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REPORT
OF THE
HONORARY ROYAL
COMMISSION
ON THE
TOWN PLANNING AND
DEVELOPMENT ACT
AMENDMENT BILL
1951

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*Presented to both Houses of Parliament.*  
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**Report of the Honorary Royal Commission on the Town
Planning and Development Act Amendment Bill, 1951.**

CORRIGENDA.

Page

- 7—Correct the numbering of paragraph 56.
- 8—Correct the numbering of paragraph 64.
- 8—Line 9 of paragraph 70—correct the spelling of the word “likewise”.
- 10—In the first line of paragraph 84—Delete the word “series” and substitute the word “serious”.
- 11—In line 4 of paragraph 89—Delete the word “apply” and substitute the word “supply”.
- 11—Between lines 15 and 16 of paragraph 89 insert a new line reading as follows—
“part in the programming and costing of”
- 12—In line 20 of paragraph 96—Delete the word “and” and substitute “an”.
- 12—Subsidiary Sections of the Chief Planner’s Organisation—number this paragraph 100 (A).
- 14—In line 15 of item 7 of the recommendations—correct the spelling of the word “adequate”.

Report of the Honorary Royal Commission on the Town Planning and Development Act Amendment Bill, 1951.

To His Excellency Lieutenant-General Sir Charles Henry Gairdner, K.C.M.G., C.B., C.B.E.,
Governor in and over the State of Western Australia and its Dependencies in the
Commonwealth of Australia.

May it please Your Excellency—

We, the members of the Honorary Royal Commission appointed to inquire into the provisions of the Bill for an Act to amend the Town Planning and Development Act, 1928-1947, have the honour to present to Your Excellency our Report as follows:—

HISTORY OF APPOINTMENT OF ROYAL COMMISSION.

1. On Friday, 14th December, 1951, Hon. H. Hearn moved in the Legislative Council that the Town Planning and Development Act Amendment Bill be referred to a Select Committee and further that Hon. G. Fraser, Hon. J. G. Hislop, Hon. J. McI. Thomson, Hon. E. M. Davies and the mover be appointed to serve on the Committee.

2. The Legislative Council agreed to these motions and ordered that the Committee should have power to call for persons, papers and documents, to adjourn from place to place, to sit on days over which the House stood adjourned, and that it report when the House re-assembled.

3. Due to the possibility of the prorogation of Parliament, it was deemed advisable to apply for honorary Royal Commission status. This was done, and the members of the Committee were duly appointed as an honorary Royal Commission by Your Excellency on the 26th day of March, 1952.

4. The terms of appointment as published in the *Government Gazette* on the 4th April, 1952, were as follows:—

- (a) To examine, inquire into, consider and report generally upon the provisions of the Bill for an Act to amend the Town Planning and Development Act, 1928-1947, now before the Legislative Council of the Parliament of Western Australia.
- (b) To do such other acts, matters and things in relation to the Bill as you might or could do as a Select Committee of the Legislative Council of the Parliament of Western Australia pursuant to the resolution thereof referring the Bill to you as such Select Committee.

- (c) To consider and make any recommendation in relation to the amendment of the provisions of the Bill, the deletion therefrom of any of the provisions or the insertion therein of any further provisions which, in the opinion of the Commission, are justified or warranted by any of the inquiries and investigations made under paragraphs (a) and (b) hereof.

MEETINGS.

5. Five meetings as a Select Committee were held and eleven as a Royal Commission. In addition, visits were made to Bunbury and Collie to enable members to gain an appreciation of the planning difficulties and planning needs of country centres.

WITNESSES.

6. Evidence was submitted by the following:—
- (1) D. L. Davidson, Esq., Town Planning Commissioner.
 - (2) R. B. Mackenzie, Esq., Land Officer, State Housing Commission.
 - (3) J. H. Napier, Esq., General Manager, W.A. Government Tramways.
 - (4) W. A. McI. Green, Esq., Town Clerk, City of Perth.
 - (5) F. C. Swaine, Esq.
 - (6) Harold Boas, Esq., Architect.
 - (7) Miss M. A. Feilman, Town Planning Consultant.
 - (8) H. L. McGuigan, Esq., Secretary, Belmont Park Road Board.
 - (9) R. Summerhayes, Esq., Planning Institute of Australia, W.A. Branch.
 - (10) R. D. Lilburne, Esq.
 - (11) N. J. C. McCombe, Esq., Town Clerk, City of Fremantle.
 - (12) J. E. Ewing, Esq., Institute of Surveyors.
 - (13) W. T. Meharry, Esq., Institute of Surveyors.
 - (14) H. L. Paine, Esq., Institute of Surveyors.
 - (15) A. R. Bennett, Esq., Institute of Surveyors.
 - (16) R. W. Brownlie, Esq., Chairman, State Housing Commission.
 - (17) B. Brooks, Esq.
 - (18) N. M. Symington, Esq., Fremantle Chamber of Commerce.
 - (19) J. E. Claughton, Esq.

In addition, written statements were accepted from the following:—

- A. H. Christian, Esq., Perth Chamber of Commerce.
- A. J. Flear, Esq., Secretary, West Australian Chamber of Manufacturers.
- R. Houghton, Esq., Engineer, Bunbury Municipal Council.
- R. Hough, Esq., Secretary, Collie Coalfields Road Board.
- Dr. L. Henzell, Commissioner of Public Health.
- Women's Service Guilds of Western Australia.
- R. Illingworth, Esq.
- A. R. Potter, Esq., O.B.E., Secretary, Town Planning Institute, London.

GENERAL OBSERVATIONS.

7. The Honorary Royal Commission, having heard the evidence on the Bill, and having considered the measure as a whole and the various clauses in detail, has reached the unanimous opinion that it is quite unsuitable for the planning task envisaged or required, and that it should be withdrawn.

8. The Commission considers that legislation should be brought down to enable real planning and implementation to take place, and is of opinion that the Bill has an unrealistic approach to the planning process and disregards entirely the co-ordination machinery necessary for the purpose required. Because it holds these views, the Commission, in this report, has deemed it advisable to discuss in some detail the defects of and omissions from the Bill.

9. Throughout the enquiry it was apparent to the Commission that the existing planning legislation had not been fully utilised, due to inadequate funds and lack of trained staff, as well as inadequate appreciation of the planning problems at Ministerial level and consequent lack of support.

10. After a detailed examination of the evidence and of the Town Planning and Development Act, 1928-1947, the Commission is of the opinion that this Act should be amended or re-drafted and generally brought up to date, with a view to providing adequate machinery for real and sound planning to be carried out at State, regional and local levels. The necessity for a strong and permanent authority at State level, to give direction at the other levels as well, cannot be too strongly stressed, as planning must, in our opinion, be a continuous process.

