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PLANNING AND STATE HOUSING

A Thesis Presented in Partial Fulfilment of the Requirements
for the Degree of Master of Arts in Geography
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ABSTRACT

Within the framework of the comparison of planning theory and practice, the thesis explores the implications of the statement that the planning process of the Housing Division, Ministry of Works (now part of the Housing Corporation) for its residential subdivisions, is not one based on a theoretically rational model but on a series of ad hoc decisions, framed by current government policy or lack of policy and derived from the accumulated experience of the personnel involved.

Chapter One investigates the theoretical models of the planning process including comprehensive, structure, advocacy and systems-approach planning and theories which are more closely related to the actual practice of organisations and personnel involved in planning and decision-making.

The planning and subdivision development operations of the Housing Division are described in Chapter Two where it is identified that within the planning role there are no formal steps corresponding to a comprehensive-rational model, nor, if the advocacy approach is followed is there evidence of a comprehensive understanding of the wants and desires of the underprivileged populace the Division is housing. Housing Division staff were administered an informal questionnaire on the planning of State house subdivisions which confirmed that a development process aimed at constructing a number of houses within an annual programme is adhered to, rather than a planning process.

The planning and development by the Housing Division of the Sherriff Block, Gisborne, is used as a case study, showing a lack of goal and objective formation and feedback of information and a similarity with an incremental decision-making process.

Chapter Three makes a tentative assessment of a State house

subdivision, namely, the Sherriff Block, Gisborne. Based on a questionnaire of the residents, comparison of the characteristics of the Sherriff Block is made with other research on State housing and some of the factors affecting satisfaction with living in the Block are presented. Housing, shopping, educational and recreational facilities are examined and the process of residential development is outlined.

The conclusion further defines problem areas in State housing, notes recent developments and suggests greater use of structured planning units and the adoption of a comprehensive-rational planning process.

PREFACE

Planning is one of the newer affiliations with geography and recent years have seen a strong movement of people trained in geography, into the planning profession and into educational institutions teaching planning. The study of urban and rural planning is a logical progression from the analysis of geographic relationships, (i.e. after studying the inter-related past and present functioning of natural and cultural phenomena within an areal framework the matter of the control and improved functioning of land uses and activities is a logical step). The geography of an area forms a basis of its planning and geographic factors of importance to the theme, have been included in this thesis.

This thesis commenced with the intention of comparing the activities of the Housing Division, Ministry of Works, with the theoretical planning process. As initial investigation work proceeded, the difficulties involved in such a comparison became apparent with the main problems being:

1. the diversity of conceptions of the planning process;
2. the fact that the Housing Division had a development process rather than a planning process.

Despite these difficulties, the comparison of theory and practice is regarded as a worthy one in that the review of planning operations against some standard is an integral part of most modern planning theory.

Since writing the greater part of this thesis, the Housing Division has been made part of the recently formed Housing Corporation, however, the present tense is still used when referring to the Housing Division.

Within the framework of the comparison of planning theory and practice, this thesis then explores the implications of the

statement that the planning process of the Housing Division, Ministry of Works for its residential subdivision, is not one based on a theoretically rational model but on a series of ad hoc decisions, framed by current government policy or lack of policy and derived from the accumulated experience of the personnel involved.

This study falls into four parts:

1. An investigation of the theoretical models of the planning process;
2. A comparison of appropriate models of the planning process with the planning operations of the Housing Division, using the planning and development of the Sherriff Block, Gisborne, as a detailed example;
3. A tentative assessment of the planning of the Sherriff Block with reference to the wider operations of the Housing Division and local authority planning where applicable;
4. Conclusion.

The main research techniques used are the informal and formal questionnaire, the computer tabulation of the results of the formal questionnaire and the review of literature on the theory of planning, State housing, the Housing Division and government involvement in housing, residential development and planning and the social geography of new urban areas. Time spent after the field work in the Sherriff Block as the Assistant Town Planning Officer with the Gisborne City Council has proved invaluable in clarifying many issues and in placing State housing and the Sherriff Block within the wider perspective of urban planning.

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CHAPTER ONE

THE PLANNING PROCESSTHEORY AND COUNTER THEORY

Conceptions of the planning process vary enormously. There is not a static rigid planning formula but a wide range of differing viewpoints. Within the spectrum of planning philosophies, however, several recognised schools of thought have evolved in response to planning history and to developments taking place within society (these include new opportunities for planning and a changing acceptance of the role of planning). Organisations and personnel involved in planning in New Zealand have neglected thought of planning as an abstract process while the role of planning itself, especially centralised co-ordinated planning by government, has been criticised as weak and inadequate. (Sutch 1). There is a gradually increasing awareness of planning as a continuous process containing a number of repeatable steps and that a more complex process than Patrick Geddes 'survey, analysis, plan' is necessary. This awareness is exemplified in the Auckland Regional Authority's conception of the planning process (Figure 1) and in the 1971 amendment to the Town and Country Planning Act 1953 which incorporated goal and objective making, and their discussion, into the statutory planning process.¹

This thesis outlines four examples of the 'rational' planning process:

1. comprehensive planning
2. structure planning
3. advocacy planning
4. systems approach planning

for comparison with theories which are more closely related to 'reality' and the actual practice of organisations and personnel involved in planning and decision-making. This comparison is a

