opinion that the application was one that should be dealt with under Cl. 27 of the County of Cumberland Planning Scheme Ordinance. The Court decided that the third reason for Council's refusal did not apply, as the local scheme had not progressed to the stage required in S. 342F (Ampol v. Rockdale M.C. 1953). The Court considered the effect of the "Living Area—Restricted" zone of the County of Cumberland Planning Scheme on the proposed development, but was of opinion that the most important aspect of the matter was whether or not the hotel, if erected, would cause injury to the amenity of the neighbourhood. The Court quoted from p. 138 of the Progress Report by the Minister for Local Government and Town Planning (U.K.) entitled Town and Country Planning 1943-51 which covered the definition of "amenity" and at the same time referred to the Smith v. Warringah S.C. 1954 case, which also

dealt with this particular aspect of planning. The Court was of opinion that the Responsible Authority had made its attitude quite clear from the outset and in view of its powers under the County of Cumberland Planning Scheme Ordinance it could control the use which is made of land and buildings (Cl. 27). In addition to the foregoing, S. 341 gives the right of appeal to the Land and Valuation Court if the applicant feels aggrieved at the decision of the Responsible Authority, a right which can be exercised by the applicant in this case. The rule nisi was **discharged** with costs. Subsequently an appeal against this decision was lodged with the High Court, but it was held that there was no right of appeal in this case, and an application for special leave to appeal was refused.

## TO THE EDITOR

Dear Sir,

A letter to the Editor published in the March issue of the "Journal of the Australian Planning Institute" (p. 13) states that "the University of Melbourne is starting a course in Town and Country Planning this year". This statement is misleading.

The fact is that a diploma course in Town and Regional Planning has been conducted by the University of Melbourne for a number of years. This course was originally a 2-year part-time course. It was extended to a 3-year part-time (or 2-year full-time) course when Dr. F. W. Ledger, Ph.D., M.A., Dip.T.P., M.T.P.I., M.A.P.I., was appointed as head of the Department of Town and Regional Planning in the University.

Full details of this course (and of the special introductory course for those who do not hold the prerequisite qualifications for the diploma course) were published in January, 1958, in "The Town-Planning and Local Government Guide," vol. 2, par. 788. In fact, the current enrolment in this diploma course is 63 students.

In addition to the diploma course, the University of Melbourne now offers a master's degree course in town and regional planning.

(Sgd.) KENNETH H. GIFFORD,  
General Editor,

"The Town Planning and Local  
Government Guide"



## COURT DECISIONS IN N.S.W.

By L. S. GILLARD (M).

### FORRESTER v. MARRICKVILLE MUNICIPAL COUNCIL.

Sugarman J. 11, 16/3/1954. Land and Valuation Court.

A firm of motor engineers made application for permission to carry out alterations and additions to their premises off Zutton Lane, Tempe. The land and existing buildings were used for the undertaking of motor repairs together with the repairing and reselling of wrecked vehicles. The proposed building was to be of brick, the intention being to cover in the entire site (61 ft. by 141 ft.), and the building would to all intents and purposes be new, replacing that which exists. Some doubt was expressed as to whether Cl. 35 of the County of Cumberland Planning Scheme Ordinance was relevant, as the word "rebuilding" mentioned in S. 309 (2) was omitted from Cl. 35. Permission was refused as the R.A. considered the development would be against the public interest and the amenities of the area. In addition to this, the land was within a proclaimed residential district, where the use proposed was prohibited. The land is zoned "Living Area" in the County of Cumberland Planning Scheme. As in *Bourne v. Marrickville M.C.* (1954), the onus is on the appellant to establish that the present use of the land is a continuation of the use that existed prior to June, 1930, the date of the residential district proclamation. From evidence given, the Court was of opinion that the proposed use had not been removed from the prohibitions set out in the proclamation (S. 309(2)). It appeared to the Court that the R.A. realising that the land was unsuitable for residential purposes would entertain its use for local light industry (Cl. 26 and 27), but not as a site for a large factory. The appeal was **dismissed**, the appellants to pay two-thirds of the costs of the respondent Council.

### TOOTH AND CO. LTD. v. PARRAMATTA CITY COUNCIL.

Street C.J., Maxwell and Herron J.J. 20/9/1954. Supreme Court.

Maxwell J. Roper C.J. in Eq. and Herron J.J. 22-25.29/11/1954. 10/12/1954. 16/3/1955. Supreme Court.

The Licensing Court, after hearing objections, approved a conditional liquor license for an hotel

at the junction of Woodville and Guildford Roads, Guildford on land zoned "Living Area—Restricted" in the County of Cumberland Planning Scheme. Following an appeal against this approval to the Supreme Court and then to the High Court, the granting of the Liquor License was rescinded and the application referred back to the Licensing Court for reconsideration in the light of certain principles of law set out by the High Court. In the meantime, the Council imposed 60 ft. Building Lines parallel to each street, and later applied to the Minister for Local Government for an area including the subject land, to be proclaimed by the Governor as a Residential District, the prohibitions to include trade, industry, manufacturing, shop and so on (S. 309). When building plans were submitted for approval consent was withheld because the application was "affected by a Building Line, was in a proposed 'residential district' and conflicted with the local planning scheme". An appeal to the Land and Valuation Court was held over, as an application had been made to the Supreme Court to make absolute the rule nisi previously granted for a writ of mandamus instructing the Council to approve the building plans as submitted. An objection was lodged expressing the view that the application for the writ of mandamus could not be dealt with by the Supreme Court until the Licensing Court had granted the liquor license. The Court decided that an order be made standing the application over until the Licensing Court had made a decision. The Licensing Court later reconsidered the application to transfer the license to the subject land, granted approval, and as a consequence of this application to make absolute the rule nisi for the writ of mandamus was again before the Supreme Court. The applicant argued that the imposition by Council of the 60 ft. Building Line to both streets was (i) an improper use of statutory powers effected with the sole object of preventing the erection of the hotel or (2) an irregular way to keep the land vacant until the erection of the hotel could be prevented by some other Statutory provisions. The Court did not consider these arguments to be correct, as the Council, being of opinion that the erection of an hotel on the site would create traffic congestion, and create parking problems, resolved

## THE AUSTRALIAN PLANNING INSTITUTE

Incorporated under the S.A. Companies Act

Secretariat: 160 Russell Street, Melbourne  
Telephone: FB 3621

### President:

Mr. Maurice C. Edwards  
142 Phillip Street, Sydney, N.S.W.

### Past President:

Mr. W. G. Bennett (Perth)

### Vice-Presidents:

Mr. J. A. Hepburn (Melbourne)  
Mr. Gavin Walkley (Adelaide)

### Hon. Secretary:

Mr. F. J. O'Neill  
Box 45, P.O., King Street, Sydney, N.S.W.

### Hon. Treasurer:

Mr. M. J. Lea (Melbourne)

### Executive Secretary:

Mr. R. A. Gardner

### Editor A.P.I. Journal:

Mr. G. Davis  
C/o Dept. of Works  
Box 1421H, G.P.O., Adelaide

(Annual subscription, 10/-.)

### Divisional Addresses and Secretaries:

Adelaide: D. A. Speechley, Town Planner's Office, Victoria Square, Adelaide.  
Brisbane: Mr. M. Juppenlatz, c/o Dept. of Arch., University of Queensland, St. Lucia, Brisbane.  
Melbourne: Mr. Noel P. Lyneham, Kelvin Hall, Collins Place, Melbourne.  
Newcastle: Mr. G. W. Hughes, T. & G. Building, Hunter Street, Newcastle.  
Perth: H. H. Long, c/o 31 Malcolm Street, Perth, W.A.  
Sydney: Mr. J. H. Shaw, Box 45, P.O., King Street, Sydney.

THE GREATER PORT ADELAIDE PLAN

By J. R. SAINSBURY, E.R.D., M.I.C.E., A.M.I.E. (Aust.),  
Chief Engineer, South Australian Harbors Board.

A bold and novel concept of Town Planning in its broadest sense is now being put into effect by the South Australian Harbors Board in and around Port Adelaide.

Instead of adopting the negative approach of waiting for increased trade to bring about a demand for increased port facilities, conditions are being deliberately created to attract industry and business by the construction of industrial and commercial estates contiguous with the port area, including the preparation of nearby land for residential areas to meet the resultant housing demands, the necessary port extensions, roads, railways, etc. being integrated into the whole scheme.

The planned Industrial and Commercial Estates, port extensions, and new residential areas are shown in Fig. 1, and the scope of these developments can be gauged from the figures in the following table:—

Industry—	Gross Acres
Eastern Industrial Estate	1,450
Western Industrial Estate	700
Commerce—	
Commercial Estate, east side of River	230
Residential—	
Lefevre Peninsula Housing Estate	560
Upper Port Reach Housing Estate	930
Port Extensions—	
Area	540
Additional Docks	3
Additional Berths	22

Industry

The Industrial Estate on the east side of the Port River embraces a gross area of 1,450 acres apportioned as follows:—

	Acres
Industrial sites	1,040
Railway reserves	30
Road reserves	170
Drainage and ponding reserves	210
Total	1,450

The large areas shown reserved for drainage and ponding are necessary on account of the flat nature of the country and the need to take care of drainage waters coming from the hinterland. The ponding basins are designed to hold

the run-off after heavy rains should they occur during periods of high tides when the outlet gates in the sea embankment are automatically closed.

A grid pattern of heavy duty roadways will be provided to service the estate connected to a modern highway which will join Salisbury and the new city of Elizabeth with Port Adelaide.

The south end of the estate has been arranged to abut the existing S.A.R. marshalling yards at Gillman, which are to be enlarged and from where rail connections will fan out to serve the whole area.

The drainage ditches and ponding areas mentioned earlier will also serve the needs of industries producing liquid effluents which after suitable processing can thus be readily disposed of.

The main road grid pattern subdivides the area into roughly 60-acre sites which, if necessary, can be again subdivided into still smaller

lots by the construction of subsidiary roads to serve the needs of industries requiring only one or two acres.