THE BILL.

11. It was of interest to the Commission that so few of the witnesses considered that the proposed Bill was satisfactory. The Town Clerk of the Perth City Council (Mr. W. A. McI. Green) and the President of the Planning Institute of Australia, Western Australia Board of Reference (Mr. R. Summerhayes), appeared to be the only witnesses in favour of the main concept of the measure, although both indicated some extension of the Metropolitan Planning Area.

METROPOLITAN PLANNING AREA.

12. The majority of the witnesses considered that the area as defined in the Bill by a 15-mile radius from the Perth Town Hall was wholly inadequate. Some considered that the Metropolitan Planning Area should be extended to take in settlement attached to the Metropolitan Area.

13. On the other hand, there were those who felt that any extension of finance, personnel and powers for the purpose of real planning must, of necessity be extended to cover the whole State.

14. It is the opinion of this Commission that if new planning machinery is to be created, or the existing Department augmented and injected with money and professional personnel, the area served must cover any town or region within the State requiring help. We also recognise that the metropolitan area will constitute one of the most urgent problems to be tackled.

15. Such a control will then enable the problems of the metropolitan area and the larger centres, including the out-ports and their regions, to be considered in relation to one another, especially in large-scale regional and State matters, such as water supply, transport, decentralisation and nucleation of settlements.

16. This opinion was confirmed and emphasised after the Commission had been to the South-West area and had seen at first hand the planning problems facing Bunbury and Collie.

17. A possible regional method of organisation at central level and in regional centres to deal with State planning problems will be discussed later in this report (paragraph 95).

18. The financial aspect of maintaining the existing Town Planning Board, which will need to be augmented in any case, and also a proposed Metropolitan Planning Authority, points to a duplication of organisation, which will not only compete for personnel but will increase total State costs of planning administration. The Commission considers such a duplication too expensive to be accepted by Parliament now or for many years to come.

METROPOLITAN PLANNING AUTHORITY.

19. The evidence tendered showed divergent views on the form and composition of this Authority and on the professional qualifications of the personnel.

20. The Commission is of the opinion that the existing Town Planning Board should be re-organised and given sufficient powers, finance and personnel, so that it can direct and co-ordinate the planning of the metropolitan region as well as other areas within the State, whether the actual planning is done by their own staff or by a consultant engaged by the permanent planner.

21. As the result of this decision, the Commission feels that the formation of the Metropolitan Planning Authority would be redundant. However, when it was considering this section of the proposed Bill, the following defects were noted and discussed by the Commission:—

22. It is not considered wise to have an authority consisting of three members, of whom only one is required to be a trained and qualified planner (with academic qualifications in planning), and who is not necessarily the Chairman, while the other two members can outvote the planner, and also hold meetings and make decisions in his absence.

23. There is a lack of definition of the status and method of employment of the planner—whether he is to be employed on a salary or as a consultant on a fee for the job, or a yearly retainer.

24. There is no guarantee of period of employment for either category nor indication of salary; but there is an intimation that members of the authority “hold office as members for such time as the Governor thinks fit.” The Commission and some of the witnesses were of the opinion that this clause could allow the position to arise where a senior professional person could be subjected to control and dismissal on unfair grounds.

25. The method of selection by Cabinet is not made clear, and this leaves the way open to appointment on political grounds rather than on qualifications, experience and personality.

26. Within Clause 2B (4) is, in the opinion of the Commission, the key to one of the major weaknesses in the concept of this Bill. The Metropolitan Planning Authority is created as a planning authority only, with implementation left in the hands of the existing Town Planning Board. This separation of planning and implementation cannot make for practical development, as not only is there need for their intimate relationship when the plan is complete, but in all stages of planning, especially as interim development must be allowed to take place, though in such a way that it is in basic relationship to the final planning proposals.

27. In this clause it is stated that the Town Planning Commissioner can attend meetings of the Metropolitan Planning Authority unless that authority otherwise requests. This, in our opinion, is an unwise provision.

QUALIFICATIONS OF A PLANNER OR PLANNERS.

28. The following credentials for a responsible planner should apply, whether a Metropolitan Planning Authority is under consideration or a re-organised Town Planning Board.

29. We have considered the recommendations in the Schuster Report on Qualifications of Planners, and in our opinion this basis should be accepted for local use in the belief that this State, by the very vastness of its planning problems, cannot be satisfied with a lower standard of planners, even if it be necessary to go outside the State to recruit them. The Schuster Report lays down that, for the Chief Planning Officer, there are four basic requirements:—

- (i) Certain innate qualifications of intellect and character.
- (ii) A sound basic educational discipline.
- (iii) Some specialised education for planning, and
- (iv) Practical training and experience.

The desirable “specialised education for planning” is two years full-time post-graduate course in planning at a recognised University.

(Footnote.—Report of the Committee on Qualifications of Planners—Summary of Recommendations: Page 71, paragraph 20. Committee appointed jointly by the Minister of Town and Country Planning and the Secretary of State for Scotland.)

30. The Commission submits this as the desirable academic standard for senior personnel (i.e., Diploma in Town Planning or Degree, plus Associate Member of the Town Planning Institute (Lond.)), and wishes to submit as the minimum, Associate Member of the Town Planning Institute by final examination under present standards. In all cases, adequate practical experience in planning is necessary. Fuller recommendations in the Schuster Report are included in Appendix 1.

31. The Commission feels that the lack of training and lack of standard of planning practice by personnel in Australian organised professional groups in the planning field make them of an unsuitable standard and criterion for higher posts in planning unless the personnel are in possession of the Diploma of Associate Member of the Town Planning Institute (Lond.) by examination.

32. There is much controversy concerning the likelihood of obtaining qualified planners to do this job and from where they could be drawn and attracted.

33. We discuss later the local difficulties which made it unattractive for first-class planners to come to Western Australia.

34. The life of the Metropolitan Planning Authority has been much discussed. The idea expressed by some witnesses that the Metropolitan Planning Authority, or whichever planning authority is directing planning in the Metropolitan Area, should have more than two years' life reiterates the need for continuity of the planning authority, for the reason that planning is a continuous process. This confirms further the opinion of the Commission that the Government would be most unwise to set up a second and temporary authority when a long-term need

is visible, not only in the Metropolitan Area but elsewhere. The similar problem of need for continuity and of planning direction is obvious in Bunbury, Collie, Albany and all growing centres.

The proposed regional organisation will be discussed in the final recommendations.

EXECUTIVE OFFICER.

35. The Commission is not satisfied with the description of qualifications laid down for this position but agrees that this officer should be exempt from the provisions of the Public Service Act.

