

THE INSTITUTE'S POLICY ON THE ROCKS

In June 1972 the Division issued a report on the redevelopment proposals for the East Rocks area. This report includes a framework of our adopted policy which is as follows:

1. The Rocks Area is not a privately owned piece of Real Estate to be exploited in the most profitable way. The land in question has been acquired or is controlled by the Government on behalf of the people of N.S.W. It is part of the national heritage, paid for many times over by the generations since the Continent was first settled.
2. The area north of the Cahill Expressway should include **major** public open park land designed to afford full integration with the historic buildings and places which are to be retained in the present scheme; this refers particularly to the area bounded by the Cahill Expressway and Argyle Street.
3. The area south of the Cahill Expressway could be developed commercially along the lines proposed by the Authority.
4. The provision of a limited Public Housing component in the northern sector of the site is desirable, providing that noise and pollution can be solved.
5. The whole question of movement within, to and from The Rocks Area requires complete re-assessment in the light of the City of Sydney's Strategic Plan, and the likely outputs from the Metropolitan Transportation Study.
6. The State Government, as the custodians of the area, and as the body responsible for establishing the S.C.R.A., should take steps to amend the Sydney Cove Redevelopment Act to provide for better consultation, public participation, and occasions for the exhibition and seeking of public comment on the policies and proposals of the Authority.

This policy was based on an examination of the objectives of the Sydney Cove Redevelopment Authority for the area, and the extent to which they are fulfilled by the plan; an evaluation of the status and role of the Authority itself, and its position with regard to other official agencies concerned with planning in the metropolitan centre.

INQUIRY INTO THE NATIONAL ESTATE

In November 1973 the Division made the following Submission to the Committee of Inquiry into the National Estate:

1. The N.S.W. Division of the Institute holds the view that it is not possible for a body like the Planning Institute to assemble a list of assets to be included in the National Estate in

a comparatively short time with any degree of completeness. It is considered that the National Trust, and other conservation bodies, as well as resident action groups concentrate on this aspect as a fundamental aim; one can assume that their submissions to the Inquiry will be reasonably complete.

2. However, the Institute wishes to express certain matters of principle and suggestions as to subsequent action which the planning profession would be particularly qualified to contribute.

3. The Institute supports strongly the concept of "The National Estate" as — hopefully — it will present an overall view and evaluation of natural and man made assets on an Australia-wide basis. It is expected that the Australian Government will prepare an Inventory of the National Estate to be published. It is felt that the planning profession is particularly equipped to assist in the assessment and evaluation of the submissions received by the Inquiry. Most of these will relate to questions of land use and it is considered of the utmost importance that the priorities of action are determined in a balanced professional manner. Uniqueness of assets in the national or even world context must be determined but as well accessibility and relevance to the public must be taken into consideration.

4. The Institute feels that the concept of the National Estate must be related to the use by the people of Australia. It is not sufficient to preserve and enhance the National Estate but it must be understood, assimilated and be physically accessible wherever possible so that it contributes to the historical awareness of the past and to a deeper enjoyment of the present not only by an elite but by the community at large. Where practical, historic buildings should be retained in use and not just be a museum item. Outstanding landscapes or land forms should be seen from vantage points or made accessible not by high speed motor ways but by sensitively designed access tracks for slow car travel where general access is desirable or by foot tracks for intimate and scientific enjoyment and study. Education and training must be geared to visual aesthetic enjoyment also through the media.

5. As regards present measures the Committee will be aware of the legal framework available in the State of N.S.W. through the National Parks and Wildlife Service and planning controls exercised by Local Government in conjunction with the State Planning Authority, all of which have powers of proclamation and acquisition. Wider powers over important landscapes with strict control also over agricultural land use are at present before the public on behalf of the government. The Committee will also be familiar with proposals by the National Trust for further measures to ensure the preservation of historic buildings. The Institute would certainly support strongly strict controls over demolition.

6. The Institute is concerned that there should

not be a proliferation of controls or controlling bodies arising from the National Estate Inquiry. In fact, we strongly believe that every effort should be made to consolidate new controls within the framework of existing planning legislation within each State. Such consolidation would, of course, require agreement between the Australian and State governments as to the principles and goals embodied in the National Estate.

7. It is likely that future measures would have to result in strict controls over change in land use including any change in the visual character of a continuing use. Such controls would have to be administered by Local Government. It is obvious that the present manpower is neither qualified nor sufficient in number to carry out such a task satisfactorily. While such controls very often become a matter of personal decision they should more correctly be an expression of the values of the community at large and must be based on a solid foundation of education and training in history, biology, knowledge of habitat, aesthetic and historical appreciation of architecture, urban environments, and the necessary methods of administration.