The complete planning of the whole estate as an entity has enabled a unit cost per net acre to be calculated with a fair degree of accuracy. Thus the varying costs of filling roads and surface drainage has been spread equally over all the industrial sites and has prevented the haphazard development of the more attractive sites first, interspersed with neglected less attractive low-lying areas.

The actual developmental work consists of raising the level of the land three to four feet above its present level to ensure freedom from flooding and to provide a good top surface, the filling for the most part being trucked sand.

"If we can achieve this and turn out such scientists, then we have the basis of our work. But this is just the basis, it is not enough. In order to make these people really creative and really create big things by using the science of Ekistics, we should not forget that we should all the time remain sensitive to the conscious or unconscious demands of the myriads of people in the world who want a better life and a better way of building their settlements. We must catch all these demands and give them some expression.

"After having managed to mobilise all the scientific skill we need for the scientist of Ekistics and after having managed to catch the human

demands, we must acquire the courage and ability of the builder who, the moment given, does not stop to analyse and think and doubt, but brings in the stone and the brick and the sand and the water and builds without losing himself in long-term plans and theoretical debates. In the last analysis only if we remain builders, craftsmen, and master masons, can we rebuild our settlements which are now getting out of our control. Planning, we should not forget, is part of our action; but the ultimate goal is building. The Science of Ekistics, by showing us how to analyse and plan, should also give us the courage to create."

6th AUSTRALIAN PLANNING CONGRESS

BRISBANE— 30th JULY-5th AUGUST, 1960

By the courtesy of the British Council and the Divisional Committees of the Australian Planning Institute, arrangements have now been completed for the guest speaker of the forthcoming Congress, Mr. Max Lock, to complete a tour of Australia ranging from the far north of Queensland over every State and capital city to Perth.

Mr. Max Lock is of international repute, not only in practical town planning, but also in an advisory and consultancy capacity to foreign countries and Governments, and in the academic world. He is a visiting lecturer at Harvard University for three months every year; he is at present the consultant of the Brazil Government for their new capital, Brazilia, and his planning work in Britain, and his many planning publications on town planning are well known throughout the world.

His activities in Britain of recent years have been essentially in the field of "urban renewal" and in the possibility of harnessing private capital put up by the developer to public administration, namely compulsory acquisition of central areas by the municipality and the leasing of such areas, with restricting covenants and controls to private investment for redevelopment within the framework of agreed comprehensive redevelopment. His chief interest in planning has always been in planning survey and Citizen Consultation, the analysis of the surveys, and the application to communal development.

Amongst his personal attributes is his reputation as a concert pianist, and he is usually only too happy to supplement his planning lectures with a recital.

The itinerary proposed for Mr. Lock at the moment is as follows:

July: 16—Arrive Brisbane.

19—Townsville-Cairns.  
20—Mossman-Mareeba-Atherton.  
21—Herberton-Malanda-Innisfail.  
22—Tully-Ingham.  
23-25—Townsville.  
29—Mount Isa.

July 30-August 5—Planning Congress.

August: 12-14—Newcastle.  
15-16—Sydney.  
16-20—Canberra.  
20-26—Melbourne.  
26-29—Hobart.

August 29-Sept. 1—Adelaide.

September: 1-3—Perth.

The programme for the Congress remains very much the same as that already forwarded to members with the correction that Mr. Lock's public address at the University will be at 8 p.m. on the Tuesday night and Annual General Meeting will be at 7.30 p.m. on the Thursday night.

The Discussion Groups will be led by a chairman who will carry the discussions through each day with the help of a discussion leader who is specialized in the daily topic, and who will probably be changed daily.

The Organizers of the Congress have found that very few registrations have given an indication of participation in the tours and recreational activities. Each member who has indicated that he intends to participate will receive more details within the next few days, and the organizers request that early replies are made in order to facilitate the final arrangements. The response to the Congress already has been more than encouraging for the organizers by the fact that the bulk of those registered already are holding responsible posts in both Government offices and private industrial undertakings."

of the relationship of man to the machine in each town."

The **third principle** is the four-dimensional settlement. We must understand that settlements are in a state of constant change. "While in the past settlements grew only in length and width, in the last century they have acquired a third dimension of growth, they expand in height. For thousands of years people lived mostly in houses of one or two or three floors, now they live in buildings with hundreds of floors."

"But even more revolutionary than the conquest of the third dimension is that of the fourth. The cities of the past were static, and the most characteristic among them were the ancient wall-cities which for centuries tamely confined themselves within the same walls. War, famine, and disease carefully saw to it that no population overspill threatened the original form. The three phenomena we have described have now broken these walls, and the modern city is spreading all around endlessly and continuously. In the modern city the fourth dimension, the dynamic growth through time, is the dominant one."

The **fourth principle** relates to the changing scale of our towns and settlements. Until a few generations ago, all settlements were built with one scale in mind, the human scale. The distance a man had to go to work and back was the maximum dimension of the town. Now the machine has introduced a second scale, one which has broken the pattern of our cities and made them unacceptable.

"Nowadays the whole world produces machines whose fate is to sit idle most of the time. Our towns could well be described as concentrations of under-employed motors on the one hand (motors capable of speeds of up to 200 km.p.h.) usually going at 15-25 km.p.h. or parked, and over-employed men on the other, who rush all the time either to get through machines or to cover distances which the machine cannot cover. These men are crushed by the machines, not only physically but spiritually and aesthetically, and they can hardly breathe inside their own towns.

"We must begin again to respect the human scale in our settlements and create a separate scale for the machine we call the motor car, just as we have a separate scale for the machine we call the aeroplane and just as we have a fourth one for rockets which will go to other planets. We must distinguish between these scales and plan human communities within a framework of machines, but these frameworks must not invade our lives but let us walk again like human beings

and lead balanced lives. This may be considered as an appeal to Western peoples who have forgotten how to walk and have created golf, a game for the purpose of having a chance to walk in their free time since they do not walk in their everyday life. They, therefore, run the risk of losing their physical balance and turning themselves into a race of men who stagger and totter. We must move again as human beings within space; we must conceive of space by using our feet and walking through it; we must serve our bodies without tending to become a race of animals whose upper half will be sound and healthy and the lower part will consist of very thin, deformed legs through sitting all the time in the car or in an office.

"There is no doubt that we have lost our objective, that we have become confused by the anomalous life we are living and have lost our scale—we must find this scale again. But when we build new products of the human mind such as the motor car, the aeroplane, and the missile, we must give them their own scales, too."

Dr. Doxiadis concludes his paper with these words:

"We have to make an appeal to everybody to understand how big the importance of the settlement is. We must show clearly and make everybody aware of the fact that they absorb the largest part of our investment everywhere. We have to explain that it is in the settlements that we are spending our lives, and it is these settlements which influence our lives in every respect, politically, economically, culturally, much more than anything else.

"This in itself is a great task, and we should understand that in order to accomplish it we should not behave as architects or planners or economists or engineers. We should borrow from all these people, from all these sciences and disciplines, that are needed for the formation of our own science, but we should form a new man to work for our settlements. For this new man we must borrow the architect's creativeness and audacity for new projects, the capacity to form a new cultural environment. We must persuade him not to lose himself in single minor projects, but to work in big groups in order to serve the biggest possible masses of people who are not now enjoying the services of real architects. We must borrow the engineer's ability to construct and produce economically. We must borrow the economist's ability to plan ahead, the social scientist's study of man, the aesthetic's value of the human scale and the geographer's knowledge of the physical environment.

Work commenced about 3 three years ago, and to date nearly 200 acres are available, of which over 100 acres have already been sold or leased to industrial concerns. Industry attracts industry, producers are followed by processors all to such an extent that the demand for sites is now tending to outstrip the rate of reclamation.

Another Industrial Estate with a gross area of some 700 acres is planned for the western side

### Commerce

It will be noticed from Fig. 1 that a Commercial Estate of 230 acres has been planned to separate the Port Area proper from the Industrial Estate.

This estate, as the name implies, will be devoted to requirements of Banks, Shipping Offices and Agents, Merchants, Hauliers, transport service stations, cafeteria, ship chandlers, and



Photograph showing sand dunes clearance at Semaphore Park.

of the Port River at the northern end of Lefevre Peninsula as shown on the accompanying drawing (Fig. 1). The riverside sites in this locality will be reserved for industries requiring private wharf accommodation or large amounts of cooling water for their processes. This estate will also be served by a network of roads and railways and be backed by a new housing estate.

This land is being progressively reclaimed by the deposition of suitable trade wastes, and already about 100 acres have been completed.

The filling material at both the industrial sites is topped off with a 4-in. thick layer of ashes or gravel to stabilize the surface and prevent wind drift.

all the heterogenous business activities connected with a busy port.

By forcing the concentration of these activities into one well-defined and logically chosen area, much unnecessary travelling and traffic congestion is avoided, and the Port Area generally is given an ordered appearance.

Unless the commercial area of a port is properly planned in this way from the start with wide roads and a logical layout, the inevitable result is the growth of unsavoury "docklands", the stigma of so many Old World ports with their coloured quarters, "go-downs" Isle of Dogs and the like, which, once established, are almost impossible to eliminate.