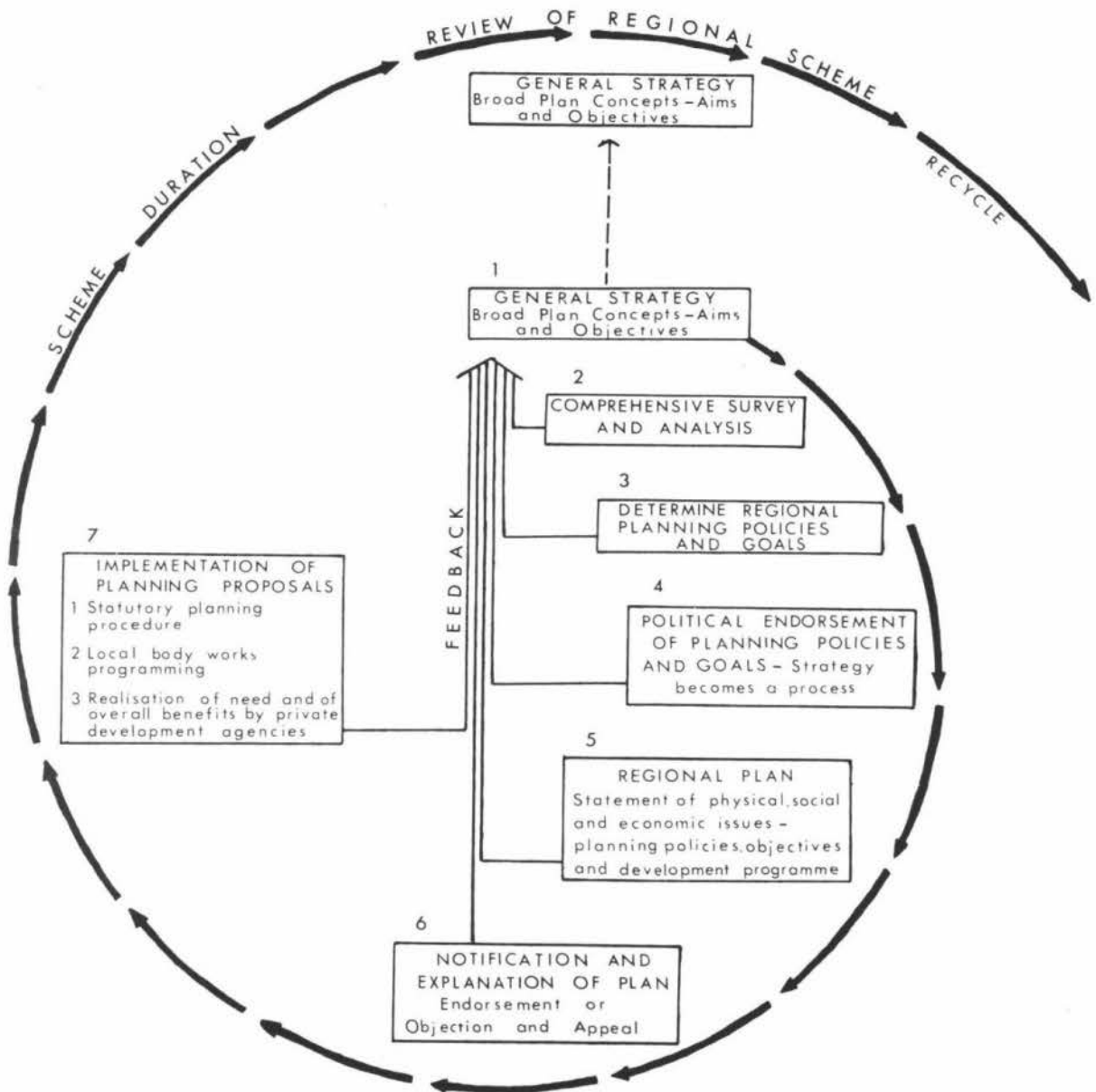


Figure 1: Auckland Regional Authority
Planning Process

Sources:
Auckland Regional
Authority 1968, 3

necessary prelude to understanding and evaluating the planning operations of the Housing Division.

1. Comprehensive Planning

Comprehensive planning, as it is referred to in the United States and its British counterpart, traditional planning, emphasizes the making of decisions on all developments in land usage in order to maximise the overall benefit and then ensures adherence to the planning scheme. Although couched in terms of long range and comprehensiveness, early planning efforts were tied to the simple goal of improving the existing physical environment of the city or region. (Catanese and Stedess 27)

The functions of comprehensive planning have been defined as: "One, to create a master plan which can guide the deliberations of specialist planners; two, to evaluate the proposals of specialist planners in light of the master plan; and three, to coordinate the planning of specialist agencies so as to ensure that their proposals reinforce each other to further the public interest." (Altshuler 186) These functions require "that the comprehensive planners understand the overall public interest ... and possess casual knowledge which enables them to gauge the approximate net effect of proposed actions on the public interest." (Altshuler 186). Altshuler views planners claims to comprehensiveness as having to be based on a special knowledge of the public interest and without this core area of information they would appear shallow compared to the specialists in the different fields of public policy.

In a democracy, planning should operate in favour of the public interest rather than the individual (person, company, government department etc), however, there is often difficulty in determining what is the public interest. It is not a homogeneous or static consensus of opinion but a changing multitude of often

conflicting interest groups some of whom easily communicate their needs and wants to planners and politicians and others who only articulate their desires in forms of communication inaccessible to the planner, remain inarticulate or have their needs articulated for them, correctly or incorrectly, by spokesmen from other groups.

Comprehensive planning fails to discern the intricate nature of 'the public interest' and to anticipate the increasing rate of change in all aspects of society and the need for a continuous planning process intertwining with the areas of planning outside a sphere of control. The 'one of', master plan concept does not allow for this and tends to be physical in scope covering the future pattern and control of land use and construction and modification of facilities. Hansen, writing on metropolitan planning in the United States, also saw comprehensive planning as exhibiting a detachment from actual decision-making and as being technically and administratively primitive. (Hansen 295)

The early local authority District Planning Schemes produced in New Zealand in the late 1950's and early 1960's, some of which are still operative today, are often examples of a static, protection of existing land use approach to planning. The recent amendment to the Town and Country Planning Act 1953 and the production of reviewed district planning schemes which have expanded imaginatively on the amendment² has helped redirect New Zealand's planning's conception of the process. Changes in the conception of the planning process occurred in Britain and the United States in the late 1960's.

2. Structure Planning

This conception is referred to under a number of titles, including strategy planning and is often known in the United States as 'the new' or 'action' planning. "This view is more activity than land use oriented and is greatly concerned with implementation and

and decision-making factors". (Roberts 356) The 'new' planning was intended to be inclusive rather than just physical with its prescriptive scope spanning the total range of metropolitan facilities, services, aids and regulations. Hansen states that all metropolitan planning activity should be based on a generally accepted conception of the plan-making process but that this was never developed for 'traditional' comprehensive planning. Hansen has delineated an eight-stage metropolitan plan-making process for the 'new' practice. It is basically a derivative of the Geddesian 'survey, analysis, plan' with the adoption of objectives and evaluation of proposals being important additions.