8. The most satisfactory method of preservation and rehabilitation would be by public ownership. It is emphasised that the mere transfer of land into public ownership is not sufficient in itself. Public ownership imposes the responsibility to manage land in the interest of the public in accordance with its designation of the National Estate. In the context of New South Wales it is considered that the unique coastline should be in public ownership, at least to the geographical extent of lands usable by the public in conjunction with the beach and the visually determining factors such as headlands, dunebelts and lagoons.

9. It is hoped that the Federal Government, as a sequel to the Inquiry, will involve the States in the implementation of the proposals by incorporating National Estate controls in the already existing planning controls.

LOCAL GOVERNMENT PLANNING—BANKSTOWN

Bankstown's Department of Town Planning is divided into two teams, a Development Control Team and a Special Projects Team. There are fourteen professional staff in the Department which allows for the formation of multi-disciplinary teams for particular projects. A broad range of disciplines are involved including architecture, economics, surveying, landscape architecture, real estate valuation, social work and system analysis.

The Development Control Team is responsible for the control of development applications, subdivision applications, etc. Some innovations have been introduced by the team by way of standardisation of reports and development applications to streamline procedures and to

introduce a standard of consistency in the decision making process. The team has also introduced a control code for Cluster Housing (low density housing with ownership by Strata Title). An important task of this team is the constant revision of Council's standards in regard to various forms of development.

The Special Projects Team is responsible for forward planning. Recently a comprehensive development plan was prepared for Lansdowne Reserve, an area of some 400 acres on the banks of Prospect Creek. The reserve is of regional significance (500,000 population within a five mile radius) and is planned to incorporate such facilities as open air concert areas, bicycle and horse riding trails, ecological study areas, a paddle boat lake as well as intensive uses such as a mini bike track and picnic areas. Since Council does not have the resources to fund such a programme a formal submission will be made to the National Estate.

The Salt Pan Creek Basin received considerable publicity when local residents objected to Council's intention to use the area for garbage fill. A planning committee was formed of residents, interested aldermen and council officers and a plan for the rehabilitation of the area has been drawn up by the Landscape Architect.

The Special Projects Team has also carried out a comprehensive survey of Bankstown business centre and a preliminary report has recently been published, aimed at advising aldermen, the Chamber of Commerce and local residents of the research undertaken to date and the likely implications and broad strategies for the future of the business centre. The final plan will be published in early 1974.

Although the role of Bankstown in the total metropolitan region is expected to decline in the future, there still exists the opportunity to create a vibrant and attractive focus for the centre's dependent population of over 200,000. The final plan will be based on a system of precincts which will incorporate specific land use, floor space ratios and car parking provisions for each one. It is also intended to eliminate through traffic, create several pedestrian malls and initiate rehabilitation policies in economically depressed areas.

The Department of Town Planning has access to Council's computer facilities. A master file of the 50,000 properties in the Municipality will soon be completed, containing data on legal description, area, dimensions, zoning, UCV and available services. An application of this data system will be the computer processing of 342 AS Certificates, which will substantially reduce the clerical workload.

Census data has also been stored on magnetic tape for the 1966 and 1971 Censuses. A

PRECIS OF COMMENTS BY THE NEW SOUTH WALES DIVISION ON THE FIRST REPORT OF THE COMMISSION OF ENQUIRY INTO LAND TENURE.

1. The Division commends the lucidly written, well-reasoned First Report.

2. The Division is in sympathy with all the reasoning and the underlying moral consideration of the First Report, and therefore agrees with the judgement that development value of all land **should** be vested in the community.

3. Division members have considerable practical experience in many countries throughout the world in the administration and implementation of regional and urban planning and public sector development. In the light of this experience, the Division doubts the **practicability** of such a drastic change in ownership concept applying to **all** land in Australia. The only precedent for such sweeping proposals in countries with democratically elected governments has been in England in 1947. That experiment lasted only until the 1951 change of government. The Report states that its proposals differ from the 1947 — 1951 British experiment in that they suggest recognition of existing development rights and acquisition (without compensation) only of future development rights. The Division does not consider this to be a significant enough practical distinction when compared to the overwhelming similarities of the two schemes.

4. The Division is concerned at the practicability of "development corporations" having enormous powers and far reaching responsibilities over very large areas and/or populations. To quote the NCDC as a successful example is misleading, because so far it has dealt with the development of a **new**, relatively small, special purpose City. To operate one efficient and **successful** corporation to oversee **all** development in any Australian metropolitan area is, in the light of our experience, not possible.