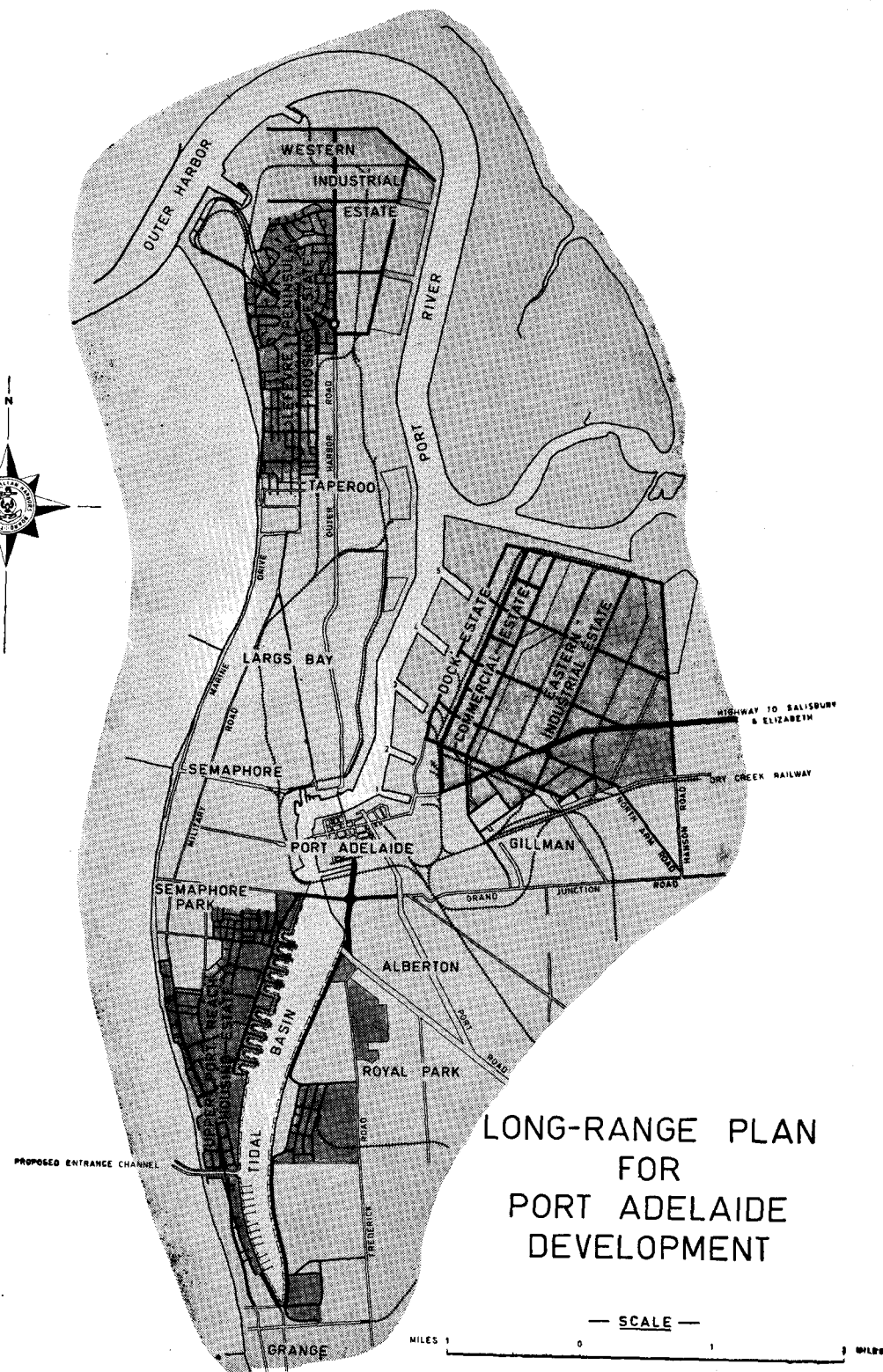


Fig. 1.

## UNORTHODOXY

By "OPPIDUM"

Dr. Constantine Doxiadis is one of the world's most famous town planners, and although he has spent some time in Australia since the second world war, his name is little known here.

The unorthodox Doxiadis is head of the firm "Doxiadis Associates", a mobile planning team of economists, architects, and engineers which operates in places as far apart as Pakistan, Venezuela, and Philadelphia. Doxiadis, a man of 47, is based on Athens, where his office has a pleasant view of the city. He studied architecture at Athens and engineering at Berlin, and at the early age of 23 was in charge of town planning at Athens. During the war, his office was reported to be one of the Allies most effective intelligence agencies in Europe, and after the war he became Minister of Reconstruction in Greece. A collapse due to overwork caused him to retire to Australia and then return to Athens.

While his achievements in practice are essentially practical, many are sceptical of the jargon with which Doxiadis surrounds himself, but a study of his writings is richly rewarding due to the depth of philosophical thought which they reveal.

The Overseas Section of the British Town Planning Institute's Summer School held at Southampton in 1959 was privileged to hear a paper by Doxiadis entitled "Ekistics—the Science of Human Settlements". Ekistics is a word which Doxiadis has coined, and he explained in his paper the derivation of this new science.

"Ekistics is derived from the Greek word EKOS or habitat and from the verb EKO, meaning to settle down. It has the same origin as economy, which means the science of managing our own homes, ecology, etc. Now, however, it is reduced to the settlement itself, to its evolution, and to its formation. Ekistics is the science of human settlements, which like every other science studies the nature, the origin, and the evolution of this species. It tries to establish rules controlling this evolution, and it tries to analyse and classify all the phenomena surrounding this evolution.

"The proper analysis and the settlement of the rules will help us derive from the study of this science the policies to be followed for the planning of human settlements, for the development of techniques of city planning, of city facilities, of the form of buildings, houses, etc.

"Ekistics, as a scientific discipline, can be divided into Ekistic geography, Ekistic economy, social Ekistics, and the other branches which on the one hand make up its whole and on the other hand relate it to the neighbour sciences of geography, economics, sociology, etc."

Doxiadis suggests that there are **four basic principles** of his science of human settlements which will guide its future.

The **first principle** is that of unity of purpose. "We cannot split responsibilities within the city, we have to build with an understanding of the unity of purpose, towards proper settlements and proper cities. We have to look at every one of our actions from all the angles to make sure that they are proper, otherwise we may become engineers of the city, or architects of certain buildings or economists of the municipality, but we are not the planners of the city as a whole".

"... it is by building in this unity of purpose and proceeding according to a well-conceived programme and plan, that we can turn every city into a much better one, bringing it closer to ideal conceptions. We only have to think in terms of time and then we shall see how easy it is to achieve our goals."

The **second principle** is to create in settlements a hierarchy of functions which Doxiadis says we do not have at present. "When we build our towns we must realise that we cannot satisfy all functions in the centre of the town and that there are many of them which can be fulfilled only in the neighbourhoods. The simplest functions, those closest to man, those which relate to the child and the home, can be fulfilled in the neighbourhood of lower order. We must start from the small shop around the corner and the neighbourhood square and from there move to the bigger quarters and to the centres which will supply more basic functions and goods of higher grade. Through them we can reach the small towns, and then the cities, which will serve regions, the national capitals, which will serve whole nations, ascending to a metropolis like London, which serves areas of the Atlantic, of the Continent, and the Commonwealth, eventually reaching the cities which will serve the whole earth and those which will be the centres of inter-planetary systems. The higher we go in this scale of human settlements, the greater are our responsibilities for the study

16 not withdrawn, two were upheld (one subject to conditions), eight were dismissed, and six remain to be heard by the Town Planning Committee. In line with policy in Britain, the Committee now has approval to make available to interested parties a summary of the appeal, the Committee's opinion and decision.

Significant among the other numerous matters dealt with in the report is the importance of good public relations. The Committee notes with satisfaction the constant interest shown by the public in town-planning matters, an interest for which the Town Planner himself, with no less than 120 public talks given in the last three years, can claim no little credit.

#### Requirements for Effective Town Planning In South Australia

Burns has commented on the fate of even the best laid schemes of mice and men. He could well have had in mind many a good planning scheme which in its implementation has foundered on the rocks of ineffective administration and inadequate legislation. In view of the likely publication in the not-too-distant future of a Development Plan for Metropolitan Adelaide, the Division has considered it timely to formulate its own views and make authoritative recommendations on the powers Parliament should provide if planning is to mean anything in the State.

Accordingly, the Division Committee has appointed a sub-committee to prepare a memorandum on the administrative and legislative requirements for effective town planning in South Australia, with a view to its publication and submission to the State Government.

#### TRAFFIC ENGINEERING COURSE

A short 5-day course in traffic engineering is to be held at Adelaide University from 8th-12th August, 1960.

The course is sponsored by the Royal Automobile Association of South Australia in conjunction with the Adult Education Department of the University, and will be conducted by Professor W. R. Blunden, of the Traffic Engineering School at the University of New South Wales.

The course has been designed for engineers, traffic specialists including Police and road safety officials, town planners, transport operators, local government officers, and others concerned with the impact of the motor vehicle on their professional and business activities.

## MEMBERSHIP FEES of the Town Planning Institute

The Town Planning Institute, London, has announced an increase in membership fees. Concession fees payable by members of the Australian Planning Institute who have been accepted as members of the Town Planning Institute are now as follows:

Members .....	£6 6 0
Associates .....	£4 18 0

Some members, particularly amongst the recent arrivals in Australia from U.K., may be unaware of the concession on subscriptions which operates for those who are members of both Institutes. The affiliation agreement includes the following clause:

"In the case of corporate members of the Town Planning Institute who are also members of the Australian Planning Institute, the Town Planning Institute will remit to such members one-third of their annual subscription to the Institute."

This concession applies whether membership of the Australian Planning Institute preceded membership of the Town Planning Institute or vice-versa. It is suggested that members, in claiming the concession, should forward evidence of their membership which should be obtained from their Division Secretary.

## TRAFFIC ENGINEERING

### Its Influence on Urban Development In Cape Town

"DETAILED PLANNING—In the detailed layout of subdivisions the importance of traffic engineering will be particularly felt; the old rectangular grid-iron system previously applied uniformly under all conditions will be replaced by a road pattern based upon scientific design. In the evolution of such a pattern, thoroughfares will be designed according to their particular functions. Local streets will be differentiated from through streets and traffic-free pedestrian routes and precincts will create safe avenues for human movement.

"The actual pattern of subdivision will be influenced by many aspects of traffic engineering design. Standards of horizontal and vertical curvatures, grade, sight distances, and cross sections, 'T' intersections rather than 'X', will all have their effect on the layout of subdivisions; in turn the form the subdivision itself assumes will affect the layout of individual sites and buildings."

—By S. S. MORRIS, City Engineer, Cape Town.

### Port Extensions

The area reserved for future port extensions is also shown in Fig. 1 and comprises some 540 acres, of which 250 have already been partially reclaimed from the existing mangrove swamps by the deposition of over a million cu. yards of hydraulic fill.