36. As regards qualifications, it would be desirable for such an officer to be a qualified planner and/or a British Trained Chartered Surveyor who has knowledge of valuation and law and implementation measures in the planning field. A legal member of the Town Planning Institute (Lond.) who is a lawyer with extra planning knowledge could also have a suitable background.

37. Within this State, the present executive personnel in the Town Planning Board are likely to provide the only local persons who could help in this branch of a re-constituted authority. Knowledge of local laws and of existing procedure must be evident in the administration to ensure continuity.

TIME FOR PREPARATION AND SUBMISSION OF SCHEME.

38. 2D (1). Whether the period of two years allocated for the preparation and submission of the scheme taken from the day of the first meeting of the authority, or up to three years, as the Governor determines, will be sufficient, depends on the availability of finance and of professional personnel. It would be more satisfactory to give a period for preparation of a draft scheme as described in regulations made in 1930 under the Town Planning and Development Act, 1928-1947. This method of procedure is also more economical as it allows objections to be laid at an early stage in the project.

39. 2D (3) (b). The Commission takes objection to the method proposed in this proposed new section that views of local authorities and Government Departments be obtained before finalising the scheme. In its opinion this does not pave the way for co-operation, co-ordination and good planning. Interested parties must be consulted in the early stages of planning, or a stalemate may result.

OBJECTIONS TO SCHEME.

Publication of Scheme.

40. 2E (1). The Commission is of opinion that the method of publication of the scheme as set out in the Bill is unrealistic and would, for the result achieved, involve a quite unwarranted expenditure of money.

41. We consider that the scheme with all plans, perhaps in duplicate, should be on view at an accessible and central place for a given time (a month minimum is suggested), between hours which enable the public to see it, e.g., 10 a.m. to 10 p.m.

42. It would be necessary for a notification of where the Planning Scheme and report were on view to be published in the *Government Gazette* and in the daily Press in a prominent position, on two or more occasions. Publication in the *Government Gazette* is not sufficient notification for the general public.

43. It is suggested that, during an exhibition of the scheme, the local authorities be invited, singly or in groups, to see the scheme and have it explained to them by the responsible planners. The essential job of public planning education could be carried out during the statutory planning period with scarcely any extra cost, and thus result in the public, as well as sectional interests, comprehending the planners' aims.

44. The question of the stage in the scheme where public objections are called has been raised by witnesses. The Commission considers that the method laid down in the Regulations made under the 1928 Act is more satisfactory than the one indicated in the Bill. Under this scheme a Civil Survey Plan is prepared of existing land use, and then a Draft Planning Scheme is drawn up and submitted to the Minister and thrown open for objections for a period of three months. By this procedure, any amendments arising from legitimate objections are incorporated in the scheme at an earlier stage and before the final scheme is prepared and presented.

45. 2E (2). There was common agreement among witnesses that 40 days after the fourth publication was not sufficient for the lodging of objections. The Commission feels that a longer period (from 90 to 120 days) is more necessary when dealing with a Central Area, where property holders may be organisations with headquarters in the Eastern States or overseas. It is suggested that a longer period be allowed in towns beyond a certain population (say 50,000 or 100,000).

46. Strong exception has been taken to the restriction on objections to "any person whose property is affected or on whom liability is imposed by the scheme." In the regulations of 1930 mentioned earlier, any adult citizen as well as property holders, has the right to lodge objections in writing on any matter within the scheme, and if the objection is worthy of consideration (to be decided by the Minister), the citizen is then allowed a hearing. The limiting of the right of objection is considered an undemocratic move. Reduction in the number of objections can be legitimately achieved by good planning and adequate public explanation.

APPROVAL OF SCHEME BY THE MINISTER.

47. 2F. It is suggested that if the procedure of the draft scheme as mentioned above is followed, after the Minister has heard and given a decision on objections, the final scheme can be prepared incorporating any objections or suggestions.

48. It is recommended that the Minister be empowered to give approval to the final scheme and that it is not necessary, or desirable for Parliament to approve of the final scheme.

49. From the experience of the 1932 Planning Act in Great Britain, it was found that a Planning Scheme that was the equivalent of a statute was too rigid for normal planning purposes, as any desired amendments brought about by changing conditions or needs required the approval of Parliament. This procedure necessitated delays and often halted planning and desirable development.

50. It is suggested that a Parliamentary Committee of both Houses, to be drawn from all Parties, be set up to keep contact with any major planning scheme in the process of preparation. This Committee could function on an advisory level and at the draft-scheme stage receive full explanation as a corporate body in the same manner as suggested for local authorities. It would also have the right to lodge objections in unity or individually.

51. It is felt that such a Committee could, from its experience in public affairs, contribute suggestions to the Planning Authority as well as having the opportunity of watching the interests of the general public.

52. This voluntary procedure could be applied to a scheme for the metropolitan area for regional or town schemes in the country areas. Such Committee would provide members who serve on them with a greater knowledge and appreciation of the particular areas concerned, and would be a useful part of planning education. By this method, the members of Parliament could obtain a far wider knowledge of the planning process and the complete scheme, than by a cursory perusal of the scheme on the floor of the House.

DISALLOWANCE OF COMING INTO OPERATION OF SCHEME.

53. 2G. "If either House of Parliament passes a resolution disallowing the scheme the scheme shall lapse and not come into operation"

The Commission considers that a proposal such as this could be wrong on two main points. Firstly, it would be a great waste of money to allow a scheme to reach this final stage and then scrap it because Parliament could not agree. Secondly, the possibility of such a guillotine measure makes for totally unsatisfactory working conditions for a planner. It is felt that the skilled work of highly trained planners should not be subject

to veto by a non-professional body. Objections can be made by Members of Parliament at the appropriate time in the preparation of the plan.

54. The Commission also feels very strongly that good planning is so vital to the development and re-development of our towns and country that planning as such must be kept out of the political arena.

LOCAL AUTHORITIES TO IMPLEMENT SCHEME.

55. 2H (1). The Commission considers that there are grave weaknesses in the direction in this clause that "it should be the duty of every local authority . . . to implement the scheme within its district." This further raises the issue of the unworkability that one authority be responsible for planning (in this case, the Metropolitan Planning Authority) and another for implementation, i.e., the existing Town Planning Board with its lack of staff and other inadequacies.

5. In the event of the Metropolitan Planning Authority completing its plan and being dissolved, the administration of such a plan would, according to the Bill, divert to the existing Town Planning Board. In this case, the Town Planning Board would be the authority faced with the task of enforcing a local authority to carry out its duty of implementation, although the Bill does not clearly state who is responsible. This immediately raises the issue whether it is satisfactory or fair to leave the enforcement of a scheme in the hands of a body who did not create the scheme and who may have been denied access to discussions, and may be in disagreement with it, wholly or in part. This situation tends to encourage apathy and deadlock.

