


Town Planning Quarterly

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Town Planning Quarterly

Much of this edition of TPQ has been edited by the Planners at Massey University, Palmerston North. The front cover shows the University surrounded by farmland. Most of the articles are by people who work in or near Palmerston North and therefore are concerned with their practical experience. Therefore this issue places emphasis on practical local planning concerns rather than theoretical matters.

Acknowledgements — Yvonne Pearson, Karen Puklowski, Sharon Munro, Marilyn Norwood.

Note — Opinions expressed in articles and editorials represent the views of the authors only.

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Editorials

Who Plans the Planners?

The Planning Council "Was given the responsibility to advise the Government on links between National and Regional Planning"

(Sir Frank Holmes — 'Planning and the Regions' — April 1980)

"The Urban Affairs Committee of the Environmental Council has the unique brief of keeping an overview of the diverse planning activities that are shaping the urban environment of New Zealand".

(Environmental Council — 'Urban Concerns' — 1980).

"Draft Guidelines for Regional Planning"

(Title of Consultation Document issued by Environmental Council — November 1980).

New Zealand has a fair claim to one world record. Per head of population, output of the official printed word is enormous. Consultation documents, research reports and general advice flow from the Government and quasi Government printing presses and duplicating rooms. Many of these documents directly effect planners. Others, such as the fifteen thick research reports produced by the National Housing Commission in 1980 are of considerable importance for our profession. The Planning Tribunal produced 340 judgements in 1980, (although the Tribunal has not yet got round to producing an index to its decisions). The Local Government Commission also keeps the printing presses busy producing provisional and final Regional Schemes (this task should have been completed by 31 December

1979. But the Manawatu Final Regional Scheme was still being argued about in May 1981).

Overall, it requires a dedicated, if not fanatical, planning bibliophile to read all the many official and quasi official reports produced in New Zealand about planning and related matters. A diligent reader will discover some gems such as the Environmental Council's statement in 'Urban Concerns 1980' that "numbers in the labour force are increasing rapidly as children born in the post war baby boom come to working age" (unless of course 1980 school leavers were exceptionally long in the tooth).

But a perusal of this mass of official literature does leave an unanswered question. Where does responsibility lie in the Government structure for an overview of the evolving New Zealand Regional and Urban Planning system? Does this responsibility really lie with the Planning Council or with the Environmental Council as their respective publications appear to suggest?

The Town Planning Act clearly says that District Planning Schemes should comply with Regional Planning Schemes. And Regional Planning Schemes need the approval of the Minister of Works.

Furthermore, the publications of the Town Planning Division of the Ministry of Works are often of far more practical value to practising planners than the advisory documents produced by the quasi autonomous Governmental organisations such as the Environmental and Planning

Councils. Advice on planning matters is appreciated. But it would help if that advice were rather more practical and came from fewer sources.

The Tribunal

A letter was recently received by the Palmerston North "Planning Aid" service from a local residents' group which includes these words:-

"Experience has shown us that it is not possible to face up to the Planning Tribunal without expert legal help which we must pay for. It has also been our observation that Town Planners' evidence is not highly regarded at these hearings and decisions are made on legal points"

Possibly the residents' group involved were wrong. But most planners who have experience with the Tribunal would agree that the statement contains more than a grain of truth. If our profession is being unduly influenced or over dominated by lawyers, then planners should strongly resist such pressures from our legal bretheren. The Tribunal also possibly might consider whether it could simplify its procedures, avoid undue use of legal jargon, take steps to ensure that people who are not represented by lawyers are not disadvantaged, and above all, ensure that decisions are based solely on the criteria of what is and what is not good planning practice.

Subdivision — The Rural Country Councillor's Headache

Anton D Meister,
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Resource Economics, Massey
University

Over the past decade, the demand for rural subdivisions has risen dramatically. This trend toward small-holdings, part-time farming and rural residential dwelling has caught many councillors unprepared. The old proven tools of zoning and minimum subdivision controls appeared no longer adequate and land use planning (the task which they were elected to perform) was something many councillors felt very uncomfortable with. The rapid changes in land use left them confused and uncertain as to how to guide land use.

In many cases, councillors' initial reactions were to stick to what they had always done before, to keep out anything new and unknown and just to wait and see. These attitudes have resulted in regulations which in several counties have led to a stifling of innovative activity, a slow down in the diversification of land use and an expensive search by would-be smallholders and others for ways to beat the system. The regulations imposed have, in many cases, encouraged inefficient land use.

Today the councillor's "problem" has not gone away and county councils will have to deal with it. The Minister of Agriculture touched on all this when he said:

"Too often planning authorities seem preoccupied with the need for the preservation of agricultural land, rather than considering the potential gains to national productivity, and to the viability of rural communities, that may be derived from the easing of restrictions on subdivisions in peri-urban and rural areas.

It would provide a greater impetus to the diversification and intensification of New Zealand agriculture if land use planners concentrated on finding ways of encouraging small holders to make full use of the productive capacity of their land, rather than trying to protect our agricultural land by implementing controls such as minimum economic units, and prohibition of dwelling houses on small holdings. Promotion of innovation in the direction of intensification and diversification of productive land uses is the lifeline to redevelopment for rural New Zealand". (MacIntyre).

Others have made similar comments and changes have been made in land use legislation but still the ideas expressed by the Minister of Agriculture have not found a receptive ear in many rural counties.

I propose to examine some of the reasons why this is so and to conclude with some recommendations for change.

Land Use Planning — What is it? Why do we do it?

These are two basic questions and answers to them could easily fill a book (of which there are of course many). However, it is not my intention to fill a book, but rather to briefly state what planning is and why we do it.

Planning may be defined as the conscious direction of effort toward the attainment of a desirable goal (or goals). Hence land use planning is an effort to guide land use so as to best satisfy the goals of society — or in other words, the public interest.

The reason why this guidance is provided (or forced upon individual land owners) by government is because of some of the 'side effects' of normal free market activities. Side effects or 'externalities' deal with matters of public interest which are not automatically taken into account during free market activities. Mr A.R Turner, Chairman of the Number One Planning Tribunal, summarized this as follows:

"In conclusion, the whole basis of land use planning is that land use decisions based on self interest and expediency work against the common good and that community control over the use and development of land brings community benefits. The exercise of that control requires the application of values and principles which transcend those of the individuals affected by that control. But deciding what values and what principles shall be applied is a difficult question. They should not necessarily be those of the majority of the people directly affected by the controls; the public interest affected can be wider than that. The community to benefit from the controls may not even be aware of the problems which the controls are designed to solve or to avoid. But even if it is, how can that community identify the values and principles which should be adopted? Those values and principles cannot be determined on a purely objective basis; inevitably there is a degree of subjectivity involved". (Turner)

Here then is the crux of the planning dilemma as expressed by a man whose task it is to interpret the land use legislation and who has to arbitrate in land use conflicts. Planning is the art of guiding land use toward satisfying the goals of society. Identification of goals, actors and values is difficult. Some guidance is provided by the main body of legislation as represented by the Town and Country Planning Act. But even then interpretation of ambiguous terms such as 'wise use' and 'preservation' makes implementation very difficult. It is against this background that I want to return to the main topic of this paper — Subdivision and Rural County Councillors.

Rural Subdivision

Why has the concept of rural subdivision created so much controversy in New Zealand? In my opinion there are three reasons:

- (a) the demand for rural subdivisions increased rapidly and was something new;
- (b) because it was new, councillors were afraid of the trend and did not know how to cope with it. Similarly planners, with an urban planning experience, also found it difficult to cope; and
- (c) the legislation did not provide clear guidelines.

Below is set out a typical argument (reconstructed from conversations with councillors) that presents a prevalent attitude toward rural subdivisions:-

"This Council has never been opposed to subdivision for intensive land use. We are willing to consider any proposal for subdivision but it is our task to stop irresponsible subdivision. It is our task to preserve the land in such a way that the land units created are, and in the future will be, independent economic farm units. We accept that closer subdivision of farm land may result in the land being farmed more intensively and may result in greater overall production than before the subdivision (especially when in horticultural crops). However, we cannot always be sure that those who purchase the small holdings will make good use of the land. Also we feel that small units will not be viable economic units when prices fluctuate severely or when the horticultural bubble bursts. When this occurs, these small units become uneconomic for farming and they often are bought up by people for rural residential living. This of course, is

contrary to the Town and Country Planning Act as:(a) it does not encourage the best use of the land; and

(b) it encourages ribbon development or urban sprawl.

Furthermore, we feel that it is our task to protect the existing industry (dairy, sheep or cattle) because of labour opportunities and the massive amounts of capital invested in servicing and processing. The Act asks us to guide land use and we feel that prime agricultural and should be devoted to full-time agricultural activities to earn the maximum amount of foreign exchange for the country. Hence, because of the above reasons, there should be control over land subdivision. We feel that this can best be achieved by minimum subdivision requirements and legally binding bonds for non-performance. Then whatever happens in the future, this agricultural land will be preserved in lots that can always be farmed as economic units. Perhaps we appear to be conservative and restrictive but we feel that in a decade from now, the people in the region will thank us for the foresight we had".

This, briefly, is the kind of argument that I have heard several times. In parts it may be exaggerated but it does display some of the reasons behind many a council's decisions as reflected in their district planning schemes.

The argument as presented, sounds appealing. However, I feel that the premises on which it is based are wrong. In my opinion the argument is (a) against the spirit of land use planning; and (b) goes beyond the authority of the council. I would now like to discuss in more detail some of the points raised in the argument.

Land Use Planning And Market Forces

In planning, recognition should be given to the dynamic nature of land use which will invariably be influenced by market forces. Market forces are indicating that some of their land once 'best suited' for sheep or dairying is now 'best suited' for horticultural enterprises. To say that market forces are wrong and that soon things will change again is crystal ball gazing. It is beyond the scope and abilities of councillors and planners, particularly in the present economic climate to under-write or seek to maintain any given set of economic circumstances. Economic incentives are likely to remain far more powerful than any artificially imposed constraints limiting the size of holdings and dictating their use.

Land use planning was instituted to protect

people from the effects of incompatible uses; to protect the public good; to protect the productive capabilities of land; and to provide a pleasant social, environmental and cultural environment in the rural area. Protecting existing land uses does not fall into these categories. It is like any other sector or enterprise in the economy when relative market realizations change, it is adapt or die (unless Government comes to the rescue).

To protect people from moving into new enterprises on smallholdings with not enough capital or experience is not the task of the planner either. If these people do not "make it", then they will have taken a risk and failed. This is the hallmark of a free enterprise society. The fact that these entrepreneurs have not succeeded has done nothing to the productive capability of the land. The land is still there.

Minimum Subdivisions, Economic Units and Bonds

One of the greatest concerns that I have found amongst councillors is the possibility that too many subdivisions will ultimately lead to rural residential dwellings and unproductive use of the land. Councillors seem to be obsessed with having to control the minority that may misuse the land. To achieve this control they require smallholdings to be economic units, or greater than a certain minimum size, or they specify a bond for non-performance. Before looking at some of these control measures, the question should be asked if many small rural subdivisions will ultimately lead to unproductive land use. It is my opinion that this is not a necessary consequence of subdivision at all. Sure, evidence can always be found of some mis-use, especially in some peri-urban areas. But when we look at the overall picture it is evident that on average these subdivisions are used productively, given a time lag for adjustment.

I have conducted a study with one of my students, analysing rural smallholdings in Taranaki Country. (Meister and Stewart). In the conclusion we wrote:

"This investigation has shown that overall productivity is almost certain to increase if subdivision of pastoral properties into smallholdings (one to ten hectares) is allowed. Evidence from this study suggests that the minimum subdivision standards specified, as to what area may constitute a 'minimum economic unit' for the various activities, would in fact be restricting total productivity from the land. It is possible to cite specific examples from this study where pastoral farming on areas considerably less than twenty hectares (the minimum subdivisional standard) could be considered 'economic'."

Warren Moran *et al* in an extensive study of "Rural Smallholdings in the Auckland Region" stated:

"In sum, the productivity of this random sample of Auckland smallholdings is certainly not lower than if they had remained in a mix of various types of pastoral farming". (Moran *et al*).

Other research can be quoted that confirms these results in other areas of New Zealand. Hence, it is hard to understand the obsession that some councillors have in protecting their counties from this disease of "unproductive subdivisions".

To "protect" their counties, councillors (or their planners) write into their planning schemes minimum subdivision ordinances which are often arbitrary and inflexible. Minimum areas of land they say can always be farmed as economic units whatever the economic circumstances.

The spread of kiwifruit orchards has shown that no-one can predict what size of land parcel is economic or viable, this is irrespective of the ability and indebtedness of the owner. The economic unit concept is dying a slow death. Many people realize now that there is no such thing as an economic unit, and using this concept biases decisions against any part-time use of the land-holdings.

Recently Kiwitea County in the Manawatu far removed from any urban or other subdivision pressures, came up with the following ordinance which, under a threat of a legal bond, imposed the following condition on part-time farming "... that the land will be used in accordance with its full capability and optimum use on a sustained basis". (Kiwitea County). In my opinion this kind of an ordinance is the ultimate in nonsense. Nobody can state categorically what full capability and optimum use on a sustained basis is for a given piece of land. On questioning the councillors, they themselves could not tell me what it is! However, they wrote in the planning scheme that non-performance would be enforced under threat of a bond. I wish the councillors luck in enforcing something that cannot be defined. And, even if it could be enforced, what will the council do with the bond money? Will they farm the land to its full capability ... etc? A last query with respect to all these conditions and regulations is, "Why should part-time farmers and other smallholders be subjected to this rule and not full-time farmers?" Full-time farmers never have to prove that they are economic units and make good use of the land. Does this mean they are all viable concerns using their land in accordance with its full capabilities? I very much doubt that! But underlying all these attempts to influence land use lies in my opinion, a more basic fallacy, which says that

councils should make sure that a person makes optimal use of the land he owns. Nowhere does it say in the Town Planning Act that councils should do this. The Act talks about wise use, not optimal use. The level of production from land is a matter for Central Government to stimulate or subdue by taxes, subsidies and incentives. Therefore one can even go further and conclude that councils do not have the authority to force people to make optimal use (however defined) of their land. It is not difficult to find district planning schemes in which conditions relating to optimal use of land are incorporated. Of course, this is only imposed on smallholders and part-time farmers. Full-time farmers appear to be exempt from such arbitrary restrictions.

If wise land use (i.e. land use that will not destroy the long term productive capabilities of the land) is a council's aim, then income levels (economic units), minimum subdivision size, crop types, optimal use conditions etc are irrelevant. It is high time councillors stopped using such restrictions. Instead of encouraging good land use, they lead to poor and inefficient use of the land.