A noteworthy example of structure planning is a 1969 Nottinghamshire/Derbyshire sub-regional study (Figure 2). The plan-making approach is described in an appendix labelled 'The Technical Process' and is summarised by Roberts (Roberts 356) Three broad stages are defined:

1. The survey and preliminary analysis and the formulation of objectives for strategy. This entailed research into the physical potential of open country for existing uses and for urban development, into improvement needs and possibilities in existing built-up areas, and into anticipated growth and change in population and economic and social characteristics of the sub-region over the next 30 years;
2. Strategy formulation and testing. Alternative strategies were based on indications of need, opportunity, potential and trend derived from the survey and analysis. The alternatives were tested in terms of their feasibility, flexibility and acceptability;
3. Advice on implementation, including a monitoring system and a programme for development.

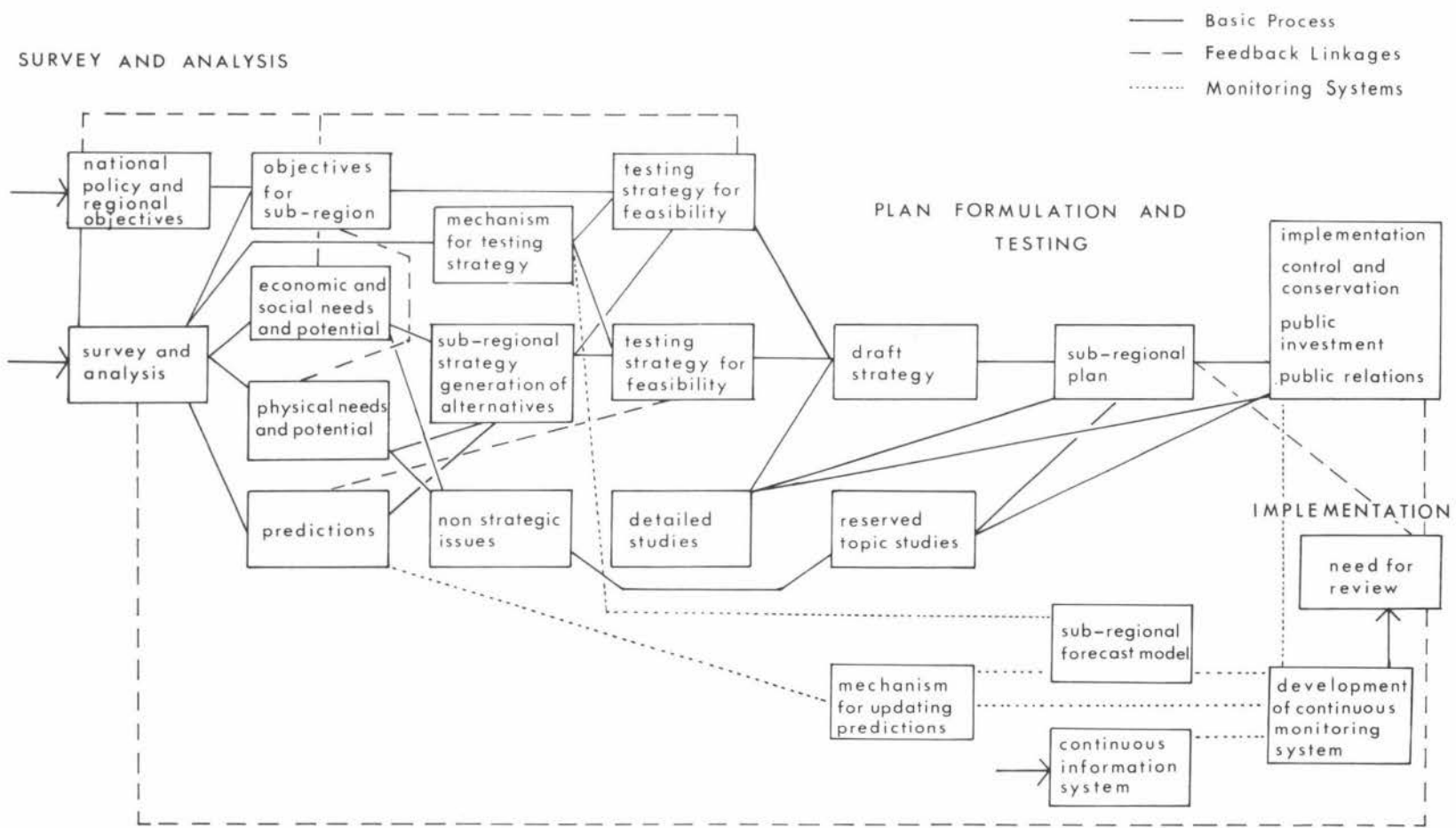


Figure 2: Structure Planning,
 A Sub-regional Plan Making Process Example

Sources:
 Roberts, 1970a, 357

Two components of this process are critical for the final outcome - the initial selection of lines of investigation and the methods of testing alternatives. The planning team thus began the process by taking six main theoretical concepts to guide its lines of investigation:

1. development in areas with the greatest welfare problems;
2. development in areas where the opportunities (economic, residential, communications, the ability of rural areas to accept large growth) were greatest;
3. development in areas where physical and organisational restrictions were minimum;
4. development employing ideal urban spatial forms;
5. development in areas with the greatest potential for future growth;
6. development following trends.

From these concepts the planning unit identified different spatial patterns which gave a total of 47 'representative strategies'.

3. Advocacy Planning

According to Peattie, an American urban anthropologist, the concept of 'advocacy planning' can only be understood in the context of the management of modern American cities. (Peattie 80) Private actions today take place within a generally narrowing network of public intervention, public policy and public planning. The increasing officialism, organisation for the convenience of bureaucrats and technical basis of city planning and decision making has led to a separation of citizens and management institutions.

Advocate planners seek to bridge this gap and view any plan as the embodiment of particular group interests, seeing as important that any group which has interests at stake in the planning process should have those interests articulated. This conception

seeks to involve planning more actively in the political process, demanding that the advocate planner be a pleader of particular needs and approaches to their solution and that he requires technique to build up a weighty and convincing case.