57. Another serious matter affecting many local authorities is the lack of available finances to implement planning measures and, in some cases, even to permit of detailed planning. This problem of lack of finances—which is one of the difficulties of planning in this State—will be discussed further in relation to compensation and betterment.

58. Another difficulty of this clause is that no period is indicated within which a local authority must commence to implement its part of the scheme; nor a time when the higher planning authority can begin to bring pressure for this purpose. This further emphasises the need that definite programming and costing should form an inaugural part of any planning scheme. Then it would be possible to give an approximate indication to various local authorities of the necessary starting time for various works included in the scheme, so that reasonable co-operation could be obtained between adjoining authorities.

59. Some high level authority, which should probably be a re-constituted Town Planning Board, should have the power to

deal with local authorities who are able to afford to carry out planning measures in the overall scheme and are unco-operative, and those who wish to implement measures but are not financially strong enough to do so.

60. As far as the Commission can ascertain, the Central Area Authorities within whose boundaries are concentrated the main business centres with high land use, high land values and high rating, are well able to afford to carry out their planning obligations, e.g., the City of Perth. On the other hand, the evidence shows that the suburban local authorities, particularly those in marginal areas where old subdivisions and present-day rates of growth in a sporadic manner necessitate the rapid provision of roads at post-war costs, are thus not able to provide adequate or any finance for other planning purposes. The plight of the country centres is not much better.

61. The Commission wishes to stress a major malady which is obvious, not only in the metropolitan area, but in all larger country centres. Sporadic and uncontrolled development has created partially built-up areas equipped with essential services that are not fully used. The degree of use varies in the metropolitan area, but it has been estimated at between 35 per cent. to 45 per cent. only. The Commission strongly recommends that the newly constituted Planning Authority be empowered to co-ordinate with the overall planning, the location and extent of all new services, e.g., road, water and electricity, with a view to securing a more widespread application of such facilities, and to prohibiting future uneconomical expansions. In other words, the Authority must be given power to control development not only in new areas, but in the case of land previously subdivided.

62. The Commission is convinced that by better planning and co-ordination of new services, or by some plan of rating or other means to force into use vacant land that is serviced, economy could be introduced at Government and local authority levels; also that better planning could be achieved by this means.

63. It is the view of the Commission that the cost of planning, which should in the first case be developed in an economical and businesslike manner on as high a standard of living conditions as we can afford, should be borne by the community itself as directly as possible.

4. We consider that the financial hand-out from the Government on actual implementation, as apart from central planning administration, should be kept to a minimum. Exceptions will need to be made in cases of major re-development and of small country towns serving an area and population well beyond their urban limits. The financing of planning implementation will be discussed in more detail in the section dealing with compensation and betterment.

65. 2H(2). This clause denies the right to owners of rateable land to demand a poll on the borrowing of money for the purpose of implementing the scheme. The Commission realises that a minority can create an obstruction if this veto is not given. However, it stresses the point that, if planning is to be effective and real, it must have the support of the people themselves; that the general public must be led and not forced. The need for planning education, which will be discussed elsewhere in the report, cannot be too strongly emphasised.

66. The Commission is convinced that the general public and many of the personnel connected with local and central Government have a limited idea of the scope and importance of planning in their normal fields of activities. In relation to implementation by local authorities, much emphasis was given in evidence to the effect that local authority officers who are entrusted with this work should be suitably qualified and trained.

COMPENSATION AND BETTERMENT.

67. The Commission considers that a satisfactory and workable solution to this joint problem of compensation and betterment is of the utmost importance if any real planning and implementation are to be achieved. Under the Town Planning and Development Act, 1928-1947, the obligation for the planning authority to pay compensation is quite clear, but the reverse process of this authority assessing, claiming and collecting betterment is not sufficiently defined and in practice has been quite ineffective.

68. The Bill reiterates Section 11 of the parent Act, but in Clause 6 it increases the amount of betterment, that the planning authority is entitled to collect, from one-half to two-thirds.

69. Before going any further, the Commission wishes to define the term "Betterment," making use of an interpretation originally taken from the Uthwatt Report (p. 105): "While the term 'betterment' is not specifically defined in any general Act, it may be taken in its technical sense to mean any increase in the value of land (including buildings thereon) arising from Central or Local Government action whether positive (e.g. by the execution of public works or improvements) or negative (eg. by the imposition of restrictions on other lands)."

70. In theory, betterment should more than cancel compensation and contribute to some of the developmental costs. A planning scheme should improve the whole area and thus increase the land values, apart from the values of buildings. From the evidence it was very clear to the Commission that the public demand for compensation is evident and vocal, likewise resistance to planning authority assessing and collecting betterment. Not one case was produced of betterment having been collected under the local Town Planning and Development Act,

1928-1947. The evidence revealed that in Great Britain under the Town and Country Planning Act, 1932 (from 1932 to 1944) only in three cases was a local authority successful in securing betterment except as a set off against a claim for compensation.

71. The Commission is convinced that unless provision can be made in our local legislation, adequate and workable conditions to assess and collect betterment for the financing of planning improvements cannot be made.

72. This problem of betterment is common in any State or country endeavouring to carry out effective planning. Because of the urgency of this problem in Great Britain, an Expert Committee on Compensation and Betterment was appointed in January, 1941, under the Chairmanship of Mr. Justice Uthwatt. An Interim Report was published in July, 1941 (Cmd. 6291) and a final report in September, 1942 (Cmd. 6386).

73. The Commission has studied the salient points and recommendations of the Uthwatt Report and wishes to draw attention to these aspects of the problem which have local as well as English application.

74. The Committee stated that ownership of land does not carry with it an unqualified right of user, and so restrictions based on duties of neighbourliness may be imposed without depriving the owner of any proprietary right or interest. The point might be reached, however, where the restrictions extended beyond neighbourliness and amounted to ex-appropriation of proprietary rights or interest, giving the right to claim for compensation. It was of opinion that compensation should only be paid where restrictions resulted in hardship. It pointed out that piecemeal valuation of land does not produce results equitable to the community. There was a partial floating value which might settle anywhere or nowhere. To pay compensation in all cases would be to pay two or three times the actual loss . . . It recommended the State acquisition of development rights of undeveloped lands outside the towns; for land in towns it recommended a quinquennial levy of 75 per cent. of increases in land value. War-damaged areas should be acquired by the planning authority by compulsory purchase for redevelopment as a whole. In interpreting this report the Commission has for local conditions substituted "re-development areas" for war-damaged areas.