Rural Residential Living

If the demand for rural residential dwelling is real (and in most rural counties it is not — otherwise why the constant talk about the problems of rural depopulation?) then no restrictions are going to stop people from obtaining their 'piece of dirt'. Councils should recognize this and also take note of the fact that not all land in New Zealand is of high productive value. There are many small areas and corners that could be subdivided off for people to live on. Such subdivisions could be allowed on the conditions of self-provision of services. Attempts to satisfy this demand by the provision of rural residential zones may satisfy some but not all. A much more flexible approach to subdivisions of this type would diminish the demand and pressures. Besides achieving reduced pressure for subdivision, it would also enhance the rural environment with more people in the rural area.

Rural County Councillors and their Consultant Planners

Many councils were caught out by the rapid changes that have taken place in land use. Some councils felt that they could not handle the task of land use planning and finished up handing the task over to consultant planners. Sometimes these planners have done a good job. In other cases the result has been shocking. Engaging consultant planners buys expertise and can greatly help councils. But at the same time, however, it can bring

with it some undesirable effects in that: (a) this expertise may be too urban planning orientated, steeped in zoning, building and other restrictions; and (b) it lulls councillors into the comfortable 'she'll be right now' attitude. I am not saying that this happens in all cases where consultant planners have been employed, but it has occurred in several instances.

It is sometimes surprising that after having read the objectives of a district planning scheme (these often formulated by the council) one finds that the fine print and the ordinances are in conflict with the objectives. On pointing this out to the councillors concerned, the response usually is, "We did not realize that those ordinances implied that, or at least we did not intend it that way". If this is true, why then did not the council do it *their way*? They are the people that know the district best. They know the people and the problems. Why then leave it all to the planner (unfamiliar with the area)? The result often is planning scheme full of rules and regulations to fight off problems which may occur in other counties but not in this one. Sure a council may need expert help to draft the scheme in terms of all the legalities required, but the scheme should not be a copy of another county's scheme. There is, of course, the possibility that councils do not want the work and responsibility of planning. Rules and regulations make life easy. Everything becomes black and white. But if productive land use is what the council is striving for, then they should consider each planning application carefully. In some counties where pressures for subdivisions are great (peri-urban areas) some basic rules regarding subdivision are necessary, but even here councils should examine the rules carefully and see if besides easing the administrative burden on councils these rules are conducive to wise land use.

Conclusions

I have been critical of some of the planning that is going on in rural counties. It is sad to see some rural counties, keen to attract people to reverse the trend of depopulation, come up with schemes that would scare off anyone from even thinking to move into the county. These schemes so carefully constructed to guard against any group that may make misuse of the land, achieve the result that no-one comes and others leave. At the same time, it is encouraging to see schemes that are flexible and encourage people to come into the area.

I have shown that the fear of many councillors regarding misuse of land by subdividers is misplaced, especially in the rural counties. In some of the counties close to large cities there may be misuse of land. But I know of no evidence of this.

Further, under the Town and Country Planning Act we have to ask ourselves what is misuse. Does a 10 acre property with a house and some horses constitute misuse? I do not think it does. Sure the 10 acres could probably be used more productively but it is not misuse of the land. The land and its productive capabilities is still there. The Act does not give councils the right to force the owner to increase the productivity of his 10 acres. We do not force this requirement on full-time large-scale farmers so why then on small-scale full or part-time farmers?

I would like to encourage rural councillors to be more open minded, to avoid arbitrary, inflexible and unnecessary controls. They should take land use planning and especially subdivision control in their own hands and consider each proposal on its merits. This does not mean allowing indiscriminate subdivision of farm land, but rather a greater flexibility in permitting subdivision. Guidelines for assessing each subdivision proposal can be set out to help the proposer in preparing a plan. If productive land use is an objective, the maximum number of desirable uses should be predominant or permitted with limitations. This eases the burden of administration and encourages those who would use the land productively.

Some councillors may respond that this will create too much work for them and also raises the possibility of bribery and corruption. My only reply to that is to ask them why they were elected to the council? (i.e. to do what?)

Subdivision on merit enables councils to use their local knowledge to judge the suitability of any subdivision or change. All subdivisions have peculiarities which no general set of rules and regulation can deal with. The 'on merit' approach has the great advantage to consider all aspects on an individual basis. From any council's point of view this should be desirable because it allows full control over what is happening. Expert advice should be called in to determine water, land and other resource adequacies for the proposed change. Technical experts from the Ministry of Agriculture and Fisheries, Catchment Boards and the Ministry of Works can contribute much. But the final decision should be the council's.

I encourage councils to lean less heavily on consultant planners and to put more of their own thoughts and ideas into their district planning schemes.

Pressures for rural subdivision are a fact of life. They need not, however, give rural councillors a headache if councillors are willing to use ingenuity and common sense. There is an urgent need for more flexible and sympathetic rural planning in New Zealand.

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The Pahiatua County Rural Landscape Assessment Project

Philip Gale
Landscape Planner. City of Palmerston North

Introduction

It is generally assumed that planning serves two purposes. Firstly, to solve existing problems and, secondly, and perhaps more importantly, to avoid future problems by understanding the scope and scale of the planned resource. Resource is used here in its widest definition as all those components which make up our environment, e.g., people, buildings, animals, the land, sea, sky, etc. Just as the urban planner may study, assess and resolve problems arising from social, political or industrial conflicts of interest, so too must the landscape planner use this *modus operandi*.

To leave the understanding of the resource until a problem arises is, in many instances, like shutting the stable door behind the bolting horse. The Amax Company's gold mining proposals for the Coromandel area are an example. In the Amex case it was not until the intention to mine was announced that the objectors began to marshal their forces. This need not always be the case. Under section 36 of the 1977 Town and Country Planning Act, District Planning Schemes:

- "confer on the Council such specified powers and discretions as are necessary or desirable to achieve the general purpose of the scheme and to give effect to the policies and objectives contained in the scheme relating to —
- (a) preservation or conservation of trees, bush, plants, landscape and areas of special amenity value;
 - (b) the design and external appearance of buildings; and
 - (c) such other matters as may be specified in that behalf by any regulations in force under this Act."

Section 36 of the Town and Country Planning Act provides an opportunity to planning authorities to include aspects of significance to the landscape within the scope of their activities.

Pahiatua is a rural county in the southern part of the North Island 25 kilometres east of Palmerston North. It has an area of 74,000 Hectares and a population of 2,120. With the review of the Pahiatua County District Planning Scheme under way in 1981 the Palmerston North City Planning Department, acting as

consultants to the County Council, developed a methodology of landscape assessment for the County. Initially, it was thought that a listing system could be used to note historic and architecturally important houses and buildings; historic sites; and areas of natural beauty, visual appeal or scientific interest.

However, listing these elements separately provides a disjointed view of what is in fact an integrated whole. The land, as we look at it, is made up of areas of apparent harmony among the natural elements. These elements include ground forms, vegetation, and animal life, climate etc. They have what may be termed a landscape character. The greater the harmony between elements, the greater the character. This is not to say that the more elements that there are within the landscape the stronger will be its character. For it is conceivable that an open plain with only the sky as a backdrop may have a great deal of character due to a strong unity with the open sky.

For the observer, the greater the harmony within the landscape and, therefore, the stronger the character, the more complete the pleasure. This is also a measure of the beauty which by definition is "the evident harmonious relationship of all parts of a thing observed". (Simonds) The natural character of the landscape includes many categories, such as mountain, river, sea, lake, forest, plain. Each of these can be broken down further to more distinct groupings. For example, we distinguish between lowland and mountain forests and between broad leaf and podocarp native bush areas.

The object of the study, therefore, was widened to include areas of high, medium and low landscape quality. These are being mapped and will be available to aid future planning proposals.

Background

The first problem was to determine how to appraise the landscape of an area as large as Pahiatua County. We had to consider which factors should be assessed in our appreciation.

Necessarily this is a subjective matter upon which different people have different opinions. For "the enjoyment of the landscape is an emotional response to a subtle blend of qualities perceived and appreciated". (Weddle). It depends upon

the individual within the environment as to what aspect or quality the landscape takes. This is not to say that landscapes change with the changing population that perceives them (although New Zealand's pioneers could arguably belie this statement). Rather, the hue of the landscape quality subtly changes in much the same way as paints change colour when mixed.

Human emotions also play a role in the way we react to our environment. Past experiences which have become symbolic of pleasant or unpleasant memories may be invoked by weather conditions, the presence or absence of views, water, wildlife or other people. The author as a small boy lived on the plains in South Canterbury, where the clouds forming the north-west arch over the foot hills signified calm warm weather. This experience remains imprinted as a symbol of enjoyable times. Therefore, any situations recreating these circumstances are, to him, pleasant memories.

Similar responses are possibly created to other situations that we are not even aware of. We subconsciously react to our perceptions. We react in different ways to changing environments. For instance during a train journey we may cross rugged mountains, rolling pasture land, open plains and coastal landscapes. These different environments affect our thoughts, emotions, and our physical comfort in many different ways, from the cold of the high mountains to the winds blowing off the sea; the majesty of towering peaks compared to the loneliness inspired by vast plains. These changes are all part of the subtle blends of perceived qualities and emotional responses which influence our enjoyment of the landscape.

Fundamental Elements of our Landscape

But how do we see the landscape and what is it made up of? It is crucial to understand and answer this question if a landscape assessment survey is to be carried out.

Firstly there is *land form*, from the high rugged mountains through steep lands, rolling hillsides to flat plains. This element forms the basic characteristic of the landscape. The faulted nature of the alpine region forms as distinctive a landscape as the deeply incised hill country or flat river valleys.

Secondly there is *vegetation* on this land form. Land form and vegetation interact and each reinforces the other's prominence.

Thirdly *water*. It creates movement, sound and reflections. Water has shaped our land. The large erosion scars in the Wairarapa and East Cape show its considerable forces.

In addition to these three fundamental landscape elements, there are many other influential factors, such as light, weather, seasonal variations and influence of man. The *light* quality and intensity greatly change the scene before us both defining and reducing clarity of perception. Early morning hillside scenes look very different when the sun is high.

Seasonal variations add colour differences. *Weather* patterns constantly change. Winds howl and rain patters. The weather effects us in many ways, always influencing the perception of our surrounds.

Man, too, influences the landscape. He has cleared natural vegetation, built, made roads, sown new grasses made pastures, fenced and planted *Macrocarpa* shelter belts. Man-made features change the elements which form our surrounds. 200 years ago in England man enclosed the open countryside with hedges. Within the past 20 years he has removed many of these hedge rows.

Overall there are many factors which determine the nature of the land. All are interacting and subtly changing each other. Landscape planning should in the first instance examine the state of the landscape in its existing condition and make a representation of it. Then assessments play an integral part in the planning process. For, to plan in the landscape, the resource itself must be recognised and its characteristics assessed in concrete terms. Some men believe that the land exists to be used and that talk of beauty or attractiveness of the landscape is so much hocus pocus. But a good planner tries to comprehend all the physical characteristics of the landscape before he sets about drawing up his plan.

Method Devised for Pahiatua Landscape Assessment

How does one go about assessing what is the character of a landscape? Many models and systems have been used. Some systems are extremely complex, necessitating the use of computers. Other more simple systems can still handle considerable amounts of data.

The system used in the Pahiatua study is based on that developed by land use consultants for the Scottish Countryside Commission in 1973. They are described in Lovejoy (Lovejoy 1973). Each criterion assessed is first graded according to its impact upon the landscape, followed by a further grading of how the particular elements contribute to the landscape quality.

We had an initial problem in deciding how we should define area units for the Pahiatua study. For instance a river valley may be a fairly homogenous landscape unit, but it is of a size which is too large for

convenient field use. For this reason a system of grids has been used. Initially, the use of kilometre square grids was considered. But this method was discarded in favour of 1,000 yard grids which fits the Lands and Survey Department's one mile to the inch map series. Although it would be preferable to work in metrics, the convenience of using an established map system is overwhelming. (The National Water and Soil Conservation Organisation Land Use Inventory maps are also based on the 1,000 yard national grid. Therefore, any information needed from these work sheets is immediately applicable to the present study).

A criticism of the 1,000 yard grid method is that the landscape is artificially divided into geometric shapes. However, there are considerable advantages of the grid system i.e.:

1. Each 1,000 yard square grid is a self-contained unit, whereas a landscape tract such as a river valley may become downgraded in value due to a sameness throughout the entire area. A grid on the other hand, drawn across the valley, will arbitrarily contain varying factors. Continuity of landscape character will be maintained when adjacent grids are assessed and material collated.
2. Information is easily stored and recalled.
3. 1,000 yard grid squares are already in use. For example, any grid square can be compared with the Lands and Survey Departments topographic maps. People are familiar with these systems.
4. Finally, the size of the assessment areas. Land tracts such as river beds are often too large to give detailed information about variances in landscape characteristics. 1,000 yard grid squares may be too small for some uses. But it is easy to amalgamate squares for purposes of comparison.

Figure 1 shows a 1,000 yard grid square in Pahiatua County. Figure 2 shows the five major headings under which this same grid square has been assessed. Each heading has been divided into sub categories to give greater definition. This is a modification to facilitate systematic appraisal of the "fundamental landscape elements" and "other influential factors" considered above.

The first task is to determine the impact of each sub category upon the landscape of the grid square in question. The important point here, is the distinction between each element's impact on the grid and its impact on the viewer. The landscape as a whole, has impact upon the viewer, whereas elements such as a rock outcrop have more impact upon the surrounding environment. Each factor adds to the character of the landscape, and by doing so, creates the landscape quality we seek.

to define.

Necessarily assessment in Figure 2 contains subjective judgments. If the surveyor is aware of the forces which are interacting within the landscape, and her/his own perceptions, then the difference between subjectivity and objectivity is reduced. We should not try to dismiss the factors which affect our judgment, such as light and weather conditions, for then we would be one step closer to creating a uniform landscape which changes little and fails to enthrall the viewer.

There are immense problems with trying to include indeterminates such as weather. It is hard to place values on such aspects. Ideally they should be used to add to our evaluations, but the scale of the work involved for a whole county is prohibitive. This finer assessment work is more appropriate for specific planning problems such as siting of industrial buildings or highway alignment. Here, the effects can be gauged using finer grids to heighten the details of information recorded.

At the time of writing in May 1981, the field work is about threequarters complete and definite patterns are emerging of high and low landscape quality. Consistency between grids is reasonably high, even when two adjacent areas are assessed at different times.

As to the problem of locating the grid on the ground, the Lands and Survey topographic maps, a compass and a little imagination enables location of where a grid square starts and where it ends. Conveniently, Pahiatua County is well serviced with roads, which allows access to most areas. Private property access can be a problem, but, generally, farmers are willing to allow inspection of areas not visible from roads.