5. The Division is also concerned at the suggestion that all control over development (except over single houses) should be taken away from all or any possible future form of local government. This runs in fact contrary to a general current world-wide trend in planning thought to decentralize control over development, so as to leave local decisions to local authorities. No doubt, local control can result in political pressures and dealings of the most unworthy kind — but this may be a necessary price to pay for allowing the public to partake in the decisions affecting their environment.

6. The Division is in full agreement with the proposals that residential land acquired by the community should be disposed of by freehold (with development rights retained by the community) and commercial or industrial land by leasehold.

7. The division believes that the most practical way to achieve the aims of the Commission of Enquiry, is the gradual acquisition by agreement of land by bodies such as the proposed Land Commissions and the disposing of such land in accordance with the principles in paragraph 6 above. Admittedly this would be a slow process, but eventually more effective than that proposed in the Report. Examples which support this are the land policies in the Netherlands during most of this century and in Sweden over the last forty years.

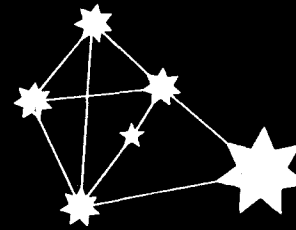
8. The Division disagrees with the claim that the First Report's proposals would not tend to stifle development. In addition to the ordinary administrative delays and confusion, development initiatives would in fact be often retarded by owners who were waiting for a change in government which would again distribute development rights among private owners (as has happened in Britain on several occasions).

9. The Division is also concerned about the lack of consideration of social equity in the First Report's proposals for compensation.

10. It is noted that in the discussion of land tenure compensation, little account was taken of social effects connected with the displacement of population consequent upon redevelopment. It seems that the First Report's proposals are directed solely towards improving the efficiency of land acquisition and it is therefore suggested that possible administrative machinery be examined to assist resettlement of groups displaced by acquisition programmes. It is noted that a precedent exists in the case of Sydney University Land Resumption in Chippendale, Sydney, where an office was established, with interpreters, to assist residents who would need to move. The Division would like to draw the Commission's attention to numerous studies of changes in and effects on the population of urban areas caused by redevelopment, rehabilitation and renewal. While redevelopment of inner areas is known to have major impacts in socio-economic terms, little information is available as yet on the effects of displacement of semi-rural populations on urban fringes. These merit careful consideration.

11. In conclusion, the Division favours a more gradual approach towards community ownership of land development rights than is envisaged by the First Report. **The Division would also stress that community land ownership, and a good social and physical environment, are by no means synonymous.** It is true that private owners have often frustrated good planning. But the absence of private interest in land will not automatically bring about good environment. In fact, to leave all decisions relating to the environment to a series of monolithic governmental corporations, particularly if these are one step removed from political sensitivity, is potentially most dangerous.

This is 1974 See 1972 Policy on the Rocks



rapi news

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Royal Australian Planning Institute
New South Wales Division

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EDITORIAL

When writing to congratulate Sir John Fuller, MLA, on his appointment to the new Ministry of Planning and Environment and on his recently conferred Knighthood, the President, on behalf of the New South Wales Division offered the following advice which reflects the deep interest and involvement of the Institute in the important planning matters of the present time.

"The Institute welcomes and endorses your Government's indicated policies of integrating and streamlining the management of urban and regional development and environment control throughout the State. The Institute is ready at any time to assist you in the processes of consideration and consultation of major issues on which the Institute's views may be of practical value to you.

This first year of your new Ministry and of your Government's new term of office can be an historic one in the evolution of urban and regional development planning and environment control in New South Wales. Through your Ministry, our State could establish a coordinated and workable structure for decision-making and implementation which could overcome the shortcomings and failures of earlier experiments in these fields in N.S.W. and elsewhere.

It is now opportune for you and your Government to comprehensively re-design and re-structure the processes of urban and regional development planning and environment control at State, regional and local levels. This could best be achieved by a **new and comprehensive piece of legislation** which would integrate and supersede much existing legislation in the planning, development, environmental and local government fields. Such new legislation should, we believe, provide the Minister for Planning and Environment with effective overall powers and workable processes at State, regional and local levels for the coordination of strategies, policies, plans and action in these fields.