75. As a result of further legislation in Great Britain, and in particular the Town and Country Planning Act, 1947, the question of betterment has been tackled on the principles laid down in the Uthwatt Report with variations in detail. The main purpose of the Town and Country Planning Act was to solve the problem of Compensation and Betterment by—

- (i) seeking to ensure that land is purchased at "existing use value";

- (ii) where land is developed, securing for the community the increase in its value attributable to the grant of planning permission by the imposition of a development charge;
- (iii) entrusting the assessment and collection of development charge to a Central Land Board set up under the Act;
- (iv) setting aside a sum of £300m. out of which payments may be made to owners whose land is depreciated by the restrictions imposed by the Act;
- (v) to extend both the powers of public authorities to acquire and develop land for planning purposes, and the scale and scope of grants from central funds to local authorities towards carrying out the acquisition and clearing of land.

76. In Great Britain, assessment and collection of development charges are the responsibility of the Central Land Board. The main complaint against a development charge is that desirable development can be held up because owners are unwilling to sell land at "existing-use value" so that the prospective buyer has to pay the full market value of the land as well as the development charge. In special cases when it has been necessary to expedite planning and development of an area, the Minister has taken steps to make land available for development by compulsory purchase orders. In this State, we have similar powers under the Industrial Development Act, 1945, the Public Works Act, 1902, Part II, and the State Housing Act, 1946, Section 21.

77. For this State, the Commission recommends a further serious investigation into measures for achieving a better balancing between compensation and betterment, and the introduction of development charges. This automatically leads to the question of the financial position of local authorities.

78. It is recommended that a betterment or development charge be collected to cover the costs of development or servicing which must be met from local authority sources. It is suggested that this sum be spread over a reasonable period of years, and not necessarily be demanded in a lump sum. Five or ten years, depending on the class and type of development, is considered a reasonable time. For the assessment of development charge, urban land falls into three main categories:—

- (a) Existing developed areas (especially those built up before 1945 when costs were reasonable) where the local authority has already provided roads and basic services—
 - (i) older areas due for re-development within 10 to 20 years;
 - (ii) newer areas not due for re-development for over 20 to 25 years.

- (b) Land subdivided before the operation of the 1928 Town Planning and Development Act. The local authority is still obliged to provide roads at its own cost.
- (c) Land subdivided since 1928 where the developers, and hence the building owner, pays for the road directly or indirectly.

79. The Commission suggests the introduction of development charges to be used for development of services and basic amenities. The Commission considers that compensation and betterment in planning should be more evenly balanced, as betterment on revenue-producing land and buildings could not only contribute to planning and implementation but also contribute substantially to the provision of community buildings, facilities and amenities which are quite beyond the finance provided by the development charge. When dealing with the financing of development, the Commission draws attention to the need for more adequate co-ordination of all Government planning and spending in the development field.

80. The purpose of the collection of betterment is to make financially possible the implementation of the plan, including those communal amenities which are almost impossible to provide at present, and are not required to be met except in respect of part land cost for the proposed development charge. The betterment charge collected can thus provide a reasonable local authority contribution for such facilities as a library, town hall, art gallery, health centre, swimming pool and others that are combined in these days in a community centre. Some part of the costs should be made directly by the people themselves.

81. The periods or times within which a claim shall be made by the local authority should be checked. It may be advisable to collect betterment on the passing of the planning scheme or on the change of use or building on the individual sites. The Commission does not agree with Clause 6 of the Bill (Section 11 amended) which changes the amount of betterment to be collected from "one-half" to "two-thirds," as it considers that in this State the collection of one-half of the value of an increase would be satisfactory. The changing of the basis of arbitration from the Arbitration Act, 1895, to the Public Works Act, 1902-1950, is concurred in as the latter is a recognised and workable procedure.

FINANCIAL SECTIONS.

- 2J—Metropolitan Planning Fund.
- 2K—Rating by Local Authorities
- 2L—Power to Borrow Money.

82. The Commission considers that these three proposed sections require further study and investigation, and that a statement of policy should be made by the Treasury with regard to the proportioning of costs between

Government and Local Authorities at the administration and planning level, and also at the implementation level.

83. Among witnesses, particularly those representing local authorities, there was much real anxiety as to the financial load that could be imposed on the local authorities by the Minister, e.g., that a levy could be made more than once in a financial year. Doubt was also expressed as to the wisdom of allowing such a short term authority as the Metropolitan Planning Authority to raise loans on a large scale and be so unrestricted as to finance, when the existing Town Planning Board, a permanent Department, was almost at a standstill for lack of funds. The Metropolitan Planning Authority could raise all this money but, if Parliament disallowed the scheme, the total expenditure would be as good as wasted. Furthermore, there was no guarantee that Parliament would vote the necessary sum to complete a scheme which had already started.

84. The Commission takes a series view of these sections dealing with finance, particularly as, not only this State but the whole of Australia, is likely to be restricted financially for some years to come.

85. The Commission wishes to make it quite clear that it considers planning a necessity to ensure that all development works are properly planned and co-ordinated with maximum efficiency and economy, and with a view to avoiding errors such as are now being constantly made and will be expensive to alter. However, the Commission again stresses the point made earlier in the report that the costs of planning and development (which include implementation) should wherever possible, especially at a local urban level, be paid by those people and landowners *who derive the benefit from services and community services.*

86. The Commission was left in no doubt about the precarious financial position of most local authorities, and is convinced that, on their present income, local authorities cannot carry out adequate planning and implementation or even proper development unless more finance is available.

87. The Commission feels that finance from Consolidated Revenue should be restricted wherever possible to State administration of planning, regional planning, and large-scale projects which are automatically met at a State level, e.g., harbour works, power stations, regional water supply schemes.

88. Local development and implementation should be met by a rate of development charge paid on the value of land and/or service to be rendered, though it will be desirable that such a charge be collected at a State level and re-distributed proportionately to the local authorities. The Commission feels that provision should be made in legislation, either generally or in detail, *for adequate programming and costing of development* during the preparation of the

scheme. This measure is obviously essential in view of present restricted financial conditions, especially in urban areas. (*Journal of Town Planning Institute*, 1952, p. 141.)

LAND VALUES FOR PLANNING PURPOSES.

89. 2M. The Bill states "whenever requested by the Metropolitan Planning Authorities so to do, the Commissioner of Taxation shall apply to the Metropolitan Planning Authority particulars of the value of all or any lands within the metropolitan planning area so far as its records show such values." This access to Taxation Department's files is essential as far as it goes, but among witnesses there has been a justifiable anxiety that the matter of values may be left at this stage. The Commission recommends that within the State Planning Authority a section be established to deal with land values and which would, of necessity, play a large planning schemes. There has been an insistence that the public is not happy to accept taxation values for purposes of compensation assessment. However, the Commission feels bound to point out that, in fairness to the Planning Authority, the same basis of values must be used for both compensation and betterment charges. It is recommended that to head this section the services of a British-trained Chartered Surveyor, a member of the Royal Institute of Chartered Surveyors, Great Britain, who is a valuer with legal and practical knowledge of planning, be acquired. Co-operation and access to information from the Commissioner of Taxation will, of course, be essential for the working of this section.