Davidoff, one of the chief exponents of this concept, has stated that planners should engage in the political process as advocates of the interests of government and other groups. He defines advocacy planning as "the exercise of the planning function on behalf of specified individuals and groups rather than on behalf of a broadly defined public interest" (Davidoff 332). There is seen a need to plan with and in the interests of the formerly unrepresented groups in the planning process such as the poor, ethnic minorities and the underprivileged.

With State housing subdivisions containing higher than national proportions of these groups in New Zealand, the Housing Division could perhaps be expected to follow a form of advocacy planning which understood and actively pressed for the fulfilment and community activity requirements of the underprivileged. The planning role of the Housing Division and the relevancy of the advocacy concept to its approach will be expanded in Chapter Two.

4. Systems Approach Planning

This conception views the subject matter of planners as systems and sub-systems of man's activities, with their physical manifestations and their inter-relationships. Proponents of the systems approach feel its use has brought coherence to the nature and context of the planning process.

An early exponent, Britton Harris, developed a seven stage planning process, linking planning, science and the real world. (Figure 3) Harris saw the desires and goals of the society as a whole, as the controlling force in the planning process. After identifying the

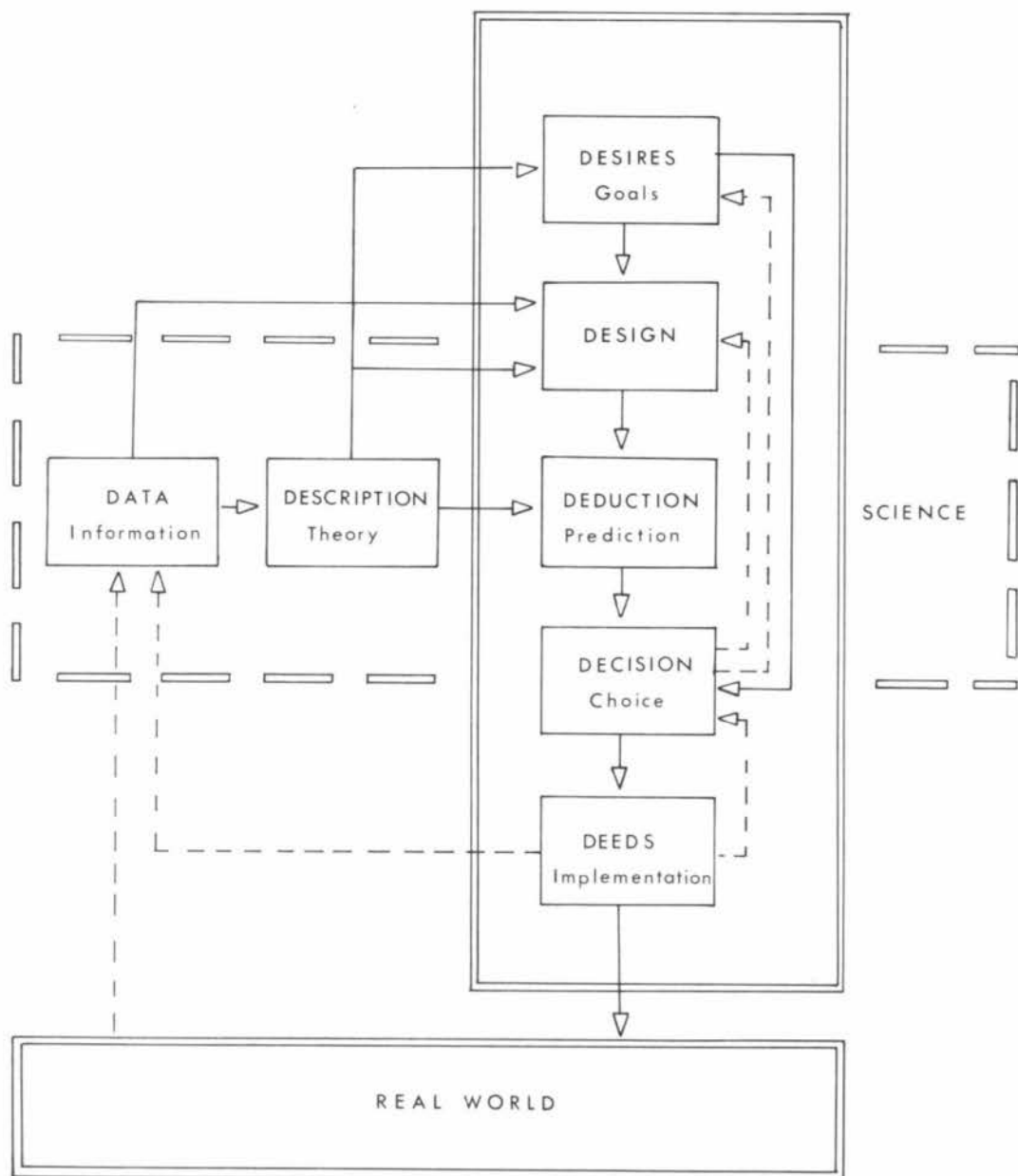


Figure 3: An Early Systems Approach to Planning

goals of society in the particular situation for which plans are being made, the planner prepares a design or several alternative designs. An approach of predicting the consequences of plans and comparing them with alternative plans and with the predicted consequences of unplanned development, characterises the deduction or plan testing stage of the Harris process. With the results of plan tests or predicted consequences, the decision-maker or decision-making body can consider the designs in light of the original goal formulation and choose courses of action. Implementation and programming of planned development follow, with the information of the changed circumstances being fed back into the planning process.

Two English thinkers, McLoughlin and Chadwick, have described the systems approach to planning in some detail. McLoughlin, viewing man in his ecological setting, notes that planners are dealing with a complex and probabilistic system in which changes in activities, the spaces which accommodate them or in communications or their channels, result in repercussions which modify the system. This system which "lies at the heart of the planners concern is composed of types of human activities, connected by flows of people, materials, energy and information. The physical framework for the system consists of buildings and their curtilages, open spaces, agricultural land and other adapted spaces, while the flows are accommodated by roads, railways, pipelines, wires and cables serving as communications channels." (McLoughlin 38)

Like the Auckland Regional Authority scheme, (Figure 1). McLoughlin views planning as a cyclic process with the power of the systems view being in explaining and understanding human relationships with the environment and eventually enabling the deliberate control of that relationship. Simple deterministic systems such as clocks or steam engines can be controlled by simple methods, but human ecology

requires subtle and persuasive control devices which are both cybernetic and isomorphic (i.e. the planning process must have a similar 'shape' to the human eco-system which it seeks to control).