Conclusion

The landscape assessment of the Pahiatua County is to be used in conjunction with the District Planning Scheme presently under review. Any proposed development within the County can be appraised, not only on established planning practices such as zoning, but also within the context of the proposal's appropriateness within the landscape. As each grid is numbered in the same way as the national 1,000 yard grid, ease of reference is assured. Also, the final report will contain a small scale map showing the areas of high, medium and low landscape quality, and maps of each Riding with individual grid scores for more detailed information. Also included will be guidelines as to possible use for areas of high landscape quality and methods of improving those of low quality. (Many farmers are quite receptive to ideas about beautifying their properties.) Finally, those areas which are most sensitive to use,

such as sites of severe erosion, very steep slopes and regenerating native forests, will be mapped with the landscape quality scores to emphasise conservation and/or preservation measures.

As landscape assessment is a relatively new aspect of planning procedures, it may be viewed with some scepticism. And we must guard against landscape assessment for its own sake rather than as a larger concept, for example, as part of a District Planning Scheme. However, as more pressure is placed on our resources, which of course, are finite, more detailed knowledge of their attributes will be required. It is through the use of such assessment techniques that we can gain a comprehensive description of these resources, their uses and limitations. Hopefully the result will be more enlightened planning decisions.

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Letter

Dear Sir,

We in the RAPI are anxious to extend the coverage of our journal, in particular with a view to increasing its practical relevance to local government and also with a view to introducing more material relating to the S.E. Asian and Pacific region.

In forthcoming issues of RAPIJ we are proposing to run regular features under the banner of 'Practice' and 'Neighbours', the latter covering articles and items contributed by correspondents in the Asian Pacific area.

In both respects I am wondering if there are any ways in which we can develop some closer association with TPQ to our mutual advantage.

We can of course reprint items from TPQ with acknowledgement, and vice versa. Just possibly, however, some of your correspondents may be interested in contributing direct to RAPIJ. While planning everywhere is fragile enough, I personally am impressed with what I've seen and know of the NZ planning scene. In many ways planning in NZ seems more soundly based than planning in Australia, and items about NZ procedures and practices and legislative developments which may not be news to your readers might well be of interest here. There might also be scope for some trans-Tasman dialogue about greater involvement in the Third World. I have no very specific suggestions, but if you — or your readers — were to have any ideas I'd be very interested to receive them. We'd certainly be happy enough to offer a free subscription to RAPIJ to any regular correspondent.

With fraternal greetings,
Phil Day

Managing Editor

Anyone interested should write to
Royal Australian Planning Institute.
Federal Secretariat
P.O. Box 263
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A.C.T. 2601
Australia.

Open Space — a Personal Philosophy

Gordon Stephenson

Deputy Chairman Queen Elizabeth II National Trust.

"I don't know anything about art, but I know what I like."

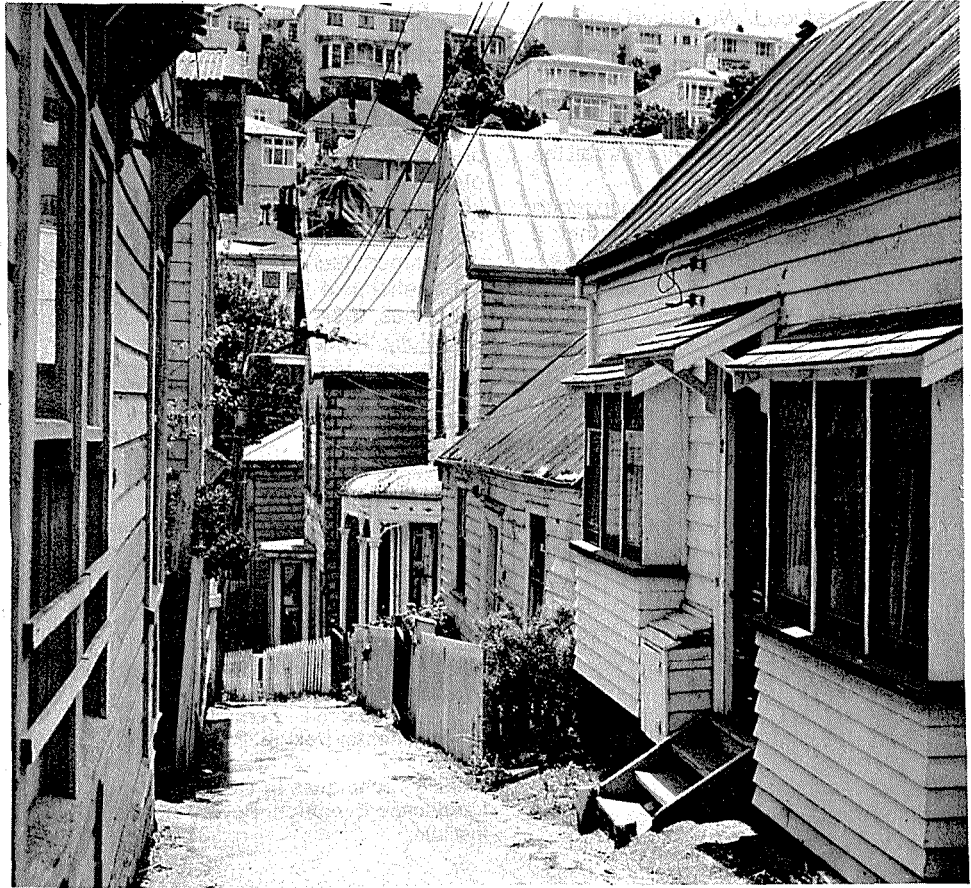
This common attitude to paintings and sculpture is often slated by the experts, but it is a wholly reasonable and human reaction to something which is emotional rather than measurable.

We get a very similar response when people look at a landscape, whether it be gazing at the high alps or sitting on a park bench watching the ducks on the Avon at Christchurch, or experiencing the lonely beauty of Parengarenga Harbour in Northland, or surfing at a crowded beach. Some like crowds, some like wilderness, some like the softness of pastures, some like "civilisation" and its amenities. All these tastes have to be catered for when we try to contemplate what and how to provide for the open space needs of today and tomorrow.

It is a peculiar phenomenon, this need of people for open space. For our daily living, I guess most people like neighbours, enjoy community life, and the hustle and bustle of towns and cities. It is not purely for employment possibilities that the shift to urban living is seen in most parts of the world. We are gregarious, as communal as those dense penguin colonies of the Antarctic — yet somewhere deep in our make-up is this need for occasional solitude and maybe a brief contact with the early wilder origins of mankind. But not too much, or we get scared! The concept of open space, and the closely allied attitude of what constitutes out-of-doors beauty, is constantly changing. In the 15th and 16th centuries, regimented formal gardens were the epitome. In the 17th and 18th centuries, mountains were regarded with abhorrence as rude waste places to be avoided.

Perhaps as people crowded more and more from farmland towards the "dark, satanic mills" that Blake lamented, our ancestors began to realise what had been lost. Today's yen for a house just outside town, not too far from rail or main highway, is a similar longing. Certainly the most vehement demands for preservation of this nebulous property, "open space", came from those cultures showing a high degree of urbanisation plus a high standard of living. The demands will continue to increase.

In New Zealand, we are very fortunate in many respects, but sadly lacking in others. To have 10% of the country in National Parks is magnificent but it is nearly all mountainous. Lowland areas are not well



Ministry of Works.

Figure 1. Sieverston Terrace Wellington. 1968. Open space in our cities are just as much walkways winding behind and between streets, as they are the more formal botanical gardens and parks.

represented. I do not know what proportion of the land area is included in reserves of various designations, but in total, it must be approaching one fifth of the country. (Sadly, we have not cared the same for our sea, but more of that later.) The person in search of the grandeurs of nature, and with a long weekend or annual holiday available, is well looked after. We can improve, but we are fortunate.

The parts that leave me worried are firstly, what we want in our day-to-day living, and secondly, our care and appreciation of rural landscape. As we commute to work, or walk to the shops, or stroll with the family for an idle hour, we have just as much need for open space as on our formal holidays. Certainly we enjoy window shopping, museums, amusement arcades, theatres, pubs, restaurants, and the rest. I recollect very clearly a building site in central Wellington where between demolishing the old building, and

constructing the new one, there was a year when some sensitive organisation constructed a temporary garden. It was wonderful to see the pleasure so many people received as they enjoyed their lunches with the sky above, or walked a little slower across the paths rather than hurrying along a crowded pavement.

It seems our less regulated forebears even in their town plans, did many things instinctively. In Wellington I am constantly delighted to find, in the older parts of the city, footpaths and steep steps twisting and winding behind houses, through cemeteries, sometimes almost within private gardens. The big city suddenly becomes human, with all its quirks of random architecture. While some new building projects have included pathways in their plans, the struggle to maximise profits, and the ease of planning in nice orderly lines, puts a low priority on such apparent frills. More significantly,

mechanised transport is a factor which seems to over-ride almost all other ways of getting from place to place.

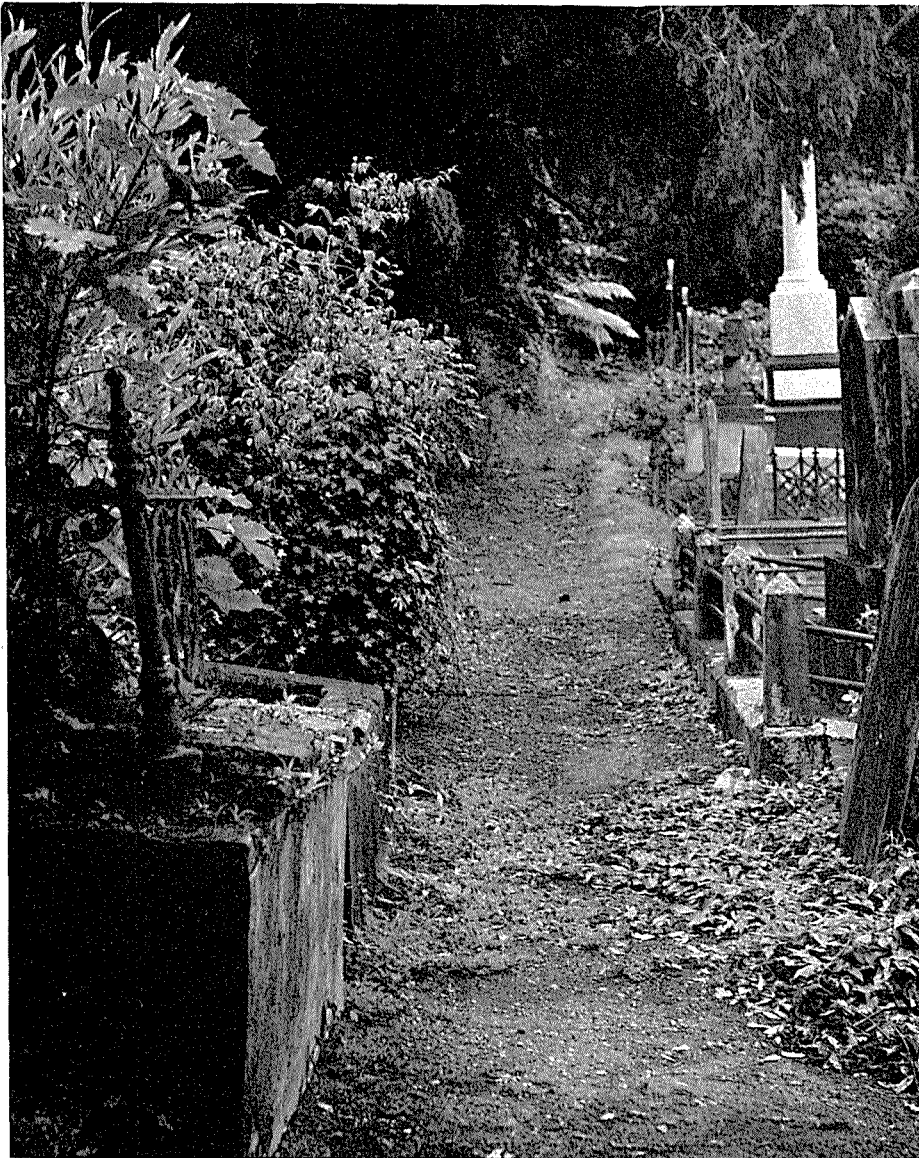
Thus, in our urban planning, apart from the formal parks and botanical gardens (the town's counterpart of the National Park, Forest Park, and Reserve) open space should be seen as the hidden pathways, the unexpected corners, the little places, the touch of green amid the concrete, with weeds as well as flowers, where the feeling is created that "this just happened", rather than one of careful draughtsmanship on the drawing board. Outside town boundaries, we have a situation which is enmeshed in the history of our recent development. Travellers to older cultures are always impressed by the multitude of walking tracks across the countryside. Their origin, plainly, was in

the need to get from village to village, and home to work, when walking was the normal way of getting around. In England there are many footpaths which cross farms, and cultivated fields. They are kept open as common rights of way, protected by statute since time immemorial. Our post-1840 development in New Zealand had little need for such links between people and places, and the gaps are only beginning to be filled by the work of the Walkways Commission. We are probably losing a remarkable heritage by neglecting what must have been a plethora of pathways developed by the Maori civilisation before our roading system was bulldozed into place. It will be very difficult to identify the tracks now, but it would be nice to be able to enjoy a few. In New Zealand, we lack places on the periphery

of towns where we can go for a Sunday stroll across farms, and get a little mud on our boots, hear the birds, see the size of the sky, and the greenness of the grass.

Now let us move into the countryside proper, the domain of the professional farmers, horticulturalists, and foresters. We tend to forget that this is the landscape we see most frequently, and it is also the commonly admired landscape as we dash past in our cars. It has been created by many thousands of individuals reacting to their own ambitions and the urgencies of current economics and good husbandry. And the results, with the exceptions of marine areas, wild and scenic rivers, and large scale industries considered below, are indeed pleasing. Like good engineering, there is something satisfying about functional design. The patterns of paddock boundaries, stock races, buildings, and windbreaks, moulded into the topography of the land, are usually good design. These pleasures tend to be dimmed when landscape decisions over a large area are made by only a few people (giving a dull "sameness") or where the discipline of adapting one's plans to the shape of the land and rivers is abandoned, in favour of changing the land to suit the plan. I ponder on the ability of modern earthmovers to cut gashes through hills, and across contours, with scant regard for anything except the questionable belief that a straight line is the shortest distance between two points. I also ponder on the control of very large areas by a single organisation (most evident in the field of forestry) frequently resulting in a biological, visual, and social monoculture.