The planned extensions comprise three further docks, Nos. 3, 4, and 5, two of which, Nos. 3

by means of re-entrant docks each two berths in length. This length is considered the limit, having regard to traffic density on the access railways and roads and ease of working. The centre lines of the new docks are angled with the river to facilitate the entry and departure of long vessels and obviate expensive river-widening costs.

The increasing use of road transport, road-



Photograph illustrating sand dune clearance in the LeFevre Peninsula. The work is progressing towards the left of the picture.

and 5, have already been partially excavated and the spoil used in raising the level of the adjoining land.

The planned additional wharfage will accommodate 22 large vessels equal to 16,000 lineal feet of quay.

By reserving the necessary area for port extensions, the future demands for expansion likely to arise from the establishment of new industries in the Industrial Estate are safeguarded, with adequate reserve for the normal increase in shipping activities due to the rapid development of the State generally.

The requisite additional quay space has been achieved on the limited river frontage available

mounted cargo-handling cranes, and pre-slung cargoes has dictated the adoption of wide 60-ft. wharf aprons. Space has also been left for 150-ft. span transit and cargo sheds following the latest trends in their design. In addition, provision has been made for expansive open stacking and circulating areas to the rear of the sheds, resulting in the adoption of an overall berth working depth of 450 feet.

No private, commercial, or industrial undertakings will be permitted within the port area, which will be protected by a security fence and manned entrances to combat pilferage. A trunk roadway with dual carriageways will run the full length of the port extensions immediately outside

the security fence, giving individual access to the various docks, thus eliminating unnecessary cross traffic movements within the port area and reducing road-rail intersection hazards for inward and outward vehicles to the absolute minimum.

Service roadways will be provided within the port area for internal traffic between the various docks and quays free of heavy road-borne cargo movements, which will use the feeders to the external trunk roadway previously described.

### Residential

The rapid increase in population due to high birth and immigration rates has caused a general housing shortage in Australia, and the State of South Australia is no exception to this.

In these circumstances it is of little use to plan for a vast industrial expansion if nothing is done to ease the housing situation, particularly in the areas close to the industrial estate. When labour is at a premium and public transport costs high, the first thing an enquiring industrialist does is to explore the potential labour market within a few miles of any site under consideration.

With this fact in mind, the Greater Port Adelaide Plan includes the preparation of some 1,490 acres of land for housing by the reduction of the coastal sand dunes in the Lefevre Peninsula and the raising in level of the low-lying land adjacent to the upper reaches of the Port River. In this way land will be conditioned for the erection of about 6,000 houses within five miles of the Industrial Estates and should go a long way towards providing housing for the additional operatives that will be attracted thereby.

This work is a happy marriage with the other Port development schemes as the levelling of the sand dunes produces the right kind of filling to create the industrial estate with a consequent sharing of the costs. Additionally, the excavation of a tidal basin in the Upper Port Reach for scouring the Port River automatically produces the fill required for the creation of the housing estates on its banks, which are low lying and presently unfit for such development.

The conditioning of the land in the Lefevre Peninsula calls for little comment, merely consisting of the levelling of the high coastal sand dunes, the filling of blow holes or dust bowls at the rear of the dunes and the removal of the surplus sand.

The final surface is graded or levelled to the requirements of the purchaser and stabilized with a 4-in. thick layer of loam to prevent further sand drift in high winds.

Subsequent Town Planning and sub-division etc. is not a function of the Harbors Board and

this work will be carried out by the appropriate authorities.

From Semaphore Park to Grange the coastal dunes lying between Military Road and the sea and extending for a distance of 1½ miles are being treated in a similar manner to the land in the Lefevre Peninsular and to date, over 60 acres have been completed in the two areas.

The Harbors Board plan for the overall development of the Upper Port Reach east of Military Road is of such a dramatic character, however, that a more detailed description of the proposals is warranted.

As previously mentioned this proposal originates in the desirability of having a tidal basin at the head of the Port River to increase the scouring effect of the tides thus cleansing the river and rendering its waters sweeter to the advantage of dredging upkeep costs, hygiene and scenic beauty. Coupled with this is an ever increasing need for alternative accommodation for small boats, yachts and pleasure craft of all descriptions, a need not only felt by the populace at large but also by the Board who find the continued and increasing use of the busy Port River by small boats a source of danger and embarrassment.

With these ends in view, together with the urgent need for additional housing sites, the scheme for the Tidal Basin was formulated and is illustrated in Fig. 2.

In broad outline it consists of a water area 3½ miles long by 600 yards wide at its centre, being an extension of the Port River with a connection to the sea by way of a channel at the south western end.

It will be excavated to a depth of 6 feet at L.W. Spring Tides and the banks protected by stone pitching.

The channel to the sea will also have a depth of 6 feet at L.W.S.T. and will be about 60 feet wide.

The material excavated to form the Basin will be deposited along its sides on the existing low lying land and the area thus reclaimed will approximate 930 acres.

Increasing congestion on the roads is driving more and more people to seek their relaxation on the water and Town Planning for maritime cities must include adequate facilities for the inhabitants to reach and enjoy the water, moorings for their craft, and areas set aside for sailing, motor boat and water skiing clubs. These in their turn dictate the need for slipways, refuelling stations, repair facilities, waterside car parks, cafeteria, etc.

## ADELAIDE DIVISION

### FOURTH ANNUAL REPORT OF TOWN PLANNING COMMITTEE

The Town Planning Committee under the chairmanship of Mr. S. B. Hart, the Government Town Planner, has the dual functions of preparing a Development Plan for Metropolitan Adelaide and acting as an appeal committee against refusals of the Town Planner or local council to approve plans of subdivision or resubdivision. This Report covers the 1959 activities both of the Town Planning Committee and of the Town Planner in his capacity as approving authority for all subdivisions and resubdivisions in the State, other than in the City of Adelaide.

The first part of the Report, in commenting on the satisfactory progress of the preparation of the Development Plan, suggests that the Plan will be brought into its final form in 1961. Tentative proposals have in fact been prepared for submission to the Minister in the form of an interim plan and report.

Most of the survey information has now been obtained. Significant findings include the fact that the Adelaide Metropolitan Area, with a 3.38% annual increase in population is growing at a faster rate than any other state capital. On present trends, the population will reach 1 million by 1981. Among many unfortunate aspects of this largely uncontrolled growth is the loss of some of the most valuable agricultural land in the whole State, a particularly distressing feature when some 14,215 building allotments remain undeveloped within the urban area. The Report stresses the need for orderly and consolidated expansion of the Metropolitan Area, and a restraint on the development of those areas which cannot be served economically by such essential services as water and sewerage.

On movement, the analysis of the travel survey reveals a total of nearly 1 million trips undertaken by the populace on an average weekday. A comparison with Detroit of the average travelling distance to work in Adelaide—2.77 miles—shows that in the American city the trips are twice as long, but the travelling time is the same. This evidence of the need to speed up the flow of traffic, along with other considerations, has led to the preparation of a tentative plan for a free-way system.

Attention is drawn to the anomalies which result from the present limited and unco-ordinated zoning control exercised under Building Act powers by the 22 local authorities forming the defined Metropolitan Area. A broad metropolitan framework is clearly an essential prerequisite to detailed local authority zoning.

The second part of the Report deals with the control of subdivision. During the year 2,625 applications for approval of subdivisions and resubdivisions were dealt with, resulting in the creation of 17,351 new allotments. Assuming that the same number of dwellings were erected in 1959 as in 1958, i.e. 8,297, it is immediately apparent that the rate of creation of building allotments was twice actual needs in 1959. Considerable concern is expressed on the consequences of subdividing land too far ahead of requirements. These include throwing good agricultural land out of production, creation of scattered development, putting an undue burden on public services, and the spending of capital on, and maintaining, roads which will not be required for many years to come.

Through subdivisional control, 186 acres of land were secured for public reserves without payment of compensation. This, however, represented less than one-third of recreational open space requirements, excluding golf courses, race-courses, and national parks. Local authorities are urged to use their powers under other legislation to make up the deficiency. Other land secured for public purposes through subdivision included a length of 108,216 feet, of width averaging 17 feet, for road-widening purposes.

In the defined Metropolitan Area approval to plans of subdivision can be withheld where the land cannot be advantageously and economically served and reticulated with water. Unfortunately, the bulk of subdivision is taking place outside the defined area, and this highly desirable control does not apply. The extension of its area of operation, the Report states, is a matter of urgency.

An improvement in design of subdivisional layouts is noted, and subdividers are encouraged to discuss preliminary proposals with the Town Planner's Office before formal submission in order to foster this encouraging trend.

A total of 21 appeals against decisions on subdivisions was lodged during 1959. Of the



merely one of getting more money. Money was readily forthcoming for motor cars, television sets, poker machines, and similar things, good and bad, that people felt they needed. The question, therefore, was how to make people feel the importance of such things as better homes and schools, or more parks and playgrounds, so that a higher proportion of this available money would be channelled in the direction of basic community services of all kinds, rather than being used for personal luxuries. Most economic questions were basically questions of choice—houses or motor cars, schools or poker machines.

Mr. Dechaineux stressed the overgrowth of cities, which tended to become overpowerful politically. Tasmania was comparatively fortunate in this respect as it had several well-developed ports and these checked the tendency towards over-centralisation. Professor Winston agreed that one of our most difficult problems was the tendency to drain away activities and people from the country areas and smaller towns to one or two larger cities and, of course, the larger a city became the greater was its voting power and the more difficult it was to stop it growing still further—and getting an even larger share of public money for works and services of all kinds.

The English "New Towns" were an important experiment in reversing this trend, but such new towns in Australia could only be started if Commonwealth money was available as well as support from the States. In the meantime it was a world-wide tendency for the larger cities to become still larger and for the smaller towns to have to fight for survival: only those who were efficient enough in administration and alert enough to attract people and industries to settle in them would survive; and to attract people these days a town had to make itself attractive. Mr. McShand mentioned that Brighton Municipality had been approached by a big firm who wished to develop a satellite town in the Bridgewater area. His council were wholeheartedly in favour of this scheme, and when concrete action was taken, they would support it.