The systems view of the planning process is summarised as a series of steps or phases in a cycle:

1. The decision to adopt planning (Strictly outside the main cycle of control mechanism)
2. Goal formulation and the identification of objectives for physical planning ... including the classification of the ways in which physical planning will relate to other forms of communal action.
3. Possible courses of action are studied with the aid of models of the environment. These studies show how the system might behave as it changes through time under the impact of a variety of influences arising from private actions and public activities and interventions.
4. Evaluation of these courses of action in order to select an operational course by reference to assumed social values and the estimation of costs and benefits.
5. Action to implement the plan including both direct works and the continuous control of public and private proposals for change. The essence of such control is to study the impact on the system of proposed changes, in order to see whether or not they would deflect the system from the course charted for it in the plan. Again the models of the environment used in phase 3 are employed.
6. Review of the plan and its control mechanisms, in minor ways at shorter intervals and in major ways at larger intervals. Reviews must take account of both specific proposals which are different from those expected, of changes in the political, social and economic context in which the plan operates and

and which generates new needs, desires and aspirations in the community and its members". (McLoughlin 102)

Chadwick has also attempted to set out a fully comprehensive rational theory of the planning process, using the systems viewpoint and based on the following assumptions:

1. that human beings will behave rationally and logically;
2. that scientific method is an appropriate analogy to the planning situation;
3. that the systems concerned may be treated as closed.

He views planning as common to all human beings, common to all scientific investigations, seeing planning as a general method, quite independent of the field in which it is most commonly practised today (i.e. the arrangement of human activities and their physical manifestations along with communications in their channels within different territorial jurisdictions)

Defining planning as a process of human forethought and action based upon that thought, (Chadwick 13) a rational model of systemic planning was then derived from scientific method (Figure 4). By creating a conceptual system (i.e. planning) independent of, but corresponding to the real world system, the phenomena of process and change can be sought to be understood, then anticipated and finally evaluated. Optimisation of the real world system is seen as being founded in the optimisation of the conceptual system.

In view of the main hypothesis of this thesis, that the planning process of the Housing Division is a series of ad hoc decisions rather than a process based on a rational comprehensive model, it is appropriate to examine theories which purport to explain why the actual practice of organisations does not even roughly approximate the phases just described in the theoretical models and why it is that organisations in general do so little planning and rational

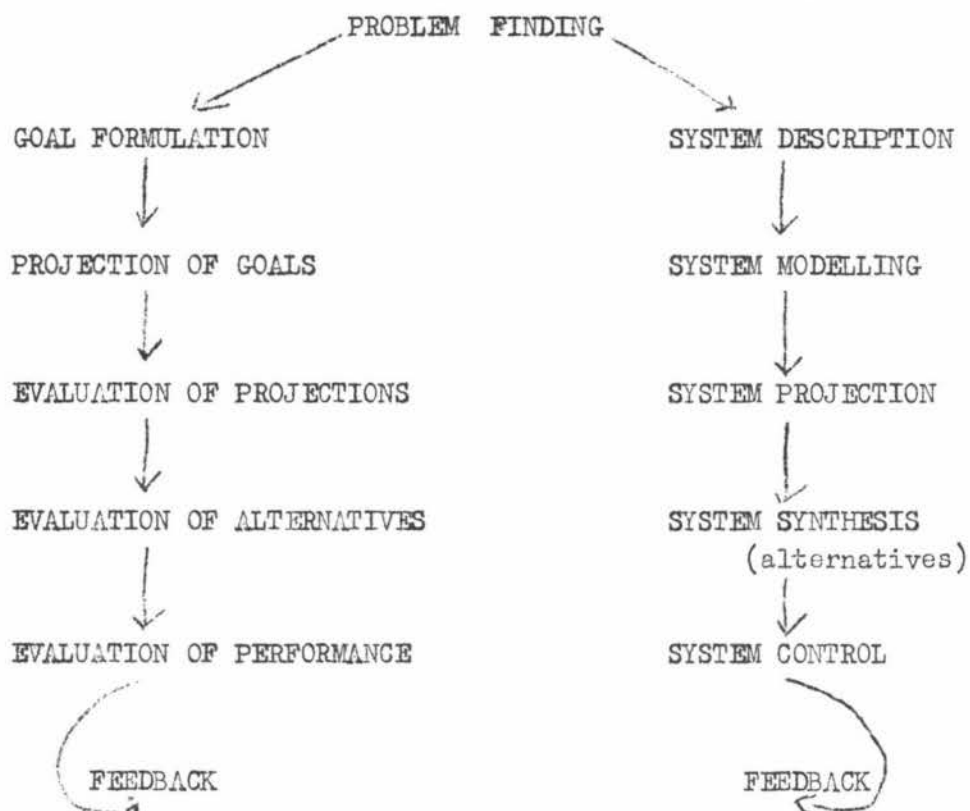


FIGURE 4: A Rational Model of Systemic Planning derived from Scientific Method

Source: Chadwick 63

decision-making.

Descriptive Theories

Three social scientists, Banfield, Lindblom and Simon have been prominent in the denigration of the applicability of comprehensive rational planning to the formulation and administration of public policies and have generally defended the process at present in use against proposals for more 'scientific' methods. Lindblom elaborated an incremental approach, called "The Science of Muddling Through" while Simon worked out a concept known as "satisficing".