I think too, of the develop-at-all-costs syndrome wherein the presence of a patch of scrub or bush, or a swampy corner, is regarded as an affront to one's capabilities as a manager of land. Variety is not just the spice of life. There is increasing evidence that there is safety in diversity, and from an ecological viewpoint, it pays to retain these so-called waste areas. It comes as something of a surprise when I consider what it is that I admire in the English countryside. I discover that much of what I appreciate in England consists of the interplay of good husbandry in the fields, and of long full hedgerows, of hazel coppices, of random oaks and beech trees, and farm buildings and houses settled snug and awry in the hollows. Before looking at what to do about enhancement of our open space, and its enjoyment, I have one last lament, one which I find difficult to come to terms with. In my family, we often see a landscape photograph on a magazine cover or in a book, cover the caption, and examine the picture for clues showing where it was taken. We are usually sadly mistaken. The regional characteristics are frequently



C. Fearnley

Figure 2. Bolton Street Cemetery, Wellington. Paths do not have to be kept immaculate. A sense of encroaching nature can be more relaxing than tidy trimmed verges and cut hedges.

lacking in New Zealand. It is a game far easier to play with paintings, because a good artist interprets, and consciously or not, will highlight that which makes Central Otago obviously Central Otago, or parts of Northland unmistakable for anywhere else. With a climate as varying as ours from region to region, and with the subtleties of differences in social outlook from place to place, there are, in theory, good reasons for the development of regional characteristics quite as distinct as those we find so obvious in England. Northland architecture, adapted to its subtropical climate, could further develop a distinctive character, quite different from those needed in the chilly far south, or the windy capital. The same is as true for the trees we plant, and other elements of landscape. We know the factors which work against this happening — easy travel, the influence and rapid spread of new ideas, "keeping up with the Jones's", TV, and the rest. Nevertheless, it is a concept worth striving for, to retain that all-important diversity, and to strengthen the feelings of identity inherent when a person says "I'm a West Coaster".

All very fine, but what do we do about it? Let us look at the planning mechanisms operating in respect of marine reserves, rivers, and large scale industries. In these three cases, the present planning mechanisms appear to be deficient. Firstly, *marine reserves*. Our neglect of the tidal zone and the adjacent seascape, is woeful. Until a few weeks ago, there was only one marine reserve (at Leigh). The record of the Ministry of Agriculture and Fisheries has been lamentable. The Ministry is at last making some effort to find out what the public feels about such reserves, and hopefully we will see some action. Marine reservation and control is a very vital link in the chain of open space management. It always seems strange to me that in any of the organisations I am familiar with, which concern land or reserve management, the M.A.F. is conspicuous by its absence.

Second, *wild and scenic rivers*. Until the Commission for the Environment produced its discussion paper ("Wild and Scenic Rivers Protection, An Appraisal, August 1978), those who feared for our magnificent wild rivers felt they were voices crying in the wilderness they sought to preserve. The pressures for development, particularly for small hydro schemes, will intensify, especially if proposed high-energy projects get off the ground. There are many interested parties in the claims for river use. The role of co-ordinating the recreation and preservation protagonists has fallen to the Queen Elizabeth II National Trust, with the first major test case coming up over the



National Trust.

Figure 3. Manganui-A-Te-Ao. The only wild river flowing off the Ruapehu-Tongariro area which has not been dammed or diverted. It is an example of one of the scenic rivers now under threat of a small hydro-scheme.



Whites Aviation.

Figure 4. Lake Wainamu, near Bethell's Beach, North-west of Auckland. Now nominally owned by National Trust, was purchased in a joint operation between Trust, Lands Dept, Waitemata City, A.R.C.A., and Waitakere Ranges Protection Society.

Manganui-a-te-Ao (the last remaining untouched river running off the central pumice massif of Tongariro National Park). The Trust has applied for a minimum water flow of 100% of the natural flow, which if successful, will prevent any dams or deviations. I can see the Motu River being another case (4-5 days of white water rafting through truly wild and scenic landscape). The Trust has also commented on the need to preserve the Kawarau in Otago. The promised

legislation to make preservation easier is urgently needed. In the meantime, catchment authorities are starting to identify their critical stretches of river. Third, there is the impact of *large-scale industries*, such as open-cast mining. If I say little more, it is because their impact is so obvious and the public debate already rages furious. It is in regional planning that open space management should have the greater potential. In the terms I have been

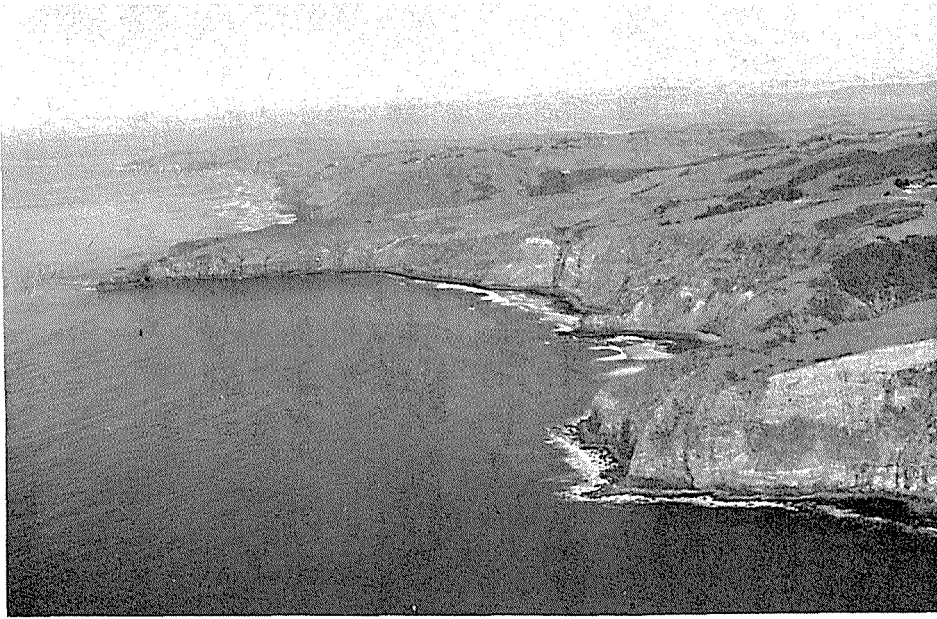


Figure 5. Karioi coast, looking south to Aotea. As yet the coast is almost untouched by recreational demands. A road now runs south from Haglan and right around the mountain. It is ripe for 'development'.

National Trust.



Figure 6. Karioi Farmland. Some of the bush filled gullies that run from the Mt Karioi bush, almost to the sea. This is typical of some of the farm scenery that the National Trust assists farmers to preserve by means of open space covenants.

National Trust.

discussing, the enjoyment of open space is an intimate relationship between people and their environment, and the structure of regional planning procedures give excellent scope for attaining objectives of diversity, of locality, and of character. Planners must learn to consult the host of user groups (formal and informal) among whom is a wealth of knowledge, expertise, and eagerness to help. Not only formal regional parks, but informal projects initiated by community groups and local

authorities can be encouraged by the region, especially by helping where concepts inevitably cross boundaries of administering authorities, such as with walkways.

This brings me down to individual planning, which, with proper encouragement, has I believe, the greatest potential. The main body that links open space management with individual initiative is the Queen Elizabeth II National Trust. The Trust was established by an Act of

Parliament in December 1977 to commemorate the Queen's Silver Jubilee. It aims to encourage the protection and enhancement of open space for the benefit and enjoyment of New Zealanders. A principal activity of the Trust is the negotiation of open space covenants on private land. Extending beyond this activity the Trust has a broad advisory role to Government on all matters affecting open space. The Trust does not duplicate the activities of any existing organisations, departments, councils or interest groups. However, where conflict or deficiencies show up in the existing system for the provision and management of open space, the Trust as an independent body is able to come to its own view and to take action through co-ordination, advice, negotiation and sometimes acquisition.

Nobody enjoys being forced to comply, having to do something. We all have a contrary streak which reacts against compulsion, but which responds to appreciation. It is this philosophy which is the cornerstone of the Trust policies. We have virtually no powers, we do not want them, and we are confident of achieving our objectives all the better without them. To explain, I propose to examine just three projects which the Trust has been involved in.

The first is on the *Patea River* which joins the sea thirty kilometres east of Wanganui. The river which runs in a narrow steep winding valley, is the site of a small hydro-electric scheme. A very long thin lake will be created, one of the very few lakes in Taranaki. There is limited road access, but there is promise of a delightful recreation area for boats, and for walkers. Along one stretch of the river, there is an extensive area of bush, rising steeply to a rolling plateau which is grazed. It is all private land.

Initially, one farmer approached the Trust with the idea of placing a covenant over his bush. The covenant would state that neither he, nor subsequent owners, may fell or even damage the bush, apart from such actions as farming tracks. This is registered upon the title of the property. The Trust recognised the value of the proposal in terms of both public enjoyment and the intrinsic worth of the bush. For the Trust's part, we have contributed several thousand dollars to assist with fencing the bush to exclude stock — essential to perpetuate the vegetation. Subsequently, neighbouring farmers with similar bush adjacent to the river have requested similar covenants. We now have the potential for a lakeside park, all on private property, with public access along specified routes, all created voluntarily. Project number two concerns *Lake Wainamu* near Bethells Beach, Auckland.



National Trust.

Figure 7. Mt Karioi, West Coast of North Island. Lying between Raglan and Aotea Harbour, the old bush clad volcano is now part of Pirongia Forest Park. The coastline is partly rugged cliffs, partly black sand bays.

This beautiful lake with its remarkable sanddunes, was for sale. No one organisation was willing or able to buy it. The Trust brought together the Waitakere Ranges Protection Society, the Auckland Regional Authority and Waitemata City Council, and the Lands Departments. As a result, the Ranges Society organised a public subscription, the Trust, the local authorities and the Lands Department added their share; and the Trust arranged a 2 for 1 subsidy on all donations. The property was purchased. In such cases, although nominally owned by the Trust, administration is vested in the appropriate local body.

Project number three is at *Karioi*, a coastal stretch south of Raglan on the West Coast of the North Island. This is a beautiful length of wild coastline, backed by a strip of pastoral farms, with steep bush-filled gullies, rising to the volcanic cone of Mt Karioi, an outlier of Pirongia Forest Park. A road had recently been pushed through connecting the north and south ends, making it part of a round-trip for Waikato residents. The area was ripe for "development". The Trust asked all the local landowners to a meeting, where we said, in effect, "yours is a magnificent area. Is there any way we can help you keep it beautiful?" After discussion, it was agreed to evaluate the assets of the district. A team went to work over the next few

months, and late in 1980 produced a report on the Karioi landscape (available from the Trust), including a study of interplay of scenery, vegetation, farming potential, erosion, and recreation. The Raglan County Council, Forestry, Lands, user groups, as well as owners, were all involved.

The Trust has now been able to arrange nearly 100 covenants, in many parts of the county, ranging from bush to swamp, sea-coast to hill-top. It is heart-warming to realise the fund of goodwill, generosity, and stewardship shown by the covenantors. The Trust is now in discussion with other owners who may wish to enter protective covenants. We go to great pains to try to avoid anything which works against the farm's productive potential, or the farmer's ambitions, but we find that the production and protection aims rarely end up incompatible. The Government agencies and local bodies are also playing their part.

What I seek to stress is that the public's requirements for open space, the landowners' needs for production, respect for private property, and environmental protection, are not necessarily elements at war with one another. All too frequently our open spaces are spoiled by sheer ignorance of the perpetrator. We find, for example, many owners quite oblivious of the fact that bush is destroyed if animals

are allowed into it. When the matter is explained, most owners do want to do something about it. Respect for private property, and public access, does not have to mean trespass prosecutions. High production does not have to be accompanied by environmental desecration, nor by monoculture. Achievement can be without compulsion. My dream of our open space is a complex and diverse one. Our great wild areas in parks, as many are now. Our coasts, with their offshore gems of islands, under a similar custody as the national parks 10% in marine reserves?) Regions jealously protecting their varied character. Our farmland well farmed but with grasslands laced with trees or arable land with wilderness corners of wetland or scrub or bush. Some of our rivers, or stretches of them, left untamed, where we say "this is too valuable to change; money cannot buy or replace such beauty". The public sufficiently respectful of private property that they have access to pathways. Foresters who acknowledge that pines can be managed in a way that is not boring, nor oblivious to the lie of the landscape. Cities with touches of open space coursing in and out and behind the oddities and corners of many urban areas. Idealist, of course. But without ideals, how would we know where to go?

Rating, Taxing and the Environment

John Morton

Professor of Zoology

The Problem

In the theology of Adam Smith, Land and Labour (Environment and People) were accounted as resources subservient to Capital. In any tolerable economy today, it would be conceded that Capital has prime responsibilities to both: to Labour, (by setting up creative employment), and to Land, in conserving the Environment we produce from and enjoy.

However where land policy touches conservation, New Zealand has few well tried instruments. There are the constraints of town and country planning and the soil and water codes; but we have not yet begun to fully utilise the fiscal tools of rating and taxing in our handling of environmental protection. Yet these could offer good mechanisms today, to promote equity between the private land owner and the community, and the present and posterity.

Taxation policy is evidently designed in New Zealand to encourage aggregation and holding of rural and especially coastal land for capital gain. The assumption behind rating policy would seem to be that all rural land is being held for the eventual realisation of its community and inflation-added value. Rates are based, nearer urban areas, on the gleam in the speculator's eye: the likelihood of 10 acre subdivision, or of ultimate paving, curbing and channelling.

For example, look at a classically stupid piece of coastal subdivision, on a sand dune complex of high environmental quality at Bethell's (Te Henga) on the Auckland west coast. Then, in fairness, ask whether its owner is more to blame than the community that brought him up and rated him, to believe he would ultimately recover this continuing impost with a subdivision 'killing'.

There is little evidence in New Zealand that firm policies have ever been thought of, or considered by Governments desirable or attainable, to conserve a fine environment while it remains in private hands. The traditional response has been to designation and public acquisition (limited in scale and impact), under regional or district planning schemes, or by Lands and Survey Department. Today these are becoming obsolete by inflation, and their demise could be

hastened by the hardening climate detected in Government, both administratively and under the current Public Works Amendment Bill (see below).

There is little in New Zealand's town and country planning code that can as from today permanently restrain the unsuitable development of a fine environment. District schemes and Regional schemes, like crayfish, periodically soften up and are re-cast. No protective zoning can be assumed to last beyond five years. The categories of land giving most anxiety today are high quality coastline and indigenous forests in private ownership.

'If you want to conserve it, let the public buy it' runs the popular logic. The soaring prices of land and the economic down-turn of the public sector make this scarcely feasible today. It will be virtually impossible if the proposed Public Works Bill 1981 should become law. Here, by Clause 22, only land required for essential works may be compulsorily taken. The limited list of activities so allowed, will seriously retard the protection and enhancement of New Zealand's environment. Under the Auckland Regional Authority the exceptional beauty of Wenderholm was preserved through regional park status, following the previous owner's determination to subdivide and develop the land for housing.