We believe that the Ministry for Planning and Environment must be a senior one — a "**primus inter pares**" with respect to other Ministries whose activities affect the physical environment —

and that the Minister for Planning and Environment or his representative should exercise the role of Chairman in discussions of relevant State strategies, policies, and plans. New legislation should stress the **coordinating function** of the Ministry for Planning and Environment, and should establish, under the jurisdiction of the Minister, appropriate machinery and processes for the coordination of the activities of all State, regional and local authorities which affect the overall physical environment. These include State Departments and authorities concerned with particular aspects of the overall physical environment such as land, land use, economic development and decentralisation, transport of all forms, housing, conservation, pollution control, and mining, as well as the physical planning and development control activities of regional and local authorities.

While we believe that your Ministry should play the major role in coordinating strategies, policies, plans and action in these fields, and the resolution of conflicts between them, we also support the principle enunciated by Sir Robert Askin that legislation should provide for the maximum possible degree of delegation and decentralisation of detailed planning and implementation of regional and local authorities.

These two basic principles of management — the first of top-level coordination, and the second of maximum delegation and decentralisation of detailed interpretation and implementation — can be built into a new system of planning by **new enabling legislation**. Such legislation would define the powers, duties and interacting roles of a system of bodies at State, regional and local levels. Legislative precedents along similar lines have been enacted in Queensland and Victoria.

We commend these principles for your consideration and would be pleased to assist you in any way within our capacity."

On 8th March, the Division Committee held a Reception at 196 Miller St. with Sir John Fuller as the principal guest. This enabled more than 100 of our members to meet the Minister and hear at first hand the broad outline of the imminent restructuring of planning law and administration

in New South Wales. The Minister informed the gathering that enabling legislation will be placed before Parliament within a matter of weeks that will set up two separate Commissions, both of which will be directly responsible to him. The first is a strengthened State Pollution Control Commission which will be essentially a policing body, incorporating the functions of the present State Department of the Environment and taking over some of the responsibility now exercised by the Department of Health. The second is the Planning and Environment Commission, which will retain the broad planning functions of the State Planning Authority while divesting itself of matters of local significance. The Minister indicated that the powers of local government will need to be enhanced in a manner and to an extent not yet determined in order to take the full responsibility for local planning.

The division of duties and responsibilities between the two Commissions will be quite clear cut; both Commissions will have technical advisory committees working for them, which will have some overlapping membership to ensure the integration of policies and procedures. Following the formation of the new Commissions, the existing planning legislation embodied in Part XIA of the Local Government Act will be changed to provide for State and regional planning to be mainly the responsibility of the Planning and Environment Council, while local planning will be the job of local councils.

Members found Sir John Fuller friendly and responsive in conversation, and forthright and enthusiastic in his address to the gathering. We clearly have a capable and experienced senior member of the Government holding the portfolio of Planning and Environment. Nevertheless, the unease which gave rise to the President's letter still persists. For instance, the planning profession is still in general ignorance of the details of the Bill although it must be by now in a very advanced stage if it is to be tabled before the Easter recess. Also, it appears that differences of policy and opinion between Government departments and instrumentalities concerning such fundamentals as roads, transport and land use may well continue to be thrashed out at Cabinet level. And it seems that local government, as presently structured, would have difficulties in standing up to these new responsibilities. The Minister stated that either the amalgamations proposed in the Barnett report will solve this problem or if this report is not implemented, there will be a grouping of local government areas for the purposes of planning alone.

The Institute considers the principle of separating the main issues in planning from the local ones most commendable. Let's hope it'll work!

The Estate of Tomorrow Award, a contest for the best planned housing estate in N.S.W. was

launched by the Minister for Planning and Environment on February 21st. The sponsor of this award is Vinidex Tubemakers Pty. Ltd., whose pipes are widely used in the undergrounding of services. The competition is open to development companies, government bodies, local government authorities and in fact anyone associated with the planning and development of modern housing estates. One of the conditions is that at least 50 houses must be substantially completed. Entries may be lodged up to May 31st, and the winning entry will be announced on August 1st by the judges, who are Nigel Ashton, Elias Duek-Cohen, Judith Fitz-Henry, and Gordon Craig. The winning entrant will receive a symbolic award and a bronze plaque will be erected on a stone cairn on the site. Further information may be obtained by contacting William Love Pty. Ltd., 211 5099

While on the subject of estate planning, it is relevant to mention a brochure recently received from the Bushfire Council of N.S.W. which stresses the need to incorporate fire prevention measures in areas of new development, particularly in those estates that adjoin or at times are almost encircled by bushland. This brochure, "Land Development and Bushfire Protection" incorporates a lot of good sense and is freely available from the Chief Secretary's Department — contact Mr. Hurditch on 20 529, Extension 253.