Lindblom describes and defends a method of successive limited comparisons where advancement occurs by continually building out of the current situation, step by step and by small degrees. Drawing on a study of the Chicago Housing Authority, he asserts that because the goals of most public agencies are not clearly defined or agreed upon, the selection of value goals and empirical analysis of the needed action are not distinct from one another but closely intertwined. Policy formulation is not approached through a means - ends analysis as it is considered that the means and ends are not distinct and therefore it is inappropriate to isolate the ends (goals and objectives) and then seek the means (courses of action)³

Further criticism of the rational planning theory suggests that many goals, even if clearly stated, are not operational, that the relative contribution of each alternative to the goals sought cannot be evaluated before a decision is made and that we have a limited capacity to predict the relative contribution an alternative course of action will make to each goal. Under Lindblom's method of successive limited comparisons, the test of a 'good' policy is typically that various analysts find themselves directly agreeing on a policy (without agreeing that it is the most appropriate means to an agreed objective). Lindblom's individuals and institutions

drastically limit analysis, neglecting important alternative potential courses of action, possible outcomes and affected values. They do not explore all possible alternatives in order to maximise the attainment of goals, but adopt a course of action that is satisfactory or 'good enough'; in Simon's term, they 'satisfice'.

The following chapter investigates the role of planning within the operations of the Housing Division, M.O.W., using the development of the Sherriff Block, Gisborne as a detailed example. The attempt is made to discern which conception of the planning process the Division has followed in recent years, consciously or unconsciously and to analyse through a comparison with systems approach and advocacy planning the advantages and disadvantages of the system at present in use.

NOTES

1. The amendment required that prior to a district planning scheme becoming due for review, the planning authority should "... prepare a statement setting out the planning objectives of the council ... to be incorporated in the review of the scheme and the policy to be pursued to achieve those objectives ..." (Town and Country Planning Amendment Act 1971) and distribute the interim statement to certain central, local and ad hoc authorities.
2. For example, the Dunedin City District Scheme.
3. It was a concern that district planning schemes were in danger of becoming means in themselves rather than means to secure special ends that led to the 1971 amendment to the Town and Country Planning Act 1953 (Ministry of Works, 1973,1) ,

CHAPTER TWO

PLANNING AND STATE HOUSING

The Operation of the Housing Division

Housing has been a central government concern in New Zealand since the Advances to Settlers Act 1894 and the Workers Dwelling Act 1905. Yet despite further legislation with the passing of the Housing Act 1919, government influence on the housing scene was not of any marked impact until the implementation of the first Labour government's State housing programme in 1936. The Department of Housing Construction, administered as part of the State Advances Corporation from 1936 - 40, came under the control of the Ministry of Works as the Housing Division, with the passing of the 1943 Ministry of Works Act. Since this act, the Ministry of Works has executed all government works, including the erection of houses and acquisition and improvement of land for housing purposes.

The change in status of the housing section of government was brought about by the need for housing to take on an engineering aspect. Previously, the State house programme had relied on the purchase of privately developed sections but as these were in short supply there was a need for the State to acquire and develop raw land.

Other branches of government have also become involved in housing covering administrative, social, financial and welfare aspects (State Advances Corporation - finance and rental housing administration, Maori and Island Affairs Department - legal, welfare and financial, Health Department - formerly controlled pensioner housing schemes in conjunction with local authorities, other government departments such as Police, Defence, Forestry and Electricity - staff housing administration.)

The brief held by the Housing Division covers the physical construction and engineering of public sector housing while "as far

as there may be said to be any planning authority for State housing it is the division" (Report of the Commission of Inquiry into Housing 10) The duties of the division have been gradually enlarged so that under powers acquired from the Housing Act 1955 it is responsible for the following activities:

1. The selection and acquisition of land for comprehensive housing development and ancillary purposes.
2. The planning of housing subdivisions, town centres, new towns and villages, the latter generally for government establishments and projects.
3. The engineering design and production of developed and serviced sites for governmental purposes and for sale to private purchasers.
4. The building of houses and flats for the State Advances Corporation to be let to State tenants.
5. The building of houses for government departments.
6. Administration of government policy in relation to urban renewal proposals of local authorities.
7. Advice to the Minister of Housing in respect of governments housing policy generally. (Ministry of Works 1964)

The legislative brief of the Division is to build houses, it being the duty of the State Advances Corporation to administer them; this is part of the complex administrative arrangement for housing within government. Initially the Housing Division was relatively self-contained, however, it has become increasingly absorbed into the Ministry of Works with a large proportion of its staff being seconded from other divisions of the Ministry. Also the ministerial portfolios of Works and Housing have come to be separated. The result is that Parliament has to be informed officially about housing each year in the following manner. The Minister of Housing makes a general report

to which is attached a report from the Director of Housing, which is expressed to be submitted to the Minister of Housing by the Commissioner of Works, who is normally responsible, however, to the Minister of Works. In addition the State Advances Corporation's annual report is split into Part I which is submitted to the Minister of Finance and deals mainly with the Corporation's ordinary lending functions and Part II which is submitted to the Minister of Housing and covers the administration of the State housing scheme and assistance to local authorities for housing purposes.

Working to an annual programme the number of State houses built is determined by the amount of money allocated for housing by government, within the total works programme. After administration and other costs have been allowed for, the number of State houses that can be built can be deduced.¹ They are distributed throughout the country in accordance with the locality requirements assessed by the State Advances Corporation from the number of State house applicants on hand. Once informed of the number of houses programmed for each locality, the District Supervisors of the Housing Division, contact the relevant branch managers of the State Advances Corporation and obtain the number of bedrooms required for each house or unit. The Division then proceeds with the completion of the annual programme.

This method of ascertaining the location of the years housing programme has to a certain extent obviated the need for comprehensive housing and social surveys. It has, however, the disadvantage that areas with few or no existing State houses have few or no people on waiting lists for houses in those areas and thus there is an intensification of the existing concentration of State Houses.

The Housing Division, while adhering to the annual house building programme operates an advance acquisition of land which for financial reasons is usually cheaper, rural zoned land and in

large blocks, affording economy of scale in development. Preliminary selection of suitable land is made by the Housing Division district supervisor and community planner, sometimes following receipt of an offer from an owner. In the selection of land regard is paid not only to the cost, but also to the availability of essential services such as water and power supply, sewerage, stormwater and transport facilities. An assessment of the most suitable road layout and the number of house sites that could be obtained following development is made by the community planner, who then asks the housing development engineer to prepare a preliminary estimate of the cost of development, termed the 'prepurchase assessment'. These details together with a recommendation on purchase, are forwarded to the district land purchase officer, Administrative Division of the Ministry of Works, who if satisfied with the proposed purchase price, forwards the recommendation to Head Office, Wellington, for approval.