Long Bay, Mahurangi Heads, Shakespeare Park (Whangaparaoa), Tawharanui Peninsula and Awhitu, are other beautiful sites secured by the Authority in the halcyon days of the 60's and early 70's. For anyone not close in those days to the A.R.A. it could now be hard to realise how novel, and perhaps unique to their time, the Authority's reserve programmes truly were.

Alternatives

Today we must look for more hopeful policies than buying into public ownership all the choice environment needing preservation. The alternative will be to give protected status to land remaining under private ownership in existing use. One such device is the conservation covenant possible under the Queen Elizabeth II National Trust Act 1977. This scheme was initiated not from Government, but at the behest of a group of concerned farmers, combining

a love of the land and environment with a firm devotion to private holding. But voluntarily putting small parcels under protective covenants, binding present and subsequent owners to refrain from detrimental action to the environment, it was hoped to safeguard choice habitats, at some sacrifice of development or production potential, or capital value.

In its conception and limited success the Queen Elizabeth II Trust deserves credit. Yet it secures nothing a public-spirited owner could not previously have done. It is persuasive and educative. It almost wholly lacks financial incentives. Though help can be given in survey and fencing costs, rating or taxing exemptions have never been seriously envisaged.

Over a number of years I have been advocating a code of protection with better incentives than these unrequited covenants. Referred to as P.P.O.S. ('permanent private open space') this would form a zoning category under town and country planning. It would differ however from all present zoning in several characteristics: It would be permanent, so as to outlast the five yearly scheme review for continued relevance or effectiveness.

With its obligation to retain the natural environment, P.P.O.S. zoning would run with the land, as against present and future owners. Though it could be imposed at the initiative of a district or regional planning authority, it would be hoped P.P.O.S. could generally be achieved by consent. Far better that a few pieces of fine environment be lost than to render P.P.O.S. oppressive or over-bearing to private owners. For acceptance of such a scheme, the recompense should be attractive. All rating liability would be removed from the land so affected, in consideration of its loss of development value. The Government Valuer would be instructed that land under P.P.O.S. carried a nil rating value, notwithstanding its owner's continued possession and enjoyment of it, subject only to the requirement that the natural and (it could sometimes be) certain features of the human environment be kept intact. The land might be fine sea coast, it could be indigenous forest, it could even be farmed coastline that it was intended to keep in permanent natural

condition (as distinct from holdings under rural zoning in a five-yearly reviewable scheme). Legislative recognition has already been given to rate remission or postponement in respect of land held for lakeshore protection, round the north western coast of Lake Taupo (Taupo County Empowering Act, 1971). To free up land for productive owner-occupancy, and to conserve fine environment, two ends often mutually attainable it will be necessary to empty it of some of its excessive, taxpayer-supported capital value. Farm income tax at present bites disincentively into margins of increased production. It could be replaced by an assets tax, taking approximately the present income yield, and levied on the capital value of properties over \$100,000. Income from production would be free of tax, rewarding all productivity by farmers working their own land. Most important, for our purpose, land prices could be restrained, with the effect of freeing up for farmer purchase — with operation where desirable of covenants and P.P.O.S. — land at present held for capital gain.

Such a tax policy would remove the heavy incentive to realise inflated capital value, through subdivision, that present freedom from capital tax promotes. An un-natural impetus to subdivide and develop would be given some check.

Capital tax, like rating, would be remitted on conservation land under conservation covenant or P.P.O.S. zoning, a most desirable incentive to put land under protective covenant or consent to the operation of P.P.O.S. In general, the valuation of rural land for rating would reflect and be based on its existing productive use. Nil productivity would be recognised for forest-covered land under P.P.O.S. for example.

Where a property was subsequently sold for development, that had enjoyed rate reduction under rural use; or where — as might sometimes happen — land was released from covenant or P.P.O.S., a capital levy could be imposed after sale. The new strategy would be to levy upon a capital gain **after** its realisation: no longer prospectively, by rating, as though its subdivision were always desired or imminent. The present effect of such rating is to encourage or inforce development, or pressure for re-zoning.

The Example of Forestry

Today's first conservation concern to many, is indigenous forests. Even if State-owned forests can be brought

under adequate protection (still far from assured) there remain the hazards to native forests in private ownership, often small choice remnants. Farmers are regularly tempted to take a cash price for a clear-felling, followed by land development, or — on larger blocks — exotic replacement. This is happening throughout the country. In the north, Maori land is being acquired or long-leased by forestry companies, with the extinction for a century or forever of all Maori involvement. In the Catlins district of South Otago, a mobile chipmill has been — like St Peter's devil — prowling about, seeking what it may devour.

In the one case where fiscal policy has impinged on forests, the result is heart-breaking. The Government's Land Development Encouragement Loans, administered by the Rural Bank, have in the three years just closing — given \$250 millions in subsidies of \$250 per hectare to clear farmland and bring it into permanent pasture. Many millions have been expended in clearing fine pockets of forest and much bush, indeterminately designated 'scrub'. It has been disturbing to find the Rural Bank acting without any environmental advice or compunction. The Commission for the Environment and Catchment Boards (notably Hauraki) have been critical. But the Minister in charge of the Rural Bank (in fact the Right Hon. Duncan McIntyre, of whom much more would have been hoped) has removed the need for loan recipients to obtain catchment approval under the soil and water codes.

The Rural Bank is making exaggerated claims of addition to productive hectareage, based on averages over all farms in an area. But here, if environmental arguments do not prevail, economics should. These loans — if continued — should be used not for mindless and expensive bush-burning but to get back land relatively cheaply in 12 months, from gorse, blackberry and bracken, to perhaps four times the productivity obtainable from cleared bush.

Sad cases of burn-offs, some in fine virgin stands, are constantly and widely reported. It is a sick travesty of conservation (though carried out with much individual dedication) to find kiwis having to be rescued and shifted in the north, in advance of the burn-offs that will remove their habitat.

Indigenous forest ought never, as a general policy, to be available for exotic conversion. Commercial afforestation ought to happen on marginal or reverted land, at present inadequately farmed, or (with due regard for scarce

communities) on reclaimed dunes. Private holdings of virgin or of good regenerating indigenous forest should come increasingly under protective covenants or P.P.O.S. In district schemes production forestry should revert from a predominant to no more than a conditional use. The effects of such policies could be cushioned by the rating changes already outlined.

Existing Legislative Provisions

Rating Relief

Precedents for rating relief can already be found in existing New Zealand legislation in the following situations:

1. Farm lands (Section 145 of the Local Government Amendment (No. 3) 1977 and Parts V and VI Rating Act 1967).
2. Section 161 of the same Act permitting an owner of any private land who has granted the use of a water race to a territorial authority to have the use of any part of the water in the race, either without charge or at a reduced charge.
3. Lands in the First Schedule to the Rating Act 1967 which are deemed not to be rateable property by Section 5 of the Act. These include a wide range of community projects and also land vested in the New Zealand Historic Places Trust held by it for the purposes of the Historic Places Act 1954 and occupied by the Trust or let by it under a tenancy granted for a term of less than twelve months certain.

The major precedent is however the covenant procedure under the Queen Elizabeth the Second National Trust Act Section 21 of that Act sets out the powers of the Trust which includes the power to:

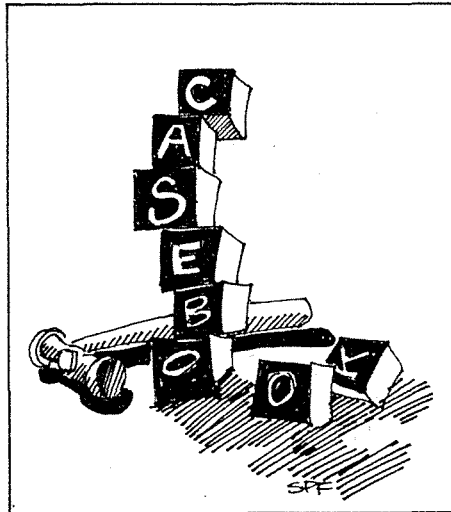
"(e) Pay wholly or partly the rates for any owner of land who has executed an open space covenant in favour of the Trust or has allowed the Trust the use of his land."

It is noted in the articles by Gordon Stephenson and Professor Morton that the methods to protect open space for wider community benefits in New Zealand are limited, with an emphasis on designation and acquisition, thereby protecting the rights of the individual land owner. This is clear from the cases on this matter which fall into three categories: open space and the natural environment; open space for recreational purposes and buildings of historical importance. In all three instances the cases have been decided in favour of designation and the availability of compensation to the individual owner, even where the planning objectives for wider public benefit have been recognised and appreciated. This casebook outlines those decisions not as a criticism of them but to show that if alternatives are required these will have to be found outside of the existing legislative framework of planning under the Town and Country Planning Act 1977.

Open Space and the Natural Environment

The limitations of planning in this matter were recognised in the decision of **Lewis v. Mount Roskill Borough Council** 4 NZTPA 247. In that case the appellant sought the protection of certain trees by way of registration and the designation of further land along the Manukau Harbour as Proposed Public Open Space. The Number 1 Appeal Board of that time noted:

'A principal concern of the appellants is that the whole development be environmentally



acceptable. That concern is understandable but statutory planning has distinct limitations in so far as many general environmental matters are concerned. There is much which cannot be regulated by a district scheme and which must be left to the good faith of subdividing owners. Indeed, on general environmental matters much depends upon the co-operation of, and a sympathetic approach by each section purchaser.' (p.249.)

In fact it is clear that not only should such matters be left to the individual owner, but that should the community at large seek to unduly effect the behaviour or decisions of that owner then it must compensate them either by acquiring the land or permitting the compensation provisions of the Act to prevail.

This is clearly stated in the **Minister of Works and Development v. Taranaki County Council** 6 NZTPA 485. That appeal related to Oakura Beach, south of New Plymouth and the zoning of the foreshore area of that beach. This had been subdivided and was largely built upon, despite the fact that there was a continuing problem of marine erosion.

The Minister sought to have the land zoned Foreshore Protection, the purpose of the zone being to prevent further development in areas that were subject to the risk of erosion and to minimise aggravation of the existing problems. Predominant uses were limited to recreation and access and all conditional uses were to be considered on the basis of a report received from the Taranaki Catchment Commission. Mr Treadwell of the Number 2 Appeal Board was in no doubt:

'... that if this zoning were established as suggested it would be a complete restriction on the owners freedom to control their own land and no compensation would be payable for the removal of that freedom.'

He continued:

'Owners of affected land who cannot bring themselves within existing use provisions are left with no redress other than to apply for a specified departure. Under both the 1953 and the 1977 Town and Country Planning Act where the land is in fact designated work can be carried out with the consent of the designating authority and there is a right of appeal to the Tribunal against a refusal of such consent. If consent is not forthcoming the designating authority may be required to take the land. The suggested zone in the present case removes those rights.'

The Appeal Board concluded:

'I make it quite clear that what I am holding is that to attempt to control erosion by creating a zone which in effect creates a reserve designation

for public purposes is unacceptable. I am aware that there is probably no other purpose to which this area of land can be put having regard to the provisions of Section 2B of the Act concerning the protection of the coastal environment. If however the community desire to achieve that purpose then it must accept the financial responsibility therefore and exercise its powers of designation.' (p.490)

A further point made by Mr Treadwell was:

'I hold as a matter of law that where there are two alternative modes of procedure open to a local authority it is required to conform with the procedures involving less hardship to the owners and occupiers of the land.'

This view was again prevalent in **Hooker v. Waitemata City Council** 7 NZTPA 38. This was an appeal resulting out of a scheme change that proposed a Landscape Protection zone with the objectives of preserving and protecting the landscape features which contribute significantly to the natural character of the Waitakere Ranges and coastline. The appellant who already farmed a part of his land in pasture sought the opportunity to farm the remainder of his property which was in native bush and scrub. The Tribunal noted that the overwhelming character of the zone was the dominance and variety of landscape features and the pervasiveness of the native bush. Nevertheless it held that the use of the land for pastoral farming was consistent with the preservation of the natural character of the coastal environment and furthermore that:

'... if specific areas of bush are to be retained because of their visual appeal, then to the extent that those areas are larger than would normally be left in bush pursuant to a sound plan of farm development, retention should be achieved by public acquisition, not by a planning prohibition on the clearing of bush.' (p.41)

It was therefore ruled that to achieve a fair balance between the conservation objectives of the zone and the rights of the private property owner that pastoral farming on land defined in a farm management plan approved by Council as being suitable for grassing, be permitted as a conditional use.

Open Space for Recreation

The trend by some local authorities to zone private land as Recreation has also come under the scrutiny of the Planning

Tribunal. Again it is clear that the rights of the individual owner must not be restricted to the extent that they have no opportunities to develop their land or seek reasonable compensation. In **Winstone Limited v. Mount Albert Borough Council** 6 NZTPA 513 the appeal involved the proposed review of the respondent council's district scheme and the rezoning in that review of the appellant's land from commercial to recreational. Due to an oversight the land was not also designated as a recreation reserve. All of the predominant and conditional uses for the zone related to the use of the land for public recreation purposes. The appellant therefore claimed to be deprived of any realistic opportunity to use its land. In reply the respondent argued that if the appellant was affected by the zoning it had a claim pursuant to s126 of the Act. The Tribunal noted that it knew of no authority which indicated that what the Council had done was unlawful in the sense that it was not permitted by the Town and Country Planning Act. Nevertheless it held:

'Normally we would have expected the respondent to have used the designation procedure in order to establish the appellant's land for the future as a recreation reserve . . . Whilst it is correct to say that the appellant has a remedy open to it under s126, if this zoning is upheld that remedy, in our view, is very much a lesser remedy than the one available to the appellant under s83, which would be the appropriate section in this case.' (p516)

This is very much in line with the view expressed in **Minister of Works and Development v. Taranaki County Council**.