COMING EVENTS

On Friday May 17th at 8 p.m., at 196 Miller St., Robert Caldwell (M) is to give a talk, with slides, on a topic for which he is rightly becoming famous — TRAMS, in the context of Public Transport in Europe and America. One could say that a large part of this transportation man's career has been dedicated to the return of a modern version of this excellent form of public transport to Sydney Town. Announcements in the press over recent months indicating interest from both the Federal and N.S.W. Transport Ministers are encouraging signs that these hopes may one day be realised. This talk is a most interesting one — so make a special note. A Symposium is being planned by the Conservation and Public Forums Sub-Committees on the Energy Crisis at which three experts will be invited to speak on Pollution, Solar Energy, and the effects this Crisis may have on our profession — what repercussions for instance, might there be on land uses with the development of alternative power resources? Speakers and the date will be advised shortly.

The elections are once again approaching and everybody (that is, all members who are financial) should by now have received nomination papers. Think. Are you satisfied with the way this Division is being run? If you feel changes should be made, there's only one way to achieve this. Join in, get involved. Stand for election, or campaign for those who you feel have the most to offer the Division. Ask for a place on a Sub-Committee — We'd like to hear from you.

digital mapping routine has been developed for the more meaningful display of this data and it has proven invaluable, particularly in trade area studies carried out for the Town centre study. As well the computer has facilitated the processing of several other studies including :

A number plate survey to establish travel patterns throughout the municipality.

A social survey of residents within a proposed development area.

A business survey of Bankstown Centre including employment, floorspace, etc.

A pedestrian interview programme to establish trade areas, modal split, etc.

In the future it is intended that development applications will be precoded so that data can be added to the master file.

PROFESSOR WINSTON'S RETIREMENT

Professor Denis Winston retired at the end of last year after 25 years in the Chair of Town and Country Planning of which he was foundation Professor. When asked what had given him greatest satisfaction during these years he suggested :

1. The building up of the new Department to its present position of wide recognition, the increasing numbers and calibre of its students and the responsible positions held by old students in Australia and overseas.

2. His part in the formation of the Australian Planning Institute of which he became first President and the continuing involvement of staff and students in the work of the Institute.

3. The foundation in 1964 of the Planning Research Centre, its growth in membership and influence, the support it receives from the University, Government Departments and the business community, and the development of its research and publications.

4. The part played by staff of the Department through talks, writing and proposals, in helping to bring about significant change in public awareness of the problems of urban and rural development.

5. The making of so many friends from the university, professional and business communities, from among architects, sculptors and painters, from Government and Local Government Authorities, and particularly from among those students who have passed through the Department during a quarter of a century.

Professor Winston's friends gathered for a farewell dinner at the Union in November last

year. Instead of the normal farewell present the Professor requested that a Memorial Book Fund be established for the Town Planning Library. The response to this fund was enormous however any further contributions can be made by contacting John Toon.

Professor Shaw Town Planning School, University of New South Wales is anxious to build up a panel of markers and examiners for the Institute Examinations. Anyone interested can contact Professor Shaw direct. The examinations comprise a Design Study and the following written papers :

Evolution of Human Settlements
Theory of Regional & Town Planning
Aesthetics of Planning Design
Social Factors in Planning
Economics of Land Use
Government in Relation to Planning
Communications and Services
Cartography and the Use of Maps
Planning Law and Practice
Design Test

NEW STUDENT MEMBERS

Moses Ajayi	David Hallett
William Appleton	Elliot Houghton
Geraldine Bachmann	Stephanie Knox
Richard Brady	Chun Wai Leung
Thomas Bunce	Kenneth McDonald
Robert Clark	David McGowan
Carolyn Davis	John Milton
Edwin Dumas	Terrence Parry
Omorhoma Edo	Judith Reynolds

NEW AFFILIATE MEMBERS

Robert Degotardi	Robert Hosie
Michael Fisher	Ronald Jordan

TRANSFERS TO N.S.W. DIVISION

Geoff Faithfull (F) (from Overseas list)
Ian Kearney (A) (From Queensland Division)

There have been a few changes and additions to Divisional Sub Committees since the last Newsletter. The Planning Legislation Sub-Committee is now convened by Dr Zula Nittim, to relieve Bill Dale of some of his workload after his recent illness, and Harry Waite has joined that Sub Committee. The Environment Sub Committee is now called the Urban Environment Sub Committee, to distinguish it more clearly from the Conservation Sub Committee. Jacqui Shrimski, Jacob Hoogesteger and Sean O'Toole have joined Divisional Publications. The recently conducted survey of members is in the process of analysis and results will appear in the next Newsletter.