Following approval, actual land purchase is executed by the Administrative Division, generally by negotiation but where necessary by expropriation. The community planner arranges for the surveys necessary to proclaim the land for housing purposes and for the topographical surveys required as the basis of subdivisional design along with the preparation of scheme plans showing the location of streets, accessways, section layout, reserves, and if the subdivision is a large one, community centres, churches, shops, schools and industrial areas. The community planning section confers with Housing Division engineers and, if available, architects, during the process of preparing the scheme plan to ensure that his design proposals can be economically and satisfactorily implemented. The approval of the scheme plan by the responsible local authority is also required, the Housing Division, unlike other government departments, being subject

to the provisions of the Town and Country Planning Act 1953. The scheme plan is then used as the basis of engineering development, house siting and legal survey plans.

The Division consults with educational, religious and social organisations, along with other government departments and the local bodies concerned, in an attempt to integrate the sites for schools, churches, halls, shops and reserves into the overall design. The extent and depth of consultation fluctuates and is hindered as much by uncertainty and a lack of forward planning on the part of some of the above organisations as by an unawareness of provision for facilities on the part of the Housing Division.

The completed scheme plans pass to the housing development engineer who proceeds with the design of roads, underground services (sewer, stormwater and water reticulation) and the preparation, in consultation as necessary with the controlling local authority, of engineering drawings. These are submitted upon completion to the local body, the community planner for clearance as to the Divisions right to enter the land and termination of tenancies and to the Director of Housing for approval. On receipt of the necessary approvals the engineer arranges for the carrying out of the work, either by contract, by departmental forces, or sometimes by the local body concerned.

During the progress of land development, the housing architect prepares details of the proposed siting of houses. 'Site plans' are taken out showing types of houses and detailed siting dimensions on the building lots as shown on the scheme plan. The site plans are submitted to the engineer for certification as to the state of preparedness of the sections for building purposes and to the community planner for checking as to compliance with the local authority's town planning requirements. Upon release of the lots by the engineer and confirmation of scheme plan details by the planner,

contract documents are assembled and tenders advertised for.

The final stage of a housing subdivision is the disposal of the site - the streets and reserves to the local authority, State houses and units to the State Advances Corporation, and school, shop, community use sites and sometimes, when they can be spared from the needs of the Housing Division and at other times planned for, sections for private residential building, being disposed of through the Lands and Survey Department.

Throughout the country there are certain local variations to this process, for example, in Napier, sections are allocated to the Housing Division from the Councils subdivision of ex-Harbour Board land while in Auckland since October 1971 a reciprocal purchase scheme has been in operation with some sections being exchanged between private and Housing Division subdivisions.

The above description of how the Housing Division fulfills its legislative brief to construct a varying number of houses each year is basically similar to that of private land subdivisions and house building companies. The Division is regarded by the Treasury as a trading department and building houses is its main priority. It can be noted from the description of the 'State house subdivision formation process' that within the planning role there are no formal steps corresponding to McLoughlins or Chadwicks planning process, nor, if the advocacy approach is followed is there evidence of a comprehensive understanding of the wants and desires of the under-privileged populace the Division is housing.

Internal view of the Housing Divisions Activities

In order to ascertain more positively the position of adherence to a particular planning philosophy or process, the development of a recent State house subdivision was studied in some detail and associated Housing Division staff were administered an informal

questionnaire on the aims and extent of planning within the Division. Community planning staff at Palmerston North, Auckland and Wellington along with architectural and administrative staff were interviewed (Appendix A) with the first question relating to goal and objective formation for State house subdivisions. The replies were all framed in relation to how the government regarded the functioning of the Housing Division rather than ideal planning notions of the attributes of residential areas. The replies reiterated how the Housing Division is regarded by the Treasury as a trading department with government policy being to produce individual houses and not planned communities. Projects outside government housing policy such as the new towns of Twizel, Turangi and Murapara can be looked upon as examples of comprehensive development, but not the majority of State house subdivisions where the planning function is viewed as belonging to the local authorities.

Replies on the aims of housing subdivisions emphasized building houses and producing sections. Aims ranged from "to provide shelter for those who cannot help themselves as stated in the policy elaborated in 1936" to "to provide low cost family housing for low income groups; to try physically to achieve this. We are basically physical planners." In a Housing Division staff note (Ministry of Works, Housing Division 1970) under the heading of 'Job', this same aim and purpose of the Division is outlined:

- "1. To build low cost homes for the State Advances Corporation to administer.
2. To build homes for client departments
3. To buy land, provide streets and services to sections
 - (i) for 1 and 2 above
 - (ii) for transfer to the Lands and Survey Department for sale or for a specific building scheme.

The Staff Note outlined the specific work of the Housing Team (composed of the architectural/community planning section) and noted that this team was "essential for at least two reasons:

1. it is not possible to create an optimum or desirable environment unless the overall view of the architect and his design for individual houses is taken into account
2. each subdivision must then be detailed by the community planner. This planning must be an amalgam of the architectural view and detail together with the disciplines of engineering, landscape architecture, law, ordinances, sociology etc" (Ministry of Works, Housing Division 1970).

The work of the Community Planning section was detailed as follows:

- "1. Obtain all relevant data concerning land to be subdivided including items such as peripheral services, levels, swamp position etc and the housing team requirements (described above), also local body and desirable requirements for parks, school sites, shop sites etc and then design the subdivision plan in detail.
 2. Carry out work ancillary to development such as legal survey and initiating proclamation and maintaining records.
 3. To act as land managers initiating purchase, transfer and use of housing land and sections in the combined district."
- (Ministry of Works, Housing Division 1970)

The work of the Division and its planning section was not conceived in this instance as being related to the systems or advocacy planning approaches. A further Housing Division note 'Planning Principles to be applied to an area being developed for housing' does, however, give an insight into the goals and objectives guiding planning design. The note states that the "primary objective of subdivision should be to provide the best environment for the

inhabitants of the area" (Ministry of Works, Housing Division n.d.) This is not a provocative goal, nor is it of peculiar relevance to the type of subdivision or to the needs or problems of the inhabitants, the goal having such broad and universal acceptability. The physical form of the residential area is recognised as having an important influence on their social success with the ideal layout of streets and sections insuring individual privacy while allowing opportunity for social contact.