It was also the view taken in **Dilworth Trust Board and Dunholme Lawn Tennis Club Inc v Auckland City Council** 7 NZTPA 199. These appeals were against the proposed zoning in the Auckland City Council's review of its operative district scheme, of certain private sports grounds as Recreation D. The appellant contended that the Council's action in imposing this zoning was ultra vires, confiscatory and unreasonable and sought a change to Residential D zoning. Again the Tribunal noted that to zone private land as Recreation in the manner the respondent had done was not beyond a Council's powers under the 1977 Act. However it then went on to consider whether it was reasonable to apply Recreation D zoning to private land used for recreation purposes without the consent or acquiescence of the

owner of that land. The Tribunal noted: 'In that it limits the scope of what an owner or occupier may do with his land, all zoning is restrictive. But usually it leaves owners and occupiers with a range of choice as to the uses to which they may put their land. Recreation D zoning is unusually restrictive, in that the land so zoned may be put only to a recreation use.' (p.201)

As the Tribunal then noted:

'The rub comes when:

- (1) the owners and occupiers concerned no longer derive an advantage from an unusually restrictive form of zoning, and wish to change the use of their land to a use not permitted by the zoning, but
- (2) the community derives an advantage from the existing use of the land and wishes to see it continued.' (p201)

It then held that in such cases the zoning is unreasonable and should be changed to give a wider range of choice, or if the existing use is to continue the land should be acquired by the public or the owners should be compensated or subsidised.

Buildings of Historic Importance

Caselaw in this matter was discussed in TPQ 56 Casebook at page 9. That showed a similar concern in the rights of the individual to be compensated for loss of rights or to have access to such procedures. This was highlighted in the cases of **Christchurch Club v Christchurch City Council** 6 NZTPA 235 and **N.Z. Historic Places Trust v Wellington City Council** 6 NZTPA 538. The conclusions reached in that Casebook also have considerable relevance to the questions highlighted in this issue relating to preservation of open space. It concluded: 'all these decisions leave planners and the public with a degree of uncertainty as to the role of preservation through district schemes. The question must be asked whether planning should be used merely to supplement a system of preservation rather than be the system.' Since that time major changes have taken place in the legislation affecting the preservation of Historic Places. (TPQ 58) The introduction of methods such as protection notices and heritage covenants while not complete answers to preservation offer alternatives to support what can be achieved through town and country planning legislation. Such alternatives and others are obviously required for the protection of open space.

Consultative Planning — Palmerston North Style

Bernard Forde

Chairman,
Palmerston North City
Planning and Community
Development Committee

Introduction

During the past 10 years the Palmerston North City Council has developed a system of consultative planning that is unique in New Zealand. We are all familiar with the traditional pattern of territorial local government in which an elected Council makes policy, and a salaried staff both advise the policy makers and implement the policies set down. In the last two decades a new dimension has been added to the traditional pattern through the public expectation that they will be consulted in the formulation of policy, and that their influence on policy-making will extend well beyond participation in the triennial elections. Notwithstanding the commitment of the Town and Country Planning Act, and the very real dedication of most elected councillors, public participation, is a very difficult art. Some success can be achieved through the admittedly formal processes of pre-review statements, objection hearings etc.

In Palmerston North the traditional elected council/staff relationship has been changed and expanded by the co-option to the policy making arm of the council of people with particular skills or experience who can use these talents to improve both the process of land use planning, and such other aspects of local body activity as economic development, civil defence or differential rating. Councils have had the legal power to co-opt for many years, but the powers have been used sparingly. However, at present over 60 persons are co-opted to various committees and sub-committees of the City Council.

The Economic Development Committee with a majority of non-councillors and a councillor chairman reports direct to the Council, whereas the three sub-committees of the City Planning and Community Development Committee normally report through that committee to Council. Occasionally these sub-committees report to other standing committees on specific subjects.

Advantages and Problems of the Palmerston North Advisory Sub-committee System

Advantages:

(1) A much wider presentation of views and expertise is available to the decision making arm of Council than can ever be present among the 12 elected councillors plus the Mayor.

(2) People who wish to make a positive contribution to the local government of their district but do not have the time or the inclination to stand for elective office are able to make a worthwhile input. There is however, no dilution of the democratic principle of ultimate control and responsibility by elected representatives, since the elected councillors still have the final decision-making role in adopting policy.

(3) The staff of the Planning Department have available to them a range of professional and other experience which is not available within a planning department or often within the council organisation, yet is very pertinent to both short and long term issues. At a time when local authority planners are being asked increasingly to act as a council 'think tank' and to advise on matters outside the scope of traditional land-use planning, consultative groups such as those available to the Palmerston North planners can have a very constructive role.

(4) The advisory sub-committees have the time to consider, and where necessary reconsider, longer term matters without the continuing pressure to make routine policy decision which are an inevitable part of the work of a standing committee.

Though the system of consultative committees is well established in Palmerston North there has occasionally been criticism from some elected councillors who fear that their traditional role has been usurped. In my experience this fear is without foundation. Councillors can participate in the discussions of advisory sub-committees whenever they wish. More serious is the apprehension of some senior staff that their traditional, exclusive relationship with elected representatives is being disturbed. This is always possible, but those forward-thinking staff who are confident of their professional competence and position have nothing

to fear. Indeed they welcome this new avenue of professional experience available to them.

Another possible criticism is that members of advisory sub-committees may feel inhibited if they wish to criticise publicly an aspect of Council policy. In practice this has not been a problem as we do not expect members of such sub-committees to agree with all aspects of Council policy. For instance planning lecturers at Massey University who are members of the Physical Planning Sub-committee are quite free under their 'Planning Aid' scheme to object to District Scheme changes at Planning Committee hearings if they so wish.

How the Advisory Committees Operate

The consultative committees of the Council are examined in two main groups — those which report principally to the City Planning and Community Development Committee, and those advising other standing committees or the Council itself. The advisory committees receive secretarial services from the Town Clerk's Department, while staff from the Planning Department or others as appropriate provide technical back-up. The present system described below has evolved over a 10 year period. Beginning in 1971 Council established an Environment Committee of 12 appointees and six elected members. In practice the effective contribution was made by sub-committees set-up to consider specific topics. Broadly these could be categorised as social planning or physical planning, though special groups examined alternative methods for the disposal of solid waste, or the siting of a new bridge. Because of the success of these sub-committees and because they generally made recommendations direct to the Planning Committee the separate Environment Committee was discontinued in 1974.

The Three Advisory Sub-committees to the City Planning and Community Development Committee

There are now three of these sub-committees:—

- a) Social Planning Sub-committee.
 - b) Physical Planning Sub-committee.
 - c) Suburban Affairs Sub-committee.
- Members of the first two



Palmerston North Physical Planning Sub Committee in session in March 1981 inside a historic brick kiln. The Committee then resolved to recommend that the kiln be preserved as a historic building. (Photo Evening Standard).

sub-committees are selected for their particular expertise relative to the likely tasks to be undertaken, but with emphasis on assembling a group with many skills.

The Social Planning and Physical Planning sub-committees are chaired by non-councillors and while councillors are encouraged to attend meetings and receive all order papers and reports before meetings the councillors do not have votes when attending the sub-committee. Naturally councillors on the City Planning and Community Development Committee have a vote when the sub-committee recommendations are considered. Where on occasion the City Planning and Community Development Committee has not accepted a recommendation from an advisory sub-committee it is still reported to Council and can be debated there. During the 1980-83 Council term a Suburban Affairs Sub-committee has been established, chaired by the chairman of the City Planning and Community Development Committee and including all members of that Committee plus a representative of each of the main suburban residents' groups. There are currently nine such representatives.

(a) Social Planning Sub-committee

This group is chaired by a Teachers' College lecturer who has not only made a major contribution to the Palmerston North Community Arts Council but is also chairman of the Central Regional Arts Council. The 12 members include sociologists, a secondary school teacher, two medical practitioners including a senior hospital administrator, a lawyer, a minister of religion, a farmer, and a person with experience in Maori culture. Significant topics studied and reported upon include:—

- Aspects of the District Scheme review including policies regarding location of liquor sale facilities.
- The desirability of an industrial estate.
- The improved layout of a major subdivision, where 2500 people will live.
- Population growth and the Manawatu Urban Growth Strategy Study.
- Liaison with the N.Z. Planning Council.
- Proposals for a 250 bed hospital for geriatric or disabled patients on a site outside the city.
- Unemployment, and job sharing.
- The role and scope of the work of the Director of Community Services.

- Social aspects of the withdrawal of Saturday bus services.
- Role of the Aged Persons Service Council.

(b) Physical Planning Sub-committee

This group of nine is chaired by an architect in private practice and includes a surveyor, a consulting engineer, a real estate agent, planning lecturers, a lecturer in landscape design and a person with continuing interest in promotion of walkways.

The sub-committee made an important contribution to the review of the District Scheme, and particularly to the design and amenity provisions. Also to policies on:

- Design of garages and carports and the addition to existing buildings.
 - Tree planting.
 - Reserves development including landscaping and cemetery beautification.
 - The riverbank walkway.
 - Historic buildings
 - Development of the Central Business District.
 - Code of practice for urban subdivision.
 - Rubbish disposal and recycling.
- Both of the above sub-committees will examine the latest proposals for

transportation planning to be included within the District Scheme and plans for redevelopment of the Central Business District. The Social Planning group is also embarking upon a social report on the City as a whole.

Mike Foster's article in this issue describes the conservation of a historic brick kiln through the effort of the physical planning sub-committee. The photograph shows the Physical Planning Sub-Committee in formal session inside this brick kiln.

(c) Suburban Affairs Sub-committee

The sub-committee has just been established to improve the good relations which exist between the various residents' groups and the Council. It is intended that information should flow in both directions, and that members should benefit from the experience of other groups elsewhere in the City. Members can raise any issues they wish and the sub-committee reports through the Planning Committee to Council.

Advisory Groups Reporting to Council or Its Committees

The work of the three sub-committees advising the City Planning and Community Development Committee has been outlined. Other groups are:

1. The Economic Development Committee of 15 appointees and six councillors was established in 1971, and includes persons from banking, farming, retailing, manufacturing, construction and engineering, transport and the University.

Topics reported upon include: Employment policies locally, including the maintenance of a liaison with the Department of Labour, Building activities including monitoring of residential and industrial development, Airport development at Palmerston North and the lower half of the North Island, also air services, Palmerston North as a transport and distribution centre, Industrial promotion through the provision of factual booklets and the formation of an Industrial Advisory Group available to consult on a private basis, Manufacturing and exporting, Development of the convention business.

2. The Consultative Committee on Recreation and Community Development comprises six councillors and nine nominees from sporting and community organisations, with at least one representative from both the Palmerston North Community Arts Council and the Community Services Council. The Committee makes recommendations to Council on the

Hoffman Kiln —

30,000 Second-hand Bricks or an Historic Industrial Building Worthy of Preservation at all costs.

Mike Foster Deputy City Planner, Palmerston North

allocation to community organisations of money received for distribution from the Ministry of Recreation and Sport.

3. The Differential Rating Sub-committee with both councillors and representatives of ratepayers, retailers, landlords and the Chamber of Commerce, advises the Finance Committee on the classification of properties and the differentials to be applied between the various classes of property.

4. The Civil Defence Executive Sub-committee has a majority of non-councillors selected for their expertise in the many topics impinging upon Civil Defence.

The Press and Deputations

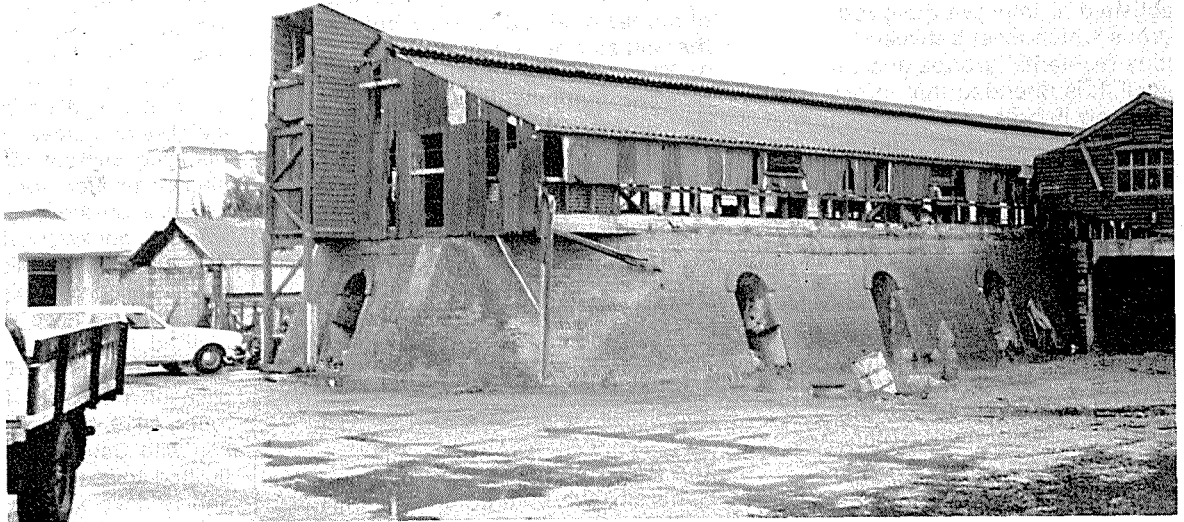
Generally sub-committee meetings are not open to the press and public but almost all of their recommendations and background reports are reported to the appropriate Council committee in open meeting. The recommendations can be debated there and at Council. In only a few instances are items taken with press and public excluded. Standing orders make provision for deputations to address both standing committees and the Council itself. In my experience a deputation of citizens presenting a well argued, logical case has a very good chance that their request will be adopted wholly or in part. While citizens can and do talk to their councillors on an individual basis, the committee deputation procedure allows the case to be put, usually to at least half of the Council, in an atmosphere of discussion where there can be a to and fro of ideas. Deputations to Council also have their place but in the formal atmosphere which is inevitable, a discussion is very difficult and possibly less productive from the deputation's standpoint, unless the issues are very clearly defined. The experience of almost 10 years has shown that the consultative process outlined does allow a significant input to the decision making of the Palmerston North City Council with the undoubted result that decision making by local government is the better for it in that City.

On the site of Brick and Pipes Limited, Featherston Street, Palmerston North, stands a disused "Hoffman Oblong Continuous Kiln", measuring 14 m x 35 m. This structure has been the subject of quite intense investigation by the local branch of the Historic Places Trust and the Physical Planning Sub-committee of the City Planning Committee, tempered by an initial reluctance on the part of the Council as a whole to get involved.

This structure was listed in Category 3 of the District Scheme's historic building register. Items listed in Category 3 can be uplifted by Council resolution following public notification six months after an application has been lodged. In early October, 1980, the Company filed an application with Council to have the designation uplifted so as to allow demolition of the kiln and re-development of the site. This request prompted the local branch of the Historic Places Trust to commission a report on the worthiness of the kiln as an historic building.