Mr. Keith Darcey deplored the activities of the land speculator. He suggested that private individuals should not be allowed to divide land when and how they liked, but that land subdivisions should be primarily the responsibility of government and local government so that development could be on a wider and more comprehensive basis. This would require large-scale resumptions, but the public could then share the profits of development with the original owners. The

actual building work could still be in the hands of private developers and contractors.

Reference was made to the pressures of various kinds that were brought to bear on local authorities. Professor Winston pointed out that such pressures were not necessarily improper pressures. This was the way in which, in our system of government, groups with special interests made their wishes known to the politicians. It was right that there should be pressure from people who needed better homes at a cheaper price, or from those who wished to see more children's playgrounds established, or from those who wanted better travel facilities to and from work. Part of the politician's job was to attempt to meet such demands when they were reasonable.

This was all part of the essential task of planning with as well as for people: for example, in planning for industry the opinions of industrialists regarding economic location should be a first consideration. This did not mean that factories should be allowed to go where ever they pleased, but it did mean that the practical requirements of industry itself should be given proper consideration. In zoning for industry there was also the danger of creating monopoly values for industrial land if the zones were not big enough to leave an adequate margin of land in reserve.

Professor Winston stressed the importance of building up the prestige and efficiency of the Local Authorities. It was true that the latter had not always faced up to their responsibilities, but then they had never had the financial resources to do so properly. But active, responsible local government was one of the main safeguards of our democratic way of life. The more that power could be handed down from the Commonwealth and the States to the Local Authorities, the healthier public life in general would be, and the more efficient in the long run.

Centralisation of power only exaggerated those bureaucratic difficulties with which we are so familiar: the Commonwealth Authority or the State Commission might appear to handle things more efficiently at first, but in the long run it was better to leave the responsibility in the hands of elected representatives who could be turned out of office if people were not satisfied with them, but of course local government would have to rise to the occasion and meet the challenge of new responsibilities by increased vigour and efficiency. Real efficiency would probably require new groupings or amalgamations of Local Authorities to give greater financial resources and to allow for planning and development on a far broader scale than in the past.

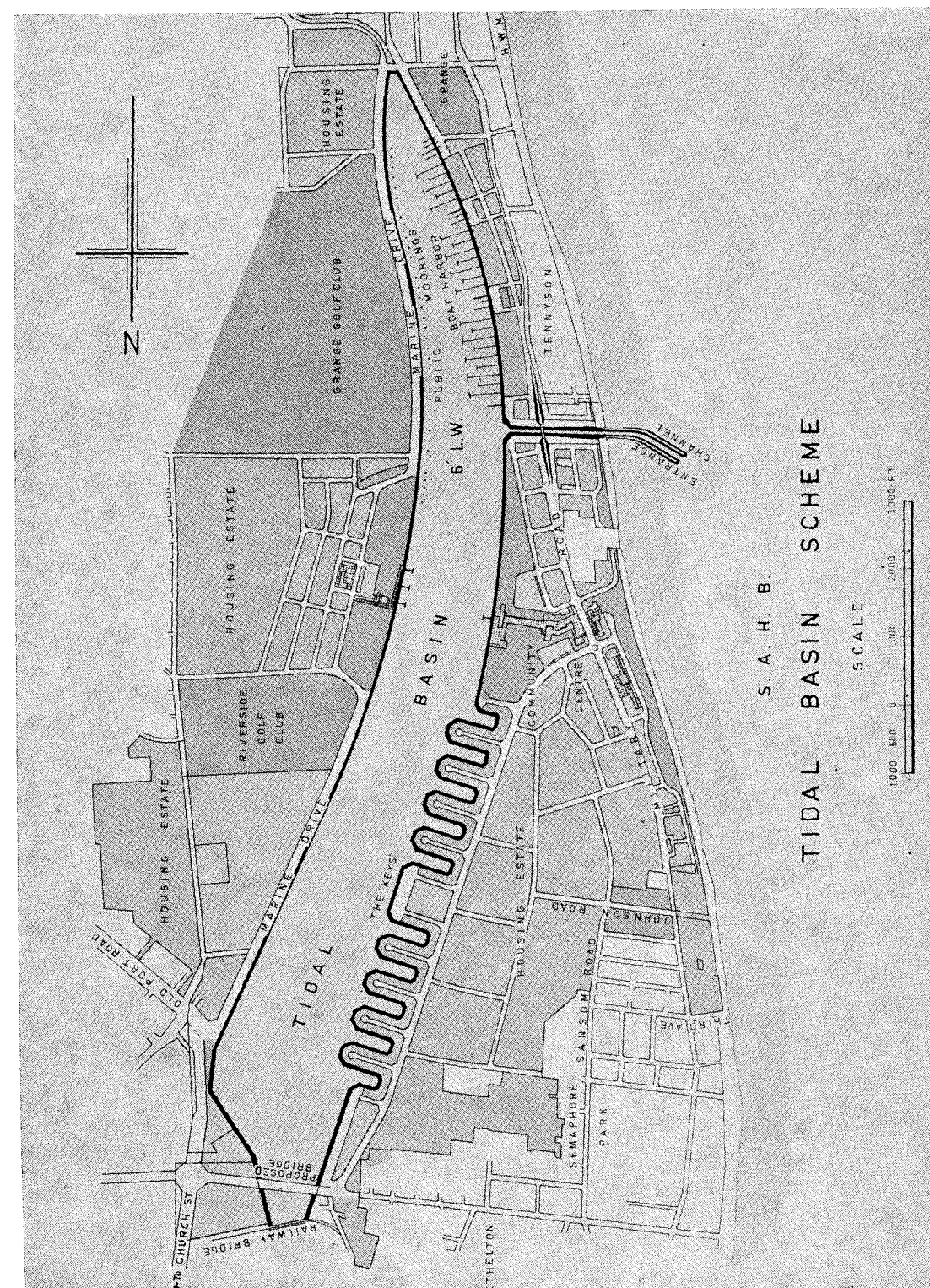


Fig. 2.

Boating is already the most important recreation in the United States and Americans spend more money on boating than any other form of sport. Today there is one boat for every thirty-two persons in the United States, equivalent to 5,000,000 craft of various types.

This popular trend is rapidly spreading in Australia and has not been overlooked in the planning of the Tidal Basin, the south-western portion of which has been set aside for use as a modern marina with mooring facilities for over 1,150 craft at timber finger jetties. The immediate shore area in this locality will be reserved for club premises, trailer boat ramps, slipways, and refuelling and repair facilities.

At the extreme south end of the Basin and also along the south-east bank over 150 public moorings will be provided for boat owners who do not belong to any club.

The western bank of the Basin, north of the entrance channel, will be castellated in plan by a series of bays and promontories, which will provide some 250 housing sites, each with their own private water frontage. At the centre of this area an open space has been left to provide public access to the water for the house owners in the immediate vicinity, but lying behind the waterside allotments.

A marine drive is planned to run the full length of the eastern bank of the Basin with a public centre half-way along which could include car parks, swimming and diving facilities, cafes, gardens, bowling greens, tennis courts, etc.

The actual water area of the Basin extending over 600 acres will provide an ideal centre for all forms of aquatic sport, a facility badly lacking in Adelaide and which, when constructed, will attract interstate pleasure craft and provide a wonderful opportunity and focus for international rowing events, water carnivals, torchlight boat processions, and the like.

The construction of 4,000 additional houses and the large influx of visitors, holiday makers, and boat owners attracted by the Tidal Basin will necessitate a shopping centre around which could be conveniently grouped hotels, car service stations, and various other public facilities. Such a centre is indicated just north of the entrance channel adjacent to the seafront and lying on the main north-south traffic route known as Military Road.

The above is, of necessity, a very brief outline of the proposals for the Tidal Basin, the final details of which have yet to be worked out with the appropriate Government and Civic Authorities. The area of land is so large and the possi-

bilities so immense that the Harbors Board, as owners of the greater portion of the land, is convinced that this unique opportunity of a planned development for the entire area should not be missed and have therefore propounded the above scheme in the sincere hope that it will be adopted for the benefit and beautification of Adelaide and as a heritage for future generations. The alternative of haphazard development by unco-ordinated piecemeal subdivision cannot be contemplated in the face of what could be done by means of a comprehensive master plan such as the one just described.

(Acknowledgements to the S.A. Harbours Board, Photographs by D. Darian Smith)

(From the Journal of the Institution of Municipal Engineers, January, 1960.)

## ECONOMIC IMPLICATIONS OF URBAN GROWTH

In the lifetimes of most of us, not only the face, but also the physique of urban America is going to be changed—radically changed. In my opinion we simply cannot afford to muddle along as we are now doing—building a parking garage here or there, transferring a bankrupt transit company to public ownership, tearing down a few blocks of old houses, hiring another junior planner or two when we can find them, nursing our petty, parochial prejudices, whether in central city or suburb, trying to decide if we should not raise the dog licence fee a dollar to keep our local government out of the clutches of that evil foreign octopus that is headquartered in Washington, and tentatively suggesting that maybe it is about time to begin to think about setting up a metropolitan planning body or a special authority responsible for both water supply and sewage disposal. If we continue in this vein, well before 1975 we will have lost one of the finest opportunities any generation of Americans ever had; the opportunity to make our rapidly growing urban localities into things of economy, beauty, and liveability, appropriate settings for metropolitan communities that we and our children can live in and take part in with pride."

—By Prof. Coleman Woodbury, Professor of Political Science and Director of Urban Research, University of Wisconsin, Madison, U.S.A.

(From "Town and Country Planning"—January, 1960)

tional lead to the public in standards of behaviour.

To bring about these kind of improvements in our public-private planning relationships, no further advances in planning technique are needed, but in political technique and in the art of public relations. The best persuasion is of course by means of example; hence the supreme value of such prototype developments as the New Town of Elizabeth in South Australia, the new regional shopping centres such as those at Cherm-side, Brisbane, Ryde, near Sydney, and Chadstone, Melbourne. It is to be hoped that we shall soon be able to add to these an example of the central area "pedestrians-only" shopping street, and the new urban and urbane living area that includes "high rise" and medium height walk up apartments, with two-storey as well as one-storey homes to give a variety of accommodation corresponding to the true nature of the facts of Australian families and family life and, of course, with shops, schools, and similar essentials integrated with the scheme from the beginning.