INTERIM DEVELOPMENT AND DEVELOPMENTAL CONTROL.

90. The Commission is concerned with the lack of economy to the State caused by sporadic and scattered development, whereby public services, mainly roads, water supply and electricity, are only partially used for long periods of time, particularly in the metropolitan area and larger country centres, there is a large amount of fully-serviced but unused land scattered about in built up areas. This has been estimated at over 50 per cent. of the serviced land. The Commission recommends an investigation to check and analyse this serviced and unused land, and to bring forth measures to force the use of such land before further outer areas are serviced. (Changing rating methods are being introduced to further this aim, e.g., the change from annual value to unimproved value as a basis for local rating.)

91. The Commission was impressed by the seriousness of the position that arises when local authorities do not realise their responsibilities in the planning field. In those areas where large government works are taking place and financial assistance is given by Governments, there is thus a large scale expenditure of money, the Commission considers it essential that stronger control and guidance of local authorities in planning matters be demanded and enforced.

92. In this connection the planning powers as exercised under the present Act are considered inadequate. The Town Planning Board has control of the subdivision of land, but not of the location and type of development. These powers, such as they are, are exercised weakly and inefficiently by the local authorities. In the absence of adequate planning schemes or planning knowledge, neither the permanent nor elected local authority members realise the implications, financially and otherwise, of the existing haphazard and uneconomical sprawl. The cost of extending services to bring developments has been borne by the community as a whole.

93. The Commission commends the method of services provided and used at once on a broad front by the State Housing Commission in some of their larger projects, and the method used by the Perth City Council of releasing for sale small sections of land with roads provided and filling up a section at a time.

94. As well as development control, which needs to be administered by the Central Planning Authority, there is an obvious need for interim development control during the preparation of a planning scheme. The purpose is to ensure that all new building or development work is taking place along the lines being prepared in the plan. It is to avoid any building in the wrong place and to keep to a minimum claims for compensation. An obvious case in the metropolitan area is the need for the widening of the major arterial roads. It is long overdue for local authorities to be ordered by the Minister to enforce much deeper building lines on these roads, even before resumptions are made for the widening. Such an order could save the State Government (where Main Roads Departments administer) and local authorities many hundreds of thousands of pounds. The Commission realises that both developmental and interim developmental control will entail some form-filling and red tape, but considers that a small cost in administration, trouble and time to the developer, is well justified by the resultant economy.

PROPOSED PLANNING ADMINISTRATION.

95. As stated earlier in the report (paragraph 18) the Commission considers the formation of the Metropolitan Planning Authority as envisaged in the Bill to be both economically unsound, impracticable and too limited in its scope. It believes that the existing Town Planning Board has proved inadequate to tackle the job of State planning for a number of reasons, of which the most important are—

- (a) lack of finance;
- (b) lack of trained professional staff;
- (c) lack of powers in relation to other Government Departments;

- (d) lack of general understanding of the planning job to be tackled and hence lack of support.

96. The Commission considers that the present Town Planning Board should be abolished, and a planning authority constituted with the finance and the machinery to deal with planning throughout the State, including the metropolitan area. It recommends the appointment of a Town Planner, whether known as a Town Planning Commissioner or not, who should have the following powers and responsibilities:—

- (a) Be responsible to the Minister only.
- (b) Has powers to co-ordinate the work of other Government Departments, as co-ordination of development is basically the job of the specialised planner and should be directed by him.
- (c) Has adequate finance to carry out real planning.
- (d) Has power to select and adequate team of trained technical experts.
- (e) Has power to recommend to the Minister that, for certain planning projects, a consulting planner be engaged for design work or in an advisory capacity.

The Commission reiterates that the Chief planner—

- (a) must be given adequate Ministerial support;
- (b) must be given powers to ensure implementation of any planning scheme at local administrative level;
- (c) must have control over development;
- (d) must have power and responsibility for the initiation of planning.

ADVISORY PLANNING BOARD.

97. The Commission considers that the appointment of an Advisory Planning Board is essential. The main function of this Board will be to keep the Town Planner or Commissioner informed of the needs and requirements and the proposals of the various Departments, to bring about greater co-operation. The main representatives will be from Government Departments, with some from local Government bodies or other special groups.

98. It is recommended that the following list be used as a guide, but that the Commissioner have power to co-opt from time to time other personnel where their specialised knowledge can contribute to some particular problem. It is felt that implementation along the lines visualised in any planning work or scheme is only possible when the plan is designed and created with the co-operation and approval of those who will be responsible for carrying out the detail. The composition and number on the advisory board will need

to be varied for the particular job in hand. The following list shows some of those who may be co-opted:—

- (a) Taxation Valuer.
- (b) Commissioner of Public Health.
- (c) Director of Works or representative (Water and Sewerage, Drainage, Main Roads, Transport).
- (d) Commissioner of Railways or Deputy Commissioner.
- (e) Director of Education.
- (f) Lands and Surveys.
- (g) State Electricity Commission.
- (h) Industrial Development.
- (i) State Housing Commission.
- (j) Geological Survey.
- (k) State Gardens Board.
- (l) Department of Agriculture.
- (m) Forests Department.
- (n) Mines Department.
- (o) Rural and Industries Bank.
- (p) Local Government representatives—Government and Local Authority.
- (q) Representative of some financial body.
- (r) Three representative citizens.

99. We consider that meetings of this Advisory Board, whose composition will have some fluctuation and which will be presided over by the Town Planner or one of his Deputy Planners, can become an excellent planning educational medium for all those Government personnel who attend and contribute their specialised knowledge and problems.

100. It is recommended that in the interest of quick handling of business the Commissioner or his Deputy, invite such as those members of the Advisory Board who are required by the agenda in hand for the particular meeting; also that other members not required to be present at a particular meeting can be asked for, or allowed to give, comments in writing on any planning issue raised. It is most important that such an Advisory Board be not so large and unwieldy that it delays business.

SUBSIDIARY SECTIONS OF THE CHIEF PLANNER'S ORGANISATION.

- (a) Administration.
- (b) Town and Local Planning—Design.
- (c) Valuation and Legal Work—Costing and Programming.
- (d) Regional Planning.
- (e) Research and Information Section—Collection of Data.
- (f) Planning, Propaganda and Education.

REGIONAL PLANNING.