Mr J. Diamond, Field Officer, Auckland Regional Committee, New Zealand Historic Places Trust, subsequently compiled two detailed reports, on the structure itself and on possible courses of action to preserve the building. Mr Diamond is the leading New Zealand authority on brick kilns. His work confirmed what was suspected:

"this Palmerston North Kiln may well be one of the last, if not the last, kiln of this type in the North Island . . . Without a doubt, the massive brick structure at Brick and Pipes Ltd is the finest example of any type of kiln I have seen . . . This kiln is not just an industrial monument of New Zealand's brickmaking industry, it is a fine example of industrial architecture at its best. In the past, emphasis has been on the preservation of houses and similar buildings with the result that industrial buildings have been indiscriminately destroyed. Palmerston North is in the position of having a classic example of an industrial structure which could, apart from the qualities already mentioned, become a land mark for the City . . . Once the necessary repairs have been made maintenance over the years would be minimal . . . The brickmaking industry is contemporary with the establishment of



The Hoffman Oblong Continuous Kiln

Palmerston North township and it would be difficult to find a more appropriate memorial to the City's industrial past and the people associated with its development, than this Hoffman kiln." (Diamond).

Mr Diamond's report on the kiln was considered by the Physical Planning Subcommittee of the City Planning Committee at its February 1981 meeting. This committee is made up of a wide ranging group of people from the community who are not councillors but who are able to make recommendations to the City Planning and Community Development Committee on physical planning issues. Bernard Forde, in his article in this issue, explains this process in more detail.

On 4 March the Physical Planning Subcommittee held a formal meeting *inside* the brick kiln. Consideration of Mr Diamond's report, together with an on-site inspection, convinced the committee that further action with a view to preservation was imperative. The local Branch of the Historic Places Trust and the Planning Department were already convinced.

Throughout this period it was generally assumed that the Company which owned the kiln was still intent on demolishing the building if not immediately, but certainly within six months. The Council as a whole,

at this stage, was loathe to get involved, largely on the basis that any action was going to cost the ratepayers money, and the Company's stance suggested the inevitable.

Notwithstanding the Council's lukewarm response, the Planning Department and the Physical Planning Subcommittee decided to persevere with investigations into avenues available for preservation in conjunction with the local branch of the Historic Places Trust. In mid-March 1981, representatives of the Branch and I went to talk to the Company, largely as a last ditch effort in view of the Company's previous statements. We considered that if all else failed, we would at least get permission to compile a comprehensive photographic record of the structure.

We were agreeably surprised (stunned, would be a more apt description) when the Company Manager advised us that they were now prepared to gift the land and kiln structure to the City as long as we could assure them of permission to subdivide their large industrial holding. It was then pointed out to the Company that such a gift could be assessed as part of their reserve contribution.

The amended provisions of the Local Government Act now allow a Council to accept historic buildings and land as part of the

reserve contribution on any subdivision. Following the Company's offer, the Planning Department has prepared a tentative scheme plan of subdivision for the Company's land and the City Valuer is presently valuing the land for reserve contribution purposes. Once these figures are obtained, it is intended to use them as a possible basis by which the costs of bringing the buildings up to fire code standard can be off-set to the advantage of both the Council and the Company.

The Company's surprise offer thus placed a completely different complexion on the preservation possibilities. The future of the kiln as an historic building now seemed assured. However, further major problems soon became apparent. The least of our worries at this stage was what the structure could be used for. Suggestions for use ranged from a coffee shop to a working museum, with the latter the more likely.

The major problems that arose related solely to the fire rating requirements applicable because the site is in an Outer 'A' fire zone. With the kiln having been, in its time, fired to temperatures in excess of 1,000°F, it was ironical that fire code requirements might in the end scuttle the kiln's preservation. Because a subdivision is required to allow the land and building to pass to Council ownership, the existing adjoining

buildings, one of which is two storey, need a four hour fire rating as they will form one of the boundaries. Costs of compliance with the fire code ranged up to \$40,000 and immediately raised the question of who pays? It was soon obvious that the Company was not very keen about the cost ramifications. However, the seriousness of the fire code problem soon prompted the Historic Places Trust to pledge \$1,000 towards the costs of investigating engineering alternatives.

At the time of writing, the Planning Department, the Local and National Branches of the Historic Places Trust, and the Physical Planning Subcommittee are pursuing ways of circumventing the most difficult and inflexible parts of the fire code. This exercise is not being helped by the very rigid interpretation being placed on this fire code by those responsible for administering it. The obvious answer lies in the Council granting full dispensation from such provisions, a solution the proponents of the preservation project favour, but such a step has important political ramifications which cannot unfortunately be ignored. Notwithstanding, it does appear likely that a compromise will be found and that a unique piece of New Zealand's industrial architecture can be retained for posterity. While the sequence of events to date has been anything but predictable and the problems numerous, this whole exercise, if nothing else, shows that perseverance, quite apart from the obvious justification, in attempting to save an historic building other than a house from the bulldozer, can be rewarded.

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Regional Planning in Action — The Wanganui United Council

Ted Fox

Planning Officer, Wanganui City
and Wanganui United Council

The Wanganui United Council started work on 18 May 1979. The region consists of the counties of Waimarino, Waitotara, Wanganui, Rangitikei, and the boroughs of Raetihi, Ohakune, Taihape, Marton, and the city of Wanganui. Representation on the Council consists of three members appointed by the Rangitikei County, three by the Wanganui City Council, one joint member from Ohakune and Raetihi Boroughs, and one member from each of the other constituent authorities. The Council is financed on the basis of local representation. Thus Wanganui City and Rangitikei County each pay a quarter of the costs and the other members pay a 12th, with Ohakune and Raetihi paying 1/24th. The population of the region is 69,567 of which 37,307 live in Wanganui City.

For many years there has been a Regional Local Bodies Association based in Wanganui so good working relationships were already established between local councils. These councils unanimously asked the Local Government Commission to arrange that the United Council be funded on a representation basis. This system ensured that the United Council was created without disharmony. The Wanganui City Council, whilst having approximately half of the population of the region within its jurisdiction, took the attitude that the United Council was for the benefit of the whole region and accepted that only a quarter of United Council membership should be from the city. The other councils have accepted that they are making a greater contribution, per head of population, to the nominal cost of the United Council than is Wanganui City.

At the time of the setting up of the United Council there was much debate in the Patea area because Patea and Waverley Boroughs wished to join the Wanganui United Council whereas Patea County showed a preference for Taranaki. At one stage there was the prospect of Patea being split in half, but in order to avoid this judgement of Solomon all three authorities ultimately accepted their inclusion in Taranaki United Council, despite their many links with the Wanganui Region. Patea does however remain as part of the Wanganui Regional Development Council. In practice this arrangement creates no great problems. There are many such

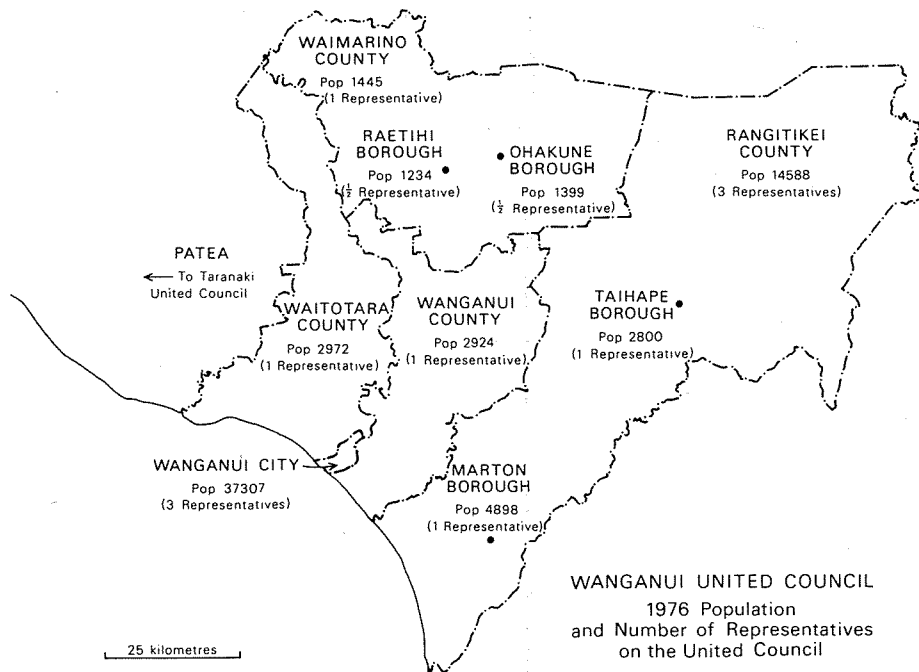
administrative anomalies in New Zealand.

The inaugural meeting of the United Council was held on 8 June 1979 when four committees were established, i.e.:

1. Regional Planning Committee consisting of eight members, plus the Crown representative, a representative of the Catchment Board, a representative of the Maori people and a representative of the Regional Development Council.
2. Civil Defence Committee consisting of five members, together with a representative from Civil Defence Regional Headquarters at Palmerston North, the Resident Engineer, Ministry of Works, and the Police Liaison Officer.
3. Referral Committee consisting of the Chairman and Deputy Chairman, together with one member of each of the standing committees to deal with matters arising between meetings.
4. Forestry Committee consisting of five members. The Regional Local Bodies Association had, for a long time, been considering establishing a forest in the region and with the advent of the United Council, the legislative authority to proceed was obtained and so this function was assumed at the first meeting of the Council.

As soon as it was convened the United Council instructed its Planning Officers to prepare an updated regional resources survey based on the national resources survey conducted by the Ministry of Works some ten years previously. However, before work had progressed very far on this, the Council decided that as a matter of priority the health section of the Regional Planning Scheme should be proceeded with. Consequently, the production of a Regional Health Plan has had priority, although an updated resources survey was published in December 1980.

The Wanganui City Council, as the administering authority, provides the staff to service the United Council and all of the planning work to date has been done by the City Council Planning Department. This work is charged at an actual salary plus 100% rate and the current budget is \$32,000 per annum. The City Council Planning Department has a staff of seven and all members are called upon from time to time to do some work for the United Council. However, three people have been



most directly involved — one with the resources survey and two on the Health Plan. Before planning commenced, visits were made to the Head Offices of several Government Departments to try and convey to them the way in which we were approaching the preparation of a Regional Scheme. The aim being that the whole exercise should be a joint central and local government exercise. The United Council realised that it would be dependent upon input from the Government Departments if a successful Regional Planning Scheme was to be produced. Government head offices were asked to allow their district office staff to co-operate with us to the full at the local level and to put aside as much time as was necessary for this work. We were continually told about "sinking lids" but nevertheless we have had reasonable co-operation. In early 1979 a meeting of Government local departmental representatives was held in Wanganui under the auspices of the Ministry of Works. Government representatives were then requested to re-write their submissions to the United Council in the format which had been adopted for the Health Plan, rather than in the format which they had submitted as response to the statutory notice. A major problem has been to keep the members of the Regional Planning Committee fully informed as work proceeds on the Health Plan. An early decision was made to approach this work from the bottom up, and contact was made

with over 200 organisations in the region asking for their views on health matters. This involved many meetings for the two staff members engaged on this work, but it provided a very sound base from which to move forward. The health professionals were, of course, consulted as well and asked to make submissions. A joint working group consisting of officers of the Hospital Board, District Health Office and the Planning Department has been working on the submissions to put them into shape for the Regional Plan. The intention is to produce a document which will set forth the priorities of the region in health matters, and will give a guide to the way in which the total funds allocated for health purposes should be spent. It is certainly not the intention to produce a scheme of platitudes and broad statements that have no real meaning, although it is accepted that the first stage may well appear in that form. The health planning working group has a small problem in that the representatives of each of the three component organisations feel an obligation to report to their employers before the results of their work are submitted directly to the Regional Planning Committee. This produces the feeling sometimes of going around in ever diminishing circles. However, I am confident that the work will be accepted by the people in the region, if not by all the medical professionals, and will be a document with some meaning. In general terms, the Wanganui United Council works harmoniously with little

evidence of parochialism at the meetings. Acceptance of the fact that the whole region depends on the rural economy has avoided any suggestion of a rural-urban split. The United Council believes that on at least three occasions its representations to the Government have procured results. There is growing confidence that the United Council system is of benefit to the people of the region. So far as the constituent authorities are concerned, they accept that the United Council has a job to do and in fact can be of assistance to them.

The United Council budgets have been carefully debated by the local councils but have not as yet been seriously disputed. However the budget is as yet very modest at about \$1 per annum per head of population in the region. If costs rise there could well be protests from smaller authorities. It is also possible that precise "charging out" of Wanganui City employees' time on a "cost plus" basis would show that the real costs of running the United Council are well above \$32,000 per annum — and thus Wanganui City is providing the United Council with a hidden subsidy. It is not proposed to carry out such detailed financial analysis. Present informal arrangements seem to avoid financial arguments between local councils.

We accept that the Wanganui Region is still a long way from producing an operative Regional Plan. Our concentration on health planning has arisen from considerable concern about health matters in the region. It is not claimed that the Wanganui United Council is a model to be copied. Other United Councils may consider that other aspects (e.g. employment planning, transportation planning) should have top priority. So far our experience is that the United Council is doing a useful job in coordination between local authorities and with Government Departments. Time alone will tell if the system is to be entirely satisfactory, but at this juncture I have every confidence that at last local government has got a tool which will enable it to genuinely work in co-operation with central government for the benefit of the regions of New Zealand.

Forestry and Rural Social Change in N.Z.

Barry Smith

Research Sociologist Forest
Research Institute

Background

The social effects of development and change in rural regions have generally been discussed under four headings: (1) the quality of rural life, (2) employment and income opportunities in rural areas, (3) rural services, (4) effects on decision-making at the local level. Rural sociologists have long noted the importance of these aspects. In fact, out of a concern with them has developed much of the research into social change in rural communities and ways of "organising" change in these communities. Studies have been carried out in the United States on rural depopulation (Fuguitt, 1971; NCRC, 1974) and the more recent trend away from "urban concentration" (Ploch, 1978; Schwarzweller, 1979). Efforts have also been made to summarise the situation in New Zealand (Barker and Brown, 1980).

On the basis of this research it is worth noting some of the reservations rural sociologists have about the effects of population change on rural communities. For example, in his paper on "places left behind", Fuguitt (1971) comments on the tendency to assume that growth is somehow bad for metropolitan centres but good for rural regions, although it is apparent that some writers are beginning to question the compatibility of this growth with the quality of rural life. He also points out that relatively little is known about the association between population trends and levels and the viability of economic and social services, and questions the wisdom behind attempts to open up opportunities in rural regions so as to discourage rural-urban migration. Measures such as these may not always be in the best interests of those involved as better jobs may be found in urban locations. However, there is the possibility that many people would be happy to have a less attractive job in a more "desirable" community with better amenities, especially as the "provision of amenities" seems to be becoming a more important consideration in peoples' decision to migrate.