I have said a good deal about the need for collaboration and consultation at all levels—between government departments, planning authorities, statutory authorities, developers, and so on. But effective consultation and agreement is by no means easy. There are so many different people and authorities that should ideally be consulted: Roads, Railroads, Civil Aviation, and Harbour Authorities, Power and Communications, Water Supply and Sewerage, Education and Public Health; these and others between them make the environmental skeleton of essential services on which we all depend and into which all our plans must fit. All these authorities bear a heavy burden of responsibility and find it difficult to consider matters that seem at first sight to be outside their own terms of reference; but it is the total pattern that counts, not the perfection of a single element.

And so techniques for mutual discussion and agreement ahead of development must be found; these are emerging, but too slowly. Then there are the private developers, business and industrial interests, including the great primary industries, and lastly the general public—whom it is normal, but wrong, to consider last. Vastly improved techniques for communication, education, and public relations are obviously needed before we can hope for that creative collaboration between all parties necessary to raise our standards of development from a nineteenth to a twentieth century level.

In all this process, the Local Authority should be the key element. Local planning has been quite deliberately made the responsibility of local government, and it may well be that the future of local government in Australia will depend in no small measure on the manner in which it faces up to the new difficulties and burdens of its town-planning duties, and the efficiency with which urban and rural development is carried out. Australian Local Authorities have for too long been handicapped by their junior status in relation to State Governments, their comparatively restricted powers, and especially by their limited financial resources. Many Local Authorities are undoubtedly too small in area and in population to plan effectively in the complex world of today, where the costs of most capital installations and services are so high. We should hope for a rationalization of areas and a unification of authorities, with a corresponding devolution of further powers and responsibilities from the States. Such a process is never an easy one: Local Authorities may demand, but they cannot be sure of receiving; they can only make sure of deserving.

## DISCUSSION

Professor Winston's address was followed by discussion. The importance of letting people know what was happening was stressed, and it was pointed out that at present when town-planning schemes were on exhibition too many people "only came to see if the new road interfered with their own property!" They were not sufficiently interested in the general scheme, though deeply concerned where their own interests were affected. It was hoped that wider public education would bring a greater awareness of the importance of good planning and development for human prosperity, comfort and convenience. Television could obviously be of enormous significance in this connection, and there was a good chance that this medium would do for all the arts involving visual appreciation—including the art of town planning—what radio had already done for music.

Mr. Hand said that many opportunities for good planning were missed, and many unfortunate developments permitted because there was not enough money available to do the right thing at the right time. Local Authorities must be given additional financial resources to enable them to plan properly and to pay the necessary costs of putting their plans into operation. The ability to resume land on a greater scale than in the past was particularly important.

Professor Winston pointed out that, in planning and development generally, the problem was not

its encouragement depends on political action at all levels.

Even nineteenth century England was forced to introduce the Factory Acts, the Public Health Acts, and eventually the Building By-Laws and Subdivision Regulations that gradually changed the Dickens world of child chimney sweeps, work-houses, and the transportation system into the comparatively enlightened world of today. Modern planning is merely an extension of all this necessary welfare activity; but this particular nineteenth century background brings with it a psychological handicap to our work today because planning has become in the public mind—and unfortunately in the minds of some planners as well—a kind of police measure, a negative activity that prevents people from doing what they want to do with their own property. And so planning has been made to appear too much an affair of the developers versus the authorities, with the developers in the role of the bringers of progress and the planning authorities as obstructionists.

Some people appear to believe, of course, that every building licence granted is a sign of progress, but on the other hand many planners have become too much pre-occupied with their traditional role of preventing the worst exploitation by man of his fellows, and have not sufficiently grasped the opportunities of a new historic period. Police powers and building controls may never become completely unnecessary, but the time is ripe for a new and more positive attitude among planners and planning authorities, which would lead them to concern themselves more with encouraging the good than with stopping the bad, and with working out new methods of fruitful co-operation between public and private enterprise whereby the authority and the developer together could achieve a far better result than either of them could achieve separately.

Private developers, industrialists, house builders, all know that they are largely in the hands of such public authorities as Roads Boards, Power Undertakings, Water and Sewerage Authorities and Transport Commissions, without whose services they could hardly function; but enterprise, imagination, and willingness to experiment and take risks comes more readily to private enterprise than to a public department under the scrutiny of the Public Auditor, and subject to the ever-present discipline of the "Question in the House". We cannot, therefore, do without private enterprise, but neither can we do without the work of the public authorities: A special part that the latter can play in encourag-

ing better developments is by the use of their powers of resumption to make available to private enterprise larger and more appropriate areas of land for development than private enterprise can readily acquire for itself.

Another planning matter which is essentially a political one is the great need, at this particular phase of our development, to win general public support for the larger range of public activities already suggested. The very nature of our political system means that politicians, however far-sighted and public spirited, cannot march far ahead of public opinion and the ideas of those upon whom they depend for votes. To secure political action, therefore, means winning public support first. This is perhaps the main task of our time—more important even than advances in techniques, which are already ahead of our political ability to benefit fully from them.

What then are the essential requirements of a successful campaign to win public support? First, I suggest that people must see clearly our aims and objects—and they must approve them: they will not readily bear personal inconvenience, financial loss, or increased taxation for something they either do not understand or do not agree with. The target must be clear and convincing. The hardship of war is only an extreme example of the willingness of people to bear heavy burdens for something they believe in. Secondly, people must be given opportunities to participate in the formulation of planning schemes. Businessmen, industrialists, builders must be made to feel that they are an essential part of the developmental process and welcome members of the planning team. We certainly shall not get far without the specialist knowledge of those who are expected to fill in our plans with buildings and bring business to our business centres.

A third essential is that people should feel that they are being treated fairly. This means fair compensation speedily awarded, consistency of judgment between one developer or appellant and another, and also consistency between private individuals and government departments. Today it sometimes happens that a person finds himself harassed over some minor infringement of a planning code, while he can see from his back windows the depredation of some government agency that is stripping a whole mountain side of its trees in order to drive a road or a power line through, while from the front of his home he sees a giant hoarding advertising the work of some government department, often written in deplorable English, in a position where no private advertisement would be allowed. An essential duty of public authorities of all kinds is to give an educa-

## URBAN RENEWAL

### Recent U.S. experience in urban renewal and its relevance to Australian opportunities for comprehensive city-building

A paper delivered by W. GEORGE CLARKE, Architect and Chartered Town Planner, to the Sydney Division of the Australian Planning Institute.

Urban Renewal is a new-fangled term for a new-fangled idea. It is barely five years old, but it is growing and developing rapidly in its country of origin, the United States.

Urban Renewal was invented in 1954, as a comprehensive term referring to a combination of public and private activities aimed at eliminating and preventing urban deterioration, blight, and slums.

Put that another way, and one can define Urban Renewal as the total of all the public and private actions which must be taken to ensure the continued, sound maintenance, and development of an urban area.

But Urban Renewal at its best, as is evolving today in the United States, would be more accurately defined as the systematic application of all the powers of government, in partnership with private enterprise, to the reshaping of the urban environment to better meet the needs of modern society, with special reference to the obsolete and decaying areas of cities, where the immediate need and opportunity is greatest.

When one regards it in this light, Urban Renewal is merely a more positive and more practical technique than we have previously had for achieving the long-standing aims of comprehensive city planning and urban design.

Sydney is a city large sections of which are obsolete, and which have needed redesigning and rebuilding for many years. As time goes by, more and more districts will pass into decay and will qualify for rehabilitation and redevelopment. It seems clear, from what many of our most prominent citizens and newspapers have been saying, that a warmly favourable climate of opinion has grown up around the idea of large-scale redevelopment in Sydney. As long as our present prosperity continues, there doesn't seem to be any doubt that the already decayed districts of Sydney will in fact be largely rebuilt, somehow or other, over the next twenty years. The key phrase in that statement is, of course, the "somehow or other". The rebuilding work could easily make our city much worse than it is now.

At the moment, it seems as if everyone in Sydney is in favour of something being done, but nobody seems to know quite how to go about doing it. We don't know just what organisational and financing techniques will be used, or the scale on which they are really needed. Even if we do have a successful competition for the redevelopment of The Rocks area, which is mostly owned by the State Government, we will still not have evolved any overall technique for dealing with areas split into hundreds of fragmentary private ownerships. And on top of this, we have every reason to be apprehensive about the quality of overall city-planning and environmental design that will go into the rebuilding programme.

It is our professional responsibility to examine closely all techniques used elsewhere in the world to cope with these re-organising, re-financing, re-planning and re-designing jobs that Sydney is now beginning to face. Our interest, as Australians, in overseas trends and developments such as the U.S. Urban Renewal Program, is most strongly directed towards those things which have some relevance to our own peculiar situation and which have some valuable lessons for us. Because we are still a young and dependent outpost of European and American social systems, we are continually able to profit from the record of research, experiment, success and failure, compiled overseas. Our junior and peripheral situation has saved us a great deal of time and money because we don't have to make the same mistakes as have already been made overseas in developing and refining some new idea or technique.

We can again save ourselves time, money, and trouble by learning from European and American experience in urban redevelopment. While we do this, we must, of course, be especially on guard against the making of new kinds of mistakes, different from those already made somewhere else. Furthermore, we must be especially sensitive and realistic in adapting or attempting to transplant ideas or techniques which have flourished in a foreign climate but which may wither in our own.



From my experience, both in Europe and in the United States, I have no hesitation in saying that the problems of U.S. cities are more akin to those of our own cities than are those of Europe. Also, the techniques available to us in the organising and financing of renewal are more similar to those available in the U.S. than to those in Europe, at the very least because we, like the Americans, still retain a "mixed" economy, in which Local Government is particularly weak and badly financed.

European-style urban development is exemplified by the London County Council. Employing one of the biggest and best town-planning and architectural staffs in the world, the L.C.C. has been slowly but steadily replanning London for twenty years, and rebuilding it according to plan for more than ten. This work will ultimately, I believe, prove comparable to Baron Haussmann's rebuilding of Paris. This and other great achievements of European city-building since the last big war have been the achievements of strong Local Government, backed by strong planning and building powers, financed by large national money-grants, and employing large numbers of the most talented and qualified people available.