101. The Commission strongly stresses the need for adequate regional planning as a framework for all town and country planning. It is considered necessary that control of regional planning should be taken over from the personnel of the regional development committees, who have no specialised training to enable them to tackle the problems involved and that they should be used in an advisory capacity only.

102. The Commission was able to see the vacuum in which a planner is forced to work when planning a smaller area in the absence of a regional or town plan. This section would be in a closer working relationship with the Research and Information Section.

RESEARCH AND INFORMATION SECTION.

103. The Commission considers that this section is most essential in the State Planning machinery and requires special comment. When it can be well organised, it can contribute much assistance and saving of time and money to other Departments as well as the Planning Department. It is envisaged that, apart from planning research for State on local planning standards on investigation of special projects, this section will collect data for planning purposes and will also function as a library for data prepared by various other Departments. At present considerable duplication of effort must surely take place in such matters as preparation of levels and contour data throughout the State.

RECRUITING OF STAFF.

104. It is recommended that, where local personnel who are competent to do particular jobs in the organisation can be obtained, they must be used to full advantage and their local knowledge exploited. However, the Commission wishes to emphasise that where sufficient personnel are not available locally, they must be brought from overseas.

REGIONAL ORGANISATION.

105. The Commission recommends that, owing to the great distance and the size of this State—even its settled parts—an attempt be made at some decentralisation of administration by regions, even if it cannot be put into operation until many more staff are available. The regional planning office could have the following functions:—

- (a) Collect regional and local data for administration and design use at the Central Office.
- (b) Function as an Advisory Office to local authorities in the region and make available standard planning data from the Research and Information Section.

- (c) Function as a co-ordinating centre for regional activities of other Government Departments, such as Housing, Country Water Supply, State Electricity Commission, Main Roads.

TOWN AND COUNTRY PLANNING ASSOCIATION.

106. The Commission recommends the formation of a body of persons interested to further the aims of town and country planning. It is desired to gather together people from various professions, sectional interests and walks of life, among whom may be some qualified planners. It must be made clear that this would be a lay body who, by virtue of their membership of this association, would not be entitled to call or consider themselves planners unless they are planners in their own right. An organisation of this name exists in Great Britain, and has been a powerful influence over a period of years in educating the public in some of the problems of planning and the planning needs of the community. This association publishes a monthly journal, conducts lectures and exhibitions and conferences. It is particularly interested to promote planning education and propaganda among the public.

PLANNING EDUCATION.

107. The Commission considers that planning education and propaganda are a necessary adjunct of planning in this State. It is necessary, as stated earlier in this report, that officials, both Government and local authority, as well as the general public understand a planning scheme and the basic principles of good planning in order to implement and support planning works.

108. It must be made quite clear, however, that by this the Commission does not intend that all these people, whether associated professional personnel or local authority representatives, should become amateur planners, but merely be able to appreciate and understand and implement the work of the trained planners.

109. The method of achieving the above propaganda work can take place in two main ways. Firstly, by personnel engaged in implementation learning by normal professional contact with trained planners, and, secondly, by lectures on planning in general and special aspects by trained planners forming the new State Planning Authority.

110. Lectures should be given to allied professional people and to the general public. It is essential that such lectures be given in such a way as to attract all the allied professions and not be dominated by one profession.

111. It may be necessary for the State Government to make some financial provision to assist this important part of the

work, and a Town and Country Planning Association, as suggested earlier, could prove a very suitable agency. If a Government subsidy is provided, adequate control to prevent exploitation must be maintained.

TRAINING OF PROFESSIONAL PLANNERS.

112. The matter of training of professional planners is a much more difficult and costly problem. The training facilities available in Australia are very limited, and due to their recent establishment have not yet reached the standard of similar centres overseas. It is recommended that *ultimately* post-graduate training for planning be established here at University level.

113. The Commission also wishes to draw attention to the fact that Australia has no branch of the Town Planning Institute, Lond., which at present has the highest world standing, whilst New Zealand and South Africa have large and old-established branches, and India a very high membership of Associates and Members of the Town Planning Institute. The Commission deplores the fact that Australia in such a contemporary picture has so few qualified planners, and recommends that as soon as possible sufficient Town Planning Institute qualified personnel be introduced to tackle local planning and to form a composite professional planning nucleus. This is considered necessary before the State can achieve any real planning of high standard.

114. Further, the Commission recommends to the Government that no State money be provided for planning training unless fully qualified (see Qualifications of Planners) and expert planners are employed to conduct such training.

RECOMMENDATIONS.

The Commission recommends that—

1. The Bill for an Act to amend the Town Planning and Development Act, 1928-1947, be withdrawn and the parent Act amended to incorporate the recommendations contained in this report.

2. Only trained and qualified planners of high standard, experience and integrity be appointed to senior posts, Australians being given preference, all things being equal. (See detailed recommendations on qualifications of planners.)

3. Town and country planning be carried out under one authority operating for the whole State with adequate finance and staff; planning and implementation to be controlled by the same authority.

4. The present Town Planning Board be abolished and a planning authority, constituted as set out in this report, with power and finance to formulate and administer the planning needs of the whole State, including the metropolitan area.

The Head of the Department should be a Chief Planner or Planning Commissioner, with powers as defined in paragraph 7.

5. A new department to comprise the following main sections:—

- (a) Administration.
- (b) Town and Country Planning—Initial design and review of schemes.
- (c) Valuation and legal work—including part of the costing and programming.
- (d) Regional planning.
- (e) Research and Information Section.
- (f) Planning propaganda and education.

6. The existing small Board be replaced by an enlarged Advisory Board drawn principally from senior Government officials, the Board not having the powers of vote and veto exercised by the present Board.

7. The following conditions for the appointment of a Chief Planner:—

He should be responsible to the Minister only, and make decisions on the advice of, but not at dictation from, his Advisory Board.

He should have power to co-ordinate the activities of all Government Departments insofar as they contribute or affect overall planning. To achieve this objective, the Chief Planner must be a highly qualified planner, capable of good leadership, who is given adequate finance to carry out real planning, as well as an adequate team of trained technical experts.

In view of the fluctuation of special work and the value of obtaining more than one skilled point of view, the Planner should be given the right to employ consultants when required. This is the common practice in Great Britain.

The Planner should be given adequate Ministerial backing and should be equipped with sufficient powers to ensure implementation, at both Government and local authority level, of planning schemes passed by the Minister. (The work in conjunction with the Advisory Board during the preparation of the Plan should facilitate this stage.)

8. During preparation of the plan and its implementation, developmental control should take place under the guidance of the Chief Planner, who may delegate these duties to local authorities when they are competent to do it.

9. Enabling powers in the present Act to be extended to give greater control over the planning obligations and the standard of initial servicing of areas which are cut up and sold by non-Government groups.