Looking at the other side of the migration equation, Schwarzweller

(1979) notes that for rural communities the economic drain resulting from rural depopulation may not be as disruptive as the arrival of lots of "new-comers". In the context of rural resettlement, community solidarity could well be threatened by disputes over the rate and direction of development, and the ways in which the resources of the community are distributed.

These cautionary points conflict with the call for rural redevelopment and industrialisation as a means of maintaining viable rural communities, particularly where the inequalities between rural and urban regions are rather more pronounced. Naturally, the maintenance of a sound rural base is difficult where some 40% of urban growth is due to movement from rural areas (Fuguitt, 1979 p. 101). The need for a secure rural sector has often been discussed in New Zealand, especially in the agricultural context (Cant, 1979; Gillies, 1979).

But what of the forestry sector? What is the relationship between forestry development and the well-being of our rural communities? Owing to past and current planting rates, the amount of harvestable wood in exotic forests is expected to increase markedly after 1990, particularly in certain major project areas. This increase in harvest and the concomitant expansion of processing facilities will pose numerous social and economic problems for regional and community planning.

Forestry and Regional Development

Forestry, like all industries that locate in rural areas, can generate a set of problems that are often unanticipated and unplanned for. For example, there is the problem of the "leakage" of economic benefits, the possibility that benefits (profits) from a particular development may not always remain in the community or region in question. Added to this can be problems which result from the induced instability of the local real estate market and the short-run boom-type demands for facilities and services. The latter concern arises from the fact that the

pressure for services in the building or establishment phase of development often drops away after operation begins. Local interests are generally not attracted to the idea of providing services for residents whose stay is temporary. Finally, there is the difficulty of providing balanced employment to cater for the work needs of both men and women in various age groups. Irrespective of these concerns, however, cases have been made for the linking of forestry to successful regional development (e.g., Guild, 1980). Forestry, together with the associated industries which use the wood resource, is seen to make some contribution to the economic and social well-being of a region. Employment is provided, as are services. There has been disagreement, though, as to extent of the benefits which accrue from this form of development, particularly with regard to employment (NZFS, 1975; Fraser and Horgan, 1978; Grant, 1977). For example, Fraser and Horgan, and Grant, are critical of the Forestry Development Plan for Otago (NZFS, 1975) in that they feel it over-estimates the employment advantages which might result from the growth of forestry in this region. In a more general debate in the United States, Kromm (1972) also points to certain problems relating to forestry and regional development. He states, among other things, that direct employment and local expenditure on services tend to be low, with the added problem that there are often few work opportunities for women.

In reply to this, Gregerson (1973) contends that forestry's contribution to regional development is highly variable depending on the region. In order to assess the relative potential of forestry, he points to the need to consider the potential of other activities within the same region. He notes that the association between the level of economic activity and forestry is a complex one. Some idea of the extent of this complexity can be gauged in the question — are regions "poor" (economically) because of forestry or are they forestry regions because they

are "poor"? Gregerson suggests finally that local impact multipliers in and of themselves do not tell us much about the contribution of an activity to development.

The key point which emerges from this debate is that the contribution forestry can make to a region's development depends very much on the specific physical, biological, economic, social, and cultural conditions to be found there. Thus, assessments about the impacts of developments of any sort need to be more than just regionally oriented — they need to be community based. This will require that the conflict between national and local needs be tackled by reconciling national needs with local ones. Rural development needs to be "tailormade" for particular situations, otherwise the opposition to the intrusion of different land-uses could well heighten as the competition for land increases.

The opposition to forestry from spokesmen for rural regions tends to be couched in terms of rural depopulation and the consequential loss of rural services. These claims contrast with those made by forestry for increased employment and income in those rural areas earmarked for development. Two points are of importance here. First, neither of these claims is particularly easy to substantiate in a "causal" or "predictive" fashion. Second, I would suggest that the "case" against forestry development is currently presented in a way that masks more fundamental conflicts which emerge from a concern for the "quality of life" in rural communities.

Forestry and the conflicts of Rural Change

From an individual point of view, the "quality of life" might be seen in terms of the degree of contentedness a person experiences within the prevailing social situation. Anything that threatens the basic values and norms by which social life is organised within a community is seen to potentially reduce the level of individual and community satisfaction and hence is likely to become a target for vigorous criticism. Initial assessment suggests that forestry is seen as a threat on four counts:

(1) Being usually a large-scale land-user, it immediately contravenes a fundamental ethic bound up in the private ownership of small land-holdings. These "property" norms permeate much of New Zealand society. They are not specifically tied to either the rural or

the urban setting;

- (2) Forestry tends to bring into a community a new category of person whose economic interests and social views are seen to conflict with those held by the established local "power elite". This latter group see a possible undermining of their political security;
- (3) Forestry introduces a style and form of work that is considered to be incompatible with the local work patterns. Greater routine and a loss of autonomy and flexibility are seen to characterise these new job opportunities;
- (4) Forestry introduces a further element of bureaucracy into rural regions. As this generally implies reduced decision-making at the local level, there is concern about the possibility of local interests being sacrificed to the whims of some externally controlled venture.

Policy and Planning Implications

There is a clear need to emphasise certain factors in dealing with forestry development (whether State or private) and the social repercussions which can result from it. The overall aim must be to make such developments more palatable to rural communities by striving for a better fit between the patterns of growth and the locally perceived needs of these communities. First, there is an obvious need to come to grips openly with the "value conflicts" surrounding the question of competing land use, and to see this as a major factor influencing the level of rural community satisfaction. Second, there is a need in assessing the impacts of forestry on employment, to recognise the distinction between unemployment and underemployment, and to discourage the bringing in of additional labour from other regions until the local employment needs are met (Grant, 1979 p. 200). Third, there is need for those involved in development to patronise local services as much as possible, particularly in the operational phase. In order to do this some modification to the purchasing procedures of Government departments and private companies may be required (Grant, 1979 p. 202). Also, those involved in development may need to extend their training function in order to ensure that the locals are given the opportunity to acquire relevant skills should they choose to do so. Finally, there is a need to promote a trend towards "open planning". Increasing the extent of local involvement in decision-making will

enhance the likelihood of a better fit between the style and shape of the development and local needs. This will ultimately be an advantage to all parties, notwithstanding the inherent differences of viewpoint associated with the competing interests of "capital" and "community". In a recent study on attitudes to change in the Mangonui County, Northland, preliminary analysis from some 500 interviews shows that only about 20% of respondents felt they had any influence over what developments took place in their community. On the other hand, over 40% suggested they would like to have more say (Smith and Wilson 1980:20-21).

Conclusions

The social aspects of regional development in New Zealand warrant more research. As far as forestry is concerned, little systematic study has been done. Some studies have been made of forestry villages (Chapple, 1973) and the single-industry pulp and paper towns (Chapple, 1976; James, 1979; Whitelaw, 1961), but few attempts have been made to look at the social implications of forestry for **existing communities**. Forestry is a growth industry involving a resource that can be used in a variety of ways given appropriate management. Our understanding of the **range of impacts** associated with these **various utilisation options** is just beginning to take shape. Much more effort will be needed, however, before this understanding matures to the extent that the knowledge gained can be applied in policy making. For a number of reasons, social research has had a very limited influence on the shape of policy (Bulmer, 1978; Smith, 1980). A change in this situation must be advantageous with regard to regional development in general, and forestry development in particular.

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Dear Sir,

Following the approval of the constitutional change to open membership of the N.Z.P.I. to applicants without tertiary planning qualifications, I am resigning from the Institute. The Institute, or the 32% of the members who bothered to vote, has effectively voted itself out of existence as a plausible professional institute, and has also done its best to vote planning out of existence as a profession.

The change has lowered the standard of admission to the extent that the Institute can no longer perform its only real function of guaranteeing an acceptable standard of professional competence for its members.

This comes at a time when the planning profession's *raison d'être* is under question, and when planning as a profession needs consolidating. Council and 24% of the members apparently see it as a good time to tell the world that anyone with no more training than a carpenter or fitter and turner (I have nothing against such tradesman but they do not form themselves into professional institutes, do they?) can be a professional planner, or, conversely, that there is little real expertise needed to be a professional planner, and that to think that professional training at tertiary level is necessary is nonsense.

Certainly, everyone can be and constantly is being a planner, but the point about planning as a profession is that only by properly qualified persons (Leonardos excepted) can planning be done in a professional rather than non-professional way.

Incidentally, the Institute has also shown a fine sense of timing by making the change shortly after the number of planning schools in New Zealand has increased to four (at the latest count?). Hopefully, they will continue to be patronised by a few people who have a different idea from the Institute as to what is necessary (not just desirable) to become a professional planner, and are also prepared to have their ability in that regard tested.

The 1972 special membership programme was at least carried out when there were a number of practising planners who had had no real opportunity for a planning education in their younger days, although even then there were plenty of older people who had taken the trouble of going back to

school to get a professional education in planning.

I also object to any organisation which can pick and choose its members. Admittedly, there are plenty of them around, and as planners are sometimes accused of playing God, I suppose it is not surprising that Council has now acquired the power to rule that some persons are good enough to become members of the Institute and others are not. No doubt, in the best traditions of workingmen's and gentlemen's clubs, a supply of black balls will be readily available to Council members.

I am sorry, but from now on I consider that it will be more prestigious to present myself as a qualified town planner and a **pre-1981** member of the Institute. I have enjoyed my association with the Institute, but all I can do now is offer my best wishes for the future of the New Zealand Planning Club.

Yours faithfully,
D.R. Hall.

Dear Sir,

It is unfortunate that D.R. Hall has made such a hasty and inaccurate interpretation of the constitutional change which provides an opportunity for membership for those who do not have a course of training recognised by the Council. The Council does not accept that only 'properly qualified' persons in the academic sense, are all it takes to make a planner. Planning is a profession which requires, more than most professions, a mixture of training and experience before its practitioners can really be called professionals. While the Council firmly believes that the most appropriate (and, hopefully, the best) course of training for intending members is through one of the courses it recognises at a tertiary institution, it accepts that this is not always necessarily the case.

Accordingly, provision has been made for persons who have been involved in planning in a **senior position of responsibility** for a period of **at least five years**, (which suggests that they normally have been employed in planning much longer than that) **to be eligible** for membership.

Even without defining these words more precisely, it is hopefully obvious that the Council does not intend to change the Institute into a club for unemployed carpenters. However, in case there are others like D.R. Hall who

chose to put such interpretations on words, the Council will be publishing the same guidelines as to the requirements that are expected for candidates under this provision. I am sure these will reinforce the implication that is apparent to most in the constitutional change: it is a **special** (as opposed to normal) provision; it has already been rigorously prescribed and defined in the constitution and regulations; it will be applied with care and its application will be in the interests of Institute members.

L.J.A. Gow
Convener
Membership Committee
NZPI Council.

Book Reviews

Planning and Managing Metropolitan Development and Land Supply in Australia

R.W. Archer
\$8.00 (Aust)

Committee for Economic Development of Australia

This is the first of two reports on the "Urban Development and Land Prices Study" for which Mr Archer received the 1974 CEDA — Rank Xerox Awards for Research in Applied Economics. The Report analyses the process and problems of urban development in Australia, covering the activities of the private developers and landowners as well as the State Government authorities providing the infrastructure networks and public facilities. It reviews the metropolitan planning arrangements for the major cities and describes their planning strategies for urban expansion through development corridors and metrotowns. The Report proposes that the metropolitan planning authorities should be made responsible for the environmental/land use/transportation planning of their regions, and that their function should be extended from planning the pattern of land use to include the tasks of . . .

- ensuring efficient and equitable urban development,
- achieving an adequate supply of land for new housing development, and
- implementing their strategies for metropolitan expansion through development corridors and metrotowns.

It then recommends on measures to be adopted by State Governments to achieve these objectives. Together these measures would provide a Metropolitan Land Planning and Management System. This System would integrate and co-ordinate the Government activities in metropolitan development and provide a strong framework to guide the decision-making of the private investors, developers and landowners. Mr Archer prepared the report in his capacity as Research Director of the Metropolitan Research Trust, Canberra City, Australia.

The Law of Town and Country Planning

Keith Robinson
3rd Edition.

Butterworths N.Z. Ltd.
Price \$52.50

For many years the only major text available on town planning in New Zealand was Robinson's **Law of Town and Country Planning** first published in 1966 with a second edition in 1968. Although two other publications are now on the market, the publication of the 3rd Edition of Robinson's book still contributes significantly to the availability of knowledge of this increasingly complex yet important subject. The new edition is substantially rewritten and expanded, being based on the 1977 Town and Country Planning Act and Amendments. If there is one thing that recommends the book it is its approach to the subject of planning law. It combines the detailed caselaw approach of Sheppard and McVeagh with the informative yet more descriptive approach of Palmers **Planning Law in New Zealand**. Yet the approach seems to be one of concern with planning issues and planning procedures rather than simply the Town and Country Planning Act 1977. As such it is useful not only for law practitioners

wanting to update their knowledge of planning law, but perhaps more importantly planners wanting a greater understanding of the law in relation to planning in general or particular planning issues. Nowhere is this better illustrated than in Chapter 2 of the book, entitled Principles of Town and Country Planning. This is similar in many ways to that old publication put out by the Ministry of Works entitled Principles of Town and Country Planning. It takes a number of land uses, issues and problems that a planner is likely to come across in both everyday administration and forward planning and then outlines the caselaw and references on that subject. Thus if one is interested in anything from mushroom farms, to pulp mills, to ohu's one can find some discussion of it in Chapter 2. While one can no doubt think of a number of matters not included (and which hopefully might in the future) the Chapter still indicates an approach concerned with the planning issues rather than just the law. This emphasis may result in part from the fact that for sections of the book Robinson has been assisted by planner Ron Stroud.

As noted the book deals with all aspects of the 1977 Town and Country Planning Act including regional and maritime planning. It also deals with other legislations that is closely involved in planning issues, such as the Local Government Act 1974, the Water and Soil Conservation Act 1967 and the National Development Act 1979.

Two reservations must be expressed about the publication. The first is the price of \$52.50. Although not unusually high compared with many texts and hard back books today, it does take it out of the range of most students. It is also to be hoped that changes do not occur too swiftly in the legislation to outdate the text. Already between its initial drafting and publication the 1980 Amendments to the Act were passed, necessitating the insertion of additional comments. This will be more difficult in the future because of the hardback nature of the book. With the law developing so quickly, a more flexible format is perhaps preferable.

The second reservation is again only minor but nevertheless frustrating. That relates to the indexing and numbering system used. The table of contents could be more comprehensive while the paragraph numbering is sometimes confusing.

Overall however, the book should be a welcome addition to the bookshelves of both planners and lawyers.



New Zealand Planning Institute

Professional Cards

These notes are inserted for the general information and guidance of the public. The consultant firms listed have a member or members of the New Zealand Planning Institute resident as a principal or principals in the area listed.

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