These achievements (the British, Swedish, Dutch, and Germans can all provide particularly good examples) have largely been the achievements of an imaginative elite, an official, governmental elite, armed with all the powers of government, who have been able to implement their plans more or less from the top down.

But for all sorts of reasons, this European style doesn't fit American or Australian circumstances very well. We, in common with the Americans, can admire and try to emulate much of the design quality of what the Europeans build, but we of the "New World" can hardly hope, and perhaps don't really wish, to copy the European modes of organisation which made these things possible.

Local Government in Australia is in many ways stronger and slightly less fragmented than most U.S. Local Government, but both are nevertheless extremely weak sisters to their English and European counterparts. It may well be possible for us in the near future to improve and strengthen our Local Government, notably by revising its financial structure, and also by adopting a metropolitan level of government for metropolitan development as well as planning.

But even if we succeed in doing these things, we would still retain our "mixed" economy which encourages private enterprise to do as much as

it possibly can do and will do, subject only to supervision in the public interest. In a prosperous and expanding economy like ours, private enterprise can, and is naturally anxious to do much more in the way of housing and urban development than is the case in Europe. If this situation continues in Australia, then we will continue to be closer to the United States than to Europe in matters of the organisation and financing of city-building.

With these thoughts in mind, I shall try to sketch for you some of the most significant facets of the U.S. Urban Renewal Program, giving particular emphasis to those things which may be relevant or potentially relevant to Australian problems.

I warn you that I shall be forced to oversimplify the very real paradoxes and complexities which occur over such a large, paradoxical, and complicated country as the United States. Like many things on this earth, the U.S. urban renewal effort is a curious compound of the highest aspirations and very wide actual shortcomings, of enlightened and intelligent co-operation side by side with self-defeating self-seeking of the pettiest kind. But add to this the fact of American restlessness, energy, and practicality, and one finds that new ideas are constantly being experimented with to such an extent that organisation charts are quickly outmoded.

Therefore, if I simplify and select my material on this occasion, I must warn you against any impression that urban renewal in the U.S. is easy or straightforward. Many Australians get this impression by reading too many glossy magazines. There is no easy answer or simple panacea for urban problems in the United States or anywhere else.

Again, I cannot tell you that what has been done so far under the U.S. urban renewal effort is anything like a real answer to their urban and metropolitan problems. In terms of the sheer size of U.S. urban obsolescence, the present effort in urban renewal is merely a very successful pilot programme; and it will probably have to remain so until the 60 or 70 per cent. of the Federal Budget which now goes to pay for past, present, and future wars can be safely diverted to more constructive investment.

#### **The 1949 Act, the First Large-Scale Effort In Urban Redevelopment**

Let us now go back and begin with the U.S. Housing Act of 1949, the forerunner of the 1954 Act which first gave legislative form to the concepts of urban renewal.

## **ADULT EDUCATION BOARD, TASMANIA**

### **Seminar in Town and Country Planning February 20, 1960**

**Synopsis of address by PROFESSOR DENIS WINSTON, B.Arch. (L'pool), M.A. (Harvard),  
M.T.P.I., F.R.I.B.A., F.I.L.A., Past President of the Australian Planning Institute.**

#### **The Politics of Planning**

Whatever we as technical people may think or however we may sometimes regret it, planning is politics, and our failure to put into action many of our brightest and best ideas is essentially a political failure: until we understand this we shall continue to fail. Planning necessarily means interference with individual freedom in one way

WHO STOLE THE TARTS—(Continued from Page 22).

effort by the Commonwealth and the States to promote the growth of selected existing towns and to found other towns, as the nuclei of future cities. That procedure would relieve the pressure upon the existing capital cities and go a long way towards solving their problems, with possibly some injury to their civic pride. The question of the foundation of new States should be closely examined as a means of the dispersal of future population and to retard the growth of the present capital cities.

Economic planning at the highest level would ensure that suitable industries were given sufficient inducement to ensure their establishment in a designated area. The initially selected industries should be those which would bring other types of industry in their train. The provision of roads, transport facilities, all amenities and housing, moving *pari passu* with development, would ensure a work force equal to requirements at any particular time.

After the economic planning of an area had been completed, the town planners might be entrusted with tee squares and paint boxes to work out details within the general scheme.

The answer to the question which heads this paper is that there has been no diminution in the number of tarts, but owing to the multitude of cooks and the defects in their recipes, there has been an uneven distribution of the jam content in the tarts; while some are overflowing with sweetness others have been reduced to mere shells of pastry. The community has lost any chance it may have had of licking its collective fingers.

(Acknowledgements to the Author and  
"The Valuer")

or another, and whether such interference is justified or not is a political decision. The answer will vary with the period and with the circumstances: in times of epidemic most people agree to the most stringent measures to combat its spread and readily accept a great deal of interference with their everyday life; and it is the same in times of flood or famine. But public opinion is dependant upon the general level of education and awareness: for example, the story of medical and hospital practice during the last hundred years, since Florence Nightingale was in the Crimea, is the story of a revolution in public understanding as well as in scientific knowledge and its application.

In the British world our thinking tends to be empirical, not logical, and emotional rather than rational. We often pretend not to believe in planning and make a virtue of our traditional ability to muddle through; and yet in war, if we survive the first few months of complete unpreparedness, we accept an even more rigid regimentation of life—more detailed rationing systems and so on—than do our enemies, and so we generally win through.

It seems fair to say also that British communities developed during the harsh and squalid days of the Industrial Revolution—the revolution that made the Manchester, Glasgow, Pittsburgh, and Chicago that we know today—a toleration of ugliness in their surroundings that still makes us more immune than we should be to the horrors of advertising, the brutality of engineering structures, the festooning of overhead wires, and the chaos of conflicting development that is our normal urban environment.

We are just recovering from the orgies of a laissez-faire economy that created the slums of Liverpool, the dust-bowl of the Middle West, and the derelict valleys and people of Tennessee and the English coalfields; but we still have a good deal of nineteenth century reluctance to think ahead in public affairs. In private industry and commerce, of course, the most detailed surveys, the best available scientific thinking and the longest range planning is accepted as a matter of course; but in Federal, State, and Local Government, this kind of thinking is relatively new, and

by rent control to the purchase of petrol for their hire-purchase cars, might repair on Sundays to take the fresh air, buy from roadside stalls country produce imported from the city markets, and to leave their tribute of old tins, broken crockery, and worn-out mattresses all to the background of the sardonic laughter of that true Australian, the kookaburra, whose livelihood depends upon his keeping a close watch upon the ground.

Originally the "green belt," which was by some thought to be a permanent barrier to urban expansion, and by others to be a reservoir for future urban development—so confused were the experts—had a reputed area of 142 square miles, but over the years previous to 1959 there had been a certain amount of attrition. In that year the Cumberland County Council, which was charged with the over-all planning of the Sydney area, recommended that a further 22 square miles should be released—a fact which indicated that the area had been wrongly zoned in the original plan. That error, however, was a mere 15 per cent. On 22nd December, 1959, the Minister, acting upon the advice of the Town and Country Planning Advisory Committee, stated that he would release 46 square miles from the "green belt". Within a few days, and no doubt after adjustment of the planimeter, the area to be released was to be 57½ square miles. The experts had differed to the extent of 160 per cent. in their ideas as to the area to be released. It must not be overlooked that the King and Queen differed by 100 per cent. in their estimates of Alice's height.

The girdle had shrunken to an attenuated and eccentrically placed fig-leaf.

From the viewpoint of the prospective home builder, financial institutions, the land owners, and the valuer, the lack of a settled policy, apart from other blunders made in planning, has been disastrous. The locking up of 142 square miles of land which possessed some potential greatly reduced the supply of land available, in a time of intense demand for building sites, and the partial elimination of competition led to an immediate increase in the prices of home sites. Some land owners who believed statements that the boundaries of the belt were immutable sold their lands at a fraction of the value which would have been obtainable upon their release; others lost by being constrained to sell by various circumstances. Again, others who speculated stood to gain fortunes. The often advanced claim that the presence of vacant lots remaining in old subdivisions had a stabilising effect upon values

is open to the objection that those allotments had, for one reason or another, proved unattractive to the purchasers; values are created by public demand. The very basis of valuation—the best use of land—was dependent upon arbitrary and unpredictable decisions.

Following upon the artificially induced increase in the price of building allotments there followed a period of vacillation brought about, no doubt, by the widely held suspicion that the scheme entered into with such high ideals and such little forethought was unworkable. That vague and indeterminate period brought in its train all the evils of speculation. The very uncertainty and lack of objective standards—and after all the difference between the Cumberland County Council's recommendation and the latest release was 35½ square miles—laid every transaction in land which showed a profit upon release open to suspicion, however innocent the purchaser may have been of obtaining foreknowledge of events. Conversely, a perfect cover for irregularities was provided by the fact that decisions were hotly contested by rival schools of planners whose views were so divergent as to prove the complete futility of the policies they advocated.

The release of land from the "green belt" after so many years of indecision and the enunciation of varying policies will do nothing to reduce the price of home sites; the stage has been set; demand was, for a decade, channelled into certain areas and competition from those areas has been largely eliminated. In a time of inflation and a buoyant economy subdividers are not likely to take less for their allotments than the prices which were obtained for comparable ones in the earlier releases.

Most of those evils would have been avoided if the question of compensation to owners of lands in the "green belt" had been faced up to. Once it was found that, contrary to general belief, there was no compensation payable for that type of injurious affection, action should have been taken to amend the Act upon the simple grounds of natural justice and the fact that if town planning benefits the community, then the community should pay for it. The temptation to get something for nothing has emasculated the scheme. The antonym of the verb may be substituted and still convey precisely the same meaning.

Planning, as the writer pointed out in his keynote address to the First Pan-Pacific Valuation and Appraisal Convention in March, 1959, should in the first instance be economic planning at the highest level. There should be a concerted

The 1949 Act was the first comprehensive legislation in the U.S. Housing field. It grew out of nearly 20 years of research into, and worry over, slums. This Act fairly faced the issue of Federal responsibility for housing and set out a statement of National Housing Policy, in which city-planning was recognised for the first time as being of national interest and concern.