The Commission considers that the present practice of large scale private investors selling individual lots at high profit (providing roads only when the land has been sub-divided since 1928) and leaving the State and local Government the burden of providing and bringing up to standard the necessary services, must be brought to a halt in the interests of the State economy.

The Commission considers that planning permission should be required before each section of land is thrown open for sale and building. This permission should only be granted when necessary services are about to be installed and when the payment of a development charge has been made by the original owner to the central authority.

10. The Chief Planner be given both the powers and responsibility to initiate planning.

11. Planning education and planning propaganda be initiated. To this end the formation of a Town and Country Planning Association, similar in organisation and aim to the Association of that name in Great Britain, could help to publicise the aims of good planning and the means of achieving them.

12. A basic development charge be calculated for a given locality which shall be based on the average cost per lot for providing the normal basic local authority services and for some contribution to land (and perhaps buildings) for community purposes.

13. The Standing Committee on Town Planning referred to in our report be established.

CONCLUSION.

The Commission desires to record its appreciation of the manner in which the "Hansard" staff and other officers concerned carried out their duties in connection with this enquiry.

HARRY HEARN,
Chairman.

EVAN M. DAVIES,
Member.

G. FRASER,
Member.

J. GORDON HISLOP,
Member.

J. McI. THOMSON,
Member.

Parliament House,
Perth, 7th July, 1952.

APPENDIX 1.

EXTRACT FROM SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS FROM REPORT OF THE COMMITTEE ON QUALIFICATIONS OF PLANNERS.

(Pages 70 to 72.)

Part 3.—The Posts to be Filled and Qualifications Required.

12. The chief planning officer must be able to organise the use of specialists, to arrange the carrying out of surveys, to advise on the interpretation of the information obtained and the broad solutions of policy, to secure the preparation of a plan, to organise its carrying out, and finally to see all these stages as one whole and continuous process with far-reaching social and economic aims to achieve.

13. These abilities demand a creative and imaginative faculty of mind, a power of synthesis and a broad human understanding; it is in developing such abilities that a university education is of value and the chief planning officer should normally have received such an education.

14. He need not possess technical skill in design; but he needs an expert qualification in the sense that he must be able to appreciate good design and also to understand and to co-ordinate the work of technically qualified staff.

15. In addition to the chief planning officer there will also be engaged in the planning process many highly specialised experts, some of whom will continue to work on their particular specialisation, and some of whom will turn more and more to the broader issues.

Both classes of expert should—

(1) be capable of a new approach to their problems and also of a new degree of co-operation with other specialists;

(2) have the ability to appreciate the relation of cost to planning based on skill in estimating cost.

16. Consultants, both consultant planners and consultant specialists, still have a useful contribution to make to the work of local planning authorities.

17. There will be large numbers of persons engaged on junior tasks, including not only qualified staff recruited to technical posts, but clerks, cartographers and draughtsmen. Opportunities should be provided for them to acquire appropriate qualifications and to rise from the ranks.

18. Officers in contact with the public require qualities of courtesy, human understanding and a spirit of service if a guiding public policy is to be effectively implemented without being too restrictive in detail. Planning authorities should have this in mind in recruiting and arranging post-entry training of junior staff.

19. A broad conclusion from studying the posts to be filled and the qualifications required is that the main practical requirement is to consider how education for and employment in a wide range of specialist and administrative tasks can be so handled as to produce something more than narrow specialists and to bring to the top individuals fitted for the chief planning posts.

Part 4.—How the Qualifications are to be Provided.

20. For the chief planning officer there are four basic requirements:—

(1) Certain innate qualities of intellect and character;

(2) a sound basic educational discipline;

(3) some specialist education for planning;

(4) practical training and experience.

21. In terms of university degrees the "basic educational discipline" may be in any subject; preferably in one which has a special affinity to planning or a special value in developing powers of thought and understanding of the humanities.

22. The chief planning officer need not possess a technical qualification in architecture, engineering or surveying; though a technical training in one of those subjects should be capable of giving the sound basic educational discipline which is required, provided that it is handled in an educative way, preferably at a university. The question how to handle training in specialist or technical subjects in a truly educative way is one which above all needs attention in the field of education.

23. The "specialist education in planning" should normally be provided by a post-graduate course following as a second step on the first step of the degree course recommended in 21. It is too early to pronounce final judgment whether the five-year degree courses in planning recently inaugurated in Durham and Manchester Universities can satisfactorily take the place of the two steps. These courses may be regarded as valuable experiments whose results should be kept under careful observations.

24. Different systems and curricula should be tried in post-graduate courses, but there should be a continuing objective and critical survey of results; but the courses should provide for students from a wide range of different faculties.

25. The post-graduate courses should normally cover two years "

26. So far as concerns "practical training and experience," the important thing is that planning authorities should ensure that the early years of employment are handled in an educative way and that young entrants have the opportunity to get experience in the whole range of planning work.

27. The educational process can be more fruitful if parts of it are taken after some experience in practical work. Accordingly, post-graduate courses would be of greater value if taken after a period of practical experience. Unavoidable difficulties make it impossible to prescribe this as a universal practice, but opportunities should be created wherever possible.

28. A planning staff college might be valuable as another way to intersperse periods of education with practical experience. Failing this, an annual summer course should be held at and organised by a university.

29. The special problems involved in education for planning have a significance in relation to the wider problem of how to combine general with occupational education. This relation is examined in the text and leads to the broad conclusion that the most helpful contribution in the educational field towards producing the best potential planners is not to devise a new basic discipline but to ensure that students of recognised disciplines appreciate the planning significance of their subjects.

30. Although all but exceptional persons will be better able to tackle major planning problems if they have had a university education, nevertheless there are exceptions. Account should be taken of late developers and of those who have missed chances of university education in early life. Opportunities should accordingly be provided for junior staff to obtain a planning qualification; but the value of qualifications obtained following correspondence courses is doubted. The various methods of obtaining qualifications ought to be increasingly severely reviewed; and, if it is established that external candidates cannot compare in quality with university graduates who have taken a post-graduate course, consideration should be given to the possibility of enabling candidates within the service of planning authorities to attend a course at a university.

31. It is desirable to have a recognised system of "hallmark" provided that these mean something. The present "hallmark" in planning (associate membership of the Town Planning Institute) does not mean enough. The letters A.M.T.P.I. should eventually come to be relied on as indicating the standard of a university graduate with a two-year post-graduate training. In the meantime, we can do no more than state our view that the planning authorities will have to look behind the letters and consider, when recruiting staff, whether the proved abilities of the candidates, combined with education, training and experience, really fit them for the posts in question. The Institute should not narrow the basis of membership, although this will mean that for some time, and perhaps for all time, membership will denote a wide variety of qualifications "