I quote an abridged version of this National Housing Policy, which stands unaltered to the present day: "The Congress hereby declares that the general welfare . . . of the Nation . . . require(s) housing production and related community development sufficient to remedy the serious housing shortage, the elimination of substandard and other inadequate housing through the clearance of slums and blighted areas, and the realisation as soon as feasible of the goal of a decent home and a suitable living environment for every American family, thus contributing to the development and redevelopment of communities . . . (emphasis added).

"The policy to be followed in attaining the national housing objective hereby established shall be:—

- (1) Private enterprise shall be encouraged to serve as large a part of the total need as it can;
- (2) Government assistance shall be utilized where feasible to enable private enterprise to serve more of the total need;
- (3) Appropriate local public bodies shall be encouraged and assisted to undertake positive programs of encouraging and assisting the development of well-planned, integrated, residential neighborhoods, the development and redevelopment of communities . . ."

The 1949 Act recognised that the high prices of slum land, particularly in relation to the prices at which builders can obtain outlying suburban sites, was one of the major factors stopping private enterprise from buying up slum sites for redevelopment. Another major factor was the simple fact that private enterprise could only rarely buy up a sufficient number of small existing inner-urban lots to be able to put together a single site large enough for desirable types of comprehensive redevelopment. Even if and when the public power of resumption or some other means is used to amalgamate ownership over sufficiently large areas of land, the costs of acquisition, clearance and preparation for redevelopment are, taken together, prohibitively high.

But even if a private operator or a local government authority could and did pay out these high costs for cleared land, then the only way for such a private operator or local authority to make a profitable or economical proposition out of redevelopment would be to crowd an excessive number of dwelling units onto the land. The extraordinarily high plot-densities which result from this unsubsidised procedure are a sure-fire guarantee that the new buildings are headed for slumdom as soon as they are built.

Now this sort of thing has been happening and is happening every week in Sydney. It's not happening on large sites, the way it did in Stuyvesant Town in New York, for example, but even worse than that, it's happening on small scattered sites. It's happening wherever there are high costs involved in buying and clearing an existing site in an inner or middle-ring suburb, and it's happening on government projects the same way as it's happening on private projects. It would be most unfair to single out any single public authority or any single private operator for criticism on this point of excessive plot densities, because the present system of land-costs and land-acquisition makes it pretty inevitable.

The 1949 Act also recognised that Local Government finances were simply unable to cover the costs of any write down on the existing market-values of inner-metropolitan land. The Act therefore provided for Federal capital grants which would help a Local Authority to write off and forget two-thirds of the loss involved in making slum sites available for private redevelopment.

The Local Authority was to:—

- (1) Resume blighted areas and the obsolete buildings on them, thereby amalgamating many small fragmented ownerships into a single large parcel, a parcel suitable for comprehensive redevelopment;
- (2) Assist in relocating or rehousing the existing residents and businesses;
- (3) Replan the area, establishing land-uses, densities, building coverages, floor space ratios, building and design requirements, and perhaps even setting up examples of the quality of design required;
- (4) Demolish the buildings and clear the land;
- (5) Prepare the site for redevelopment by replanning and adjusting the public utilities, public roads, public facilities, and public open spaces that would be required;

- (6) Sell or lease the vacant land, prepared for redevelopment, to some private developer or to some public authority who will abide by the requirements laid down in the re-use plan.

This sale or lease may be by tender, but is more often a matter for negotiation. Since the Federal authorities supervise and must be able to approve the project, the public interest is adequately protected against corruption when the choice of a redeveloper is made by negotiation. In either case, the most important aspect of the deal is the plan and the design which will be followed in the rebuilding job; the size of the price or rent the new developer will pay is a secondary consideration.

Now it might cost the Local Authority anything up to, say, six or seven dollars per square foot to resume, clear, replan and prepare the land for resale. The new value of the land to a new developer who had to abide by a re-use plan set by the Authority, might be only one or two dollars a square foot. The Local Authority would therefore lose about five dollars a square foot on the operation. But under the 1949 Act, the Federal Government pays two-thirds of this loss.

Over the first nine years of experience under this Act, from 1949 to 1958, it has been estimated that for every dollar allocated to be paid by the Federal Government in writing-down land-values in this way, the private redevelopers of the land have, or will have, invested five dollars in actual construction.

From the Local Authority's viewpoint, then, one can say that for every dollar of local Government expenditure on a project, the Local Authority has received in return ten dollars worth of private investment in construction. Most important of all, this construction has been built and designed just the way the Local Authority wanted it. And not only that, but over future years, the annual rates and taxes on the redeveloped land are going to be much, much higher than they ever were on the land in its previous condition.

From the viewpoint of the general public, Federal taxpayers and local ratepayers together, an outlay of three dollars of public funds has resulted not only in the clearing away of an area of substandard and obsolete dwellings, but also in the making possible of ten dollars worth of private investment in new construction. This

construction has been under the strict control of public authorities, and will benefit the public purse by making the best possible use of a scarce resource, namely, well-located urban land.

Now this technique is the simplest and the most basic single technique the Americans have evolved for getting over the artificial blockages to urban redevelopment.

It can be contrasted with the post-war British attempt to nationalise the potential development value in land, which was a brave and possibly quite practical technique, but which was perhaps never given a fair chance to prove itself before being abandoned.

As a method of getting slums cleared and valuable land redeveloped, it can also be contrasted with the now standard and universal British and European procedure. This is the direct-action method, by which Local Authorities simply go out and resume land, and build their own housing, without bothering to muck about with private enterprise at all. They use central government tax money to do it, and it has not been uncommon for European countries to build between 50 and 100 per cent. of the nation's new housing in this way. Even under this method, however, the taxpayer still forks out the high ransom money demanded by the last private owners of the land.

Because the European Local Authority continues to own the land in perpetuity, it also gains all of any increase in the land's capital value over future years.

But the European Local Authority has to maintain an architectural and construction enterprise, together with a building management and maintenance section. This, as has been proved many times over can be a magnificent and an impressively efficient organisation, like that of the L.C.C., but it hardly seems feasible in Australia at the present time.

In a developing country like Australia, which is chronically short of capital for public developmental works, it would seem that we should try to let private enterprise do as much as it can, always with the proviso that what private enterprise does conforms to some sort of pattern or plan which safeguards the public interest. If this is so, then the American technique which uses three pounds of public money in order to get ten pounds worth of work done, might be preferable to the European system under which ten pounds of public money only does ten pounds worth of work.

This might be a point worthy of some research

## "WHO STOLE THE TARTS?"

By Dr. J. F. N. MURRAY, D.Litt., B.A., F.R.I.C.S., F.C.I.V., and Q.R.V. Life fellow of the Commonwealth Institute of Valuers. Author of Institute's books "Principles and Practice of Valuation" and "Valuation Practice". Chairman of the Federal Valuation Board, he has advised the Governments of Malaya, Jamaica, and Ghana on land tenures and valuation.

At this moment the King, who had been for some time busily writing in his notebook, called out "Silence" and read out from his book, "Rule Forty-two. All persons more than a mile high to leave the Court."

Everybody looked at Alice.

"I'm not a mile high," said Alice.

"You are," said the King.

"Nearly two miles high," said the Queen.

"Well, I shan't go, at any rate," said Alice: "Besides that's not a regular rule: you invented it just now."

"It's the oldest rule in the book," said the King.

"Then it ought to be Number One," said Alice.

The King turned pale and shut his notebook hastily.

Court procedure as seen by Alice during her sojourn in Wonderland has many points in common with the great experiment in town-planning in the Sydney area.

Both instances are notable for their air of unreality, their lack of logic, the over-riding of

rights of individuals, a disagreement upon fundamental measurements and legal and administrative obscurity.

The inherent difficulties in implementing any town-planning schemes are instanced by events in the United Kingdom where legislation has appeared and disappeared with a facility, and leaving a lingering grin, which the Cheshire Cat might have envied. Notwithstanding the chaotic position created by post-war planning in the United Kingdom, legislation in New South Wales has trudged solemnly in its wake. However, where the Town and Country Planning Acts envisaged the payment of tolls to land owners for the privilege of passing along the highway built through their lands to the Delectable Mountains of the planners, legislation in New South Wales has avoided the toll gates by making detours, albeit at the cost of the scheme itself, through thickets of legal obscurity. It is difficult to see how the problems of Town and Country Planning in a small island in the North Sea have any correspondence with those of a predominantly sub-tropical and sparsely settled continent. If the whole of the population of Australia were moved into the northern half of Tasmania, and Launceston had a population of some two millions of people, only then would there be, upon the basis of density of population, a reasonable correspondence with Australia.

The inherent defect of all town-planning schemes has been the treatment of what is essentially a problem in land economics as an exercise in artistic appreciation. That approach has invariably led to the abandonment of objective standards and the replacement of reasoned and soundly based thinking by an assumption of omniscience coupled with appeals to sentiment.

The lack of objective standards is well instanced by the completely irreconcilable ideas of differing schools of planners in the Sydney area. The so-called "green belt," which was neither green nor a belt, was planned as a girdle to confine the matronly rearward sprawl of the mother of Australian cities; and further, to provide an area close to the city to which its honest citizens, after applying the moneys saved to them

URBAN RENEWAL—(Cont'd. from Page 20).

and consideration by the Sydney City Council. The Council expects, I believe, to have about 2 or 3 million pounds to invest in high density housing; and I have heard the Lord Mayor say that this sum in itself would not be enough, and that he would like to stimulate a much greater flow of investment from private sources.

Let us now return and briefly sum up the 1949 U.S. Housing Act. It was first and foremost a housing measure, with its famous Title One section which gave the green light to slum clearance and redevelopment. This kind of complete clearance and redevelopment was the only technique of urban revitalisation that is envisaged. It recognised and proclaimed the importance of neighborhood planning, although it didn't do anything concrete to encourage or enforce it. It was nevertheless a fair start and much better things were to come.

(To be concluded in the next issue.)