The explanation in the note behind these principles is that where the street dominates, social contact between families is often limited especially where use of the private car reduces the amount of pedestrian movement. It is regarded as necessary that sites of important meeting places, such as shops, schools, community halls, kindergartens, play centres and churches be provided where they would allow the greatest opportunities for people to meet. The necessity of a functional street hierarchy which differentiated between through and access traffic is recognised with the objectives of the system being to distinguish between different kinds of traffic, eliminate points of conflict and unnecessary street area, define comprehensible undisturbed areas for living and adapt sympathetically to natural topography and landscape features.

The street layout and design must also promote economic standards of geometric design and construction consistent with the above objectives. More detailed principles to be applied to the section and street design and layout of Housing Division subdivisions are listed in Appendix B .

The question on land pre-purchase considerations established that where there was a known housing need, the Housing Division could justify buying land as it became available. Provision of services, and economic price and sufficient size for programmed development

are the key factors in the purchase of any particular property. The Division, on buying a major piece of land, often purchased the surrounding fringe areas, while once having purchased a block of land, one community planner noted that it was easier to buy adjoining properties. The Division tries to plan land purchase on a five-yearly basis, however due to the vagaries of land and finance supply, whereby in any one year the Division may not have the money, or land may not be available to buy five years ahead, difficulties are experienced in keeping to this schedule of land purchase.

Questions 3 - 9 tried to elicit a more detailed understanding of the character of the housing subdivisions the Housing Division were helping to create. The questions were related to the concepts of the social community; the balanced community, and the themes of integration of State housing within the New Zealand urban fabric, differing local needs and pedestrian/motor vehicle conflict (whether these concepts are valid or not for sections of New Zealand society did not diminish the usefulness of the questions in evoking discussion on the goals and objectives of the Division)²

Once again the answers reflect the statement that government policy is to build houses, not planned communities. The provision of land in the larger subdivisions for schools, reserves, shops and community facilities (halls, churches, urban maraes and kindergartens) was stated as the manner in which the Division aided in bringing about a sense of community. One community planner stated it was Housing Division opinion that although the Division provided the space, the users had to provide the amenities, the purpose being "to create community interest instead of handing it to them on a platter".

With regard to the concept of the balanced community, a planning goal strived for in the British new towns, the population of State house areas is largely controlled by the policies of the State

Advances Corporation and the actions of the local State Housing Allocation Committee. The range of housing types is affected by the S.A.C. quotas given to the Housing Division, being organised according to the demand on the S.A.C. waiting lists rather than the theoretical needs of the 'ideal' community. The period 1958 - 64 saw the implementation of a policy of incorporating a set proportion of multi-units, often two or three storeys high. In 1958 the proportion was set at 21%, being increased in the same year to 33¹/₃% and then to 50%. From 1960 to 1963 the proportion of multi-units in the State programme was maintained at over 50% and although the building of multi-units has continued, especially in association with inner city urban renewal programmes, the policy has received declining emphasis since 1964.

The extent of the integration of State and private housing is affected by the size of the State house programme. For example, in the years 1958 - 64 when there were large annual programmes there was little surplus of sections for private sale throughout Housing Division subdivisions. Integration of State and private housing and the 'pepper-potting' of Maori Affairs housing were seen as the incidental means by which a more balanced community was being achieved within State house areas.

Until the elimination of the income eligibility limit in early 1973 and the substitution of a grading system prior to allocation of a tenant to a State house, the mix of income groups was limited (with the exception of those families living in Pool houses and certain multi-units to which the income restriction did not apply) to families with a breadwinner earning below about \$50 weekly. The number of children in an applicants family is another important eligibility consideration for a State house. Thus the mix of age and income groups within a newly completed State house subdivision is

strongly biased towards those persons most eligible for a State house - young married couples and solo parents with young children. Some single bedroom pensioner flats are found within large State subdivisions, however, detached houses predominate. The Housing Division has, however, only an indirect concern and responsibility to the occupiers of the subdivisions, tenanted houses, along with those assisted by finance from it being the responsibility of the State Advances Corporation.

The Commission of Inquiry into Housing has noted that feedback of information from the agency which learns directly about the requirements of the occupants of State houses, to the agency which plans the houses, is not adequately provided for in the present system. (Report of the Commission of Inquiry into Housing 10) There is a liaison committee between the Housing Division and the S.A.C. which meets regularly, however one community planner noted that "because our job is to build houses we don't really have to get any information" (on the occupants). Most officers felt they should know a great deal more about the type of people who were living in State house areas, however, the most common answer to the two questions (11 and 13 Appendix A) on information sources was that there were none. Technical feedback occurred during the three month maintenance period but it was felt that there was no regular feedback system with organisations only responding to specific requests for information and with feedback occurring in an unsystematic manner when things went wrong.

The town planner of the local authority and civil engineers of the Ministry of Works and local authority were quoted as those consulted in making major decisions while for special problems, various organisations were consulted. For example soils, erosion - DSIR, flooding, drainage - Catchment Boards, power and gas supply - ad hoc authorities, tree protection - Forest Service. For

conformity throughout New Zealand with government policy, proposals are forwarded to Head Office, Wellington as a technical check.

It was felt by officers that the major factor hampering experimentation and innovation within the Division was the lack of qualified staff, with the few qualified staff being overloaded. In recent years the Division has been particularly short of qualified architectural staff. One officer thought experimentation was hampered by often ill-informed criticism of the Divisions work before it had been properly evaluated and that there was not enough post-experimental research.

Among the replies to the question on how long it takes a new housing area to mature, some related the settling down process to vegetative yardsticks but most recognised the time as being dependent on the location of the housing and the attitudes of the inhabitants, for example, the number of households who purchase State homes.

General comments on the function of planning within the Division noted that planning is especially limited by the annual programme. The dominating position of the programme is borne out by a reply to the additional question: When planning a subdivision which elements receive priority attention? Could the list be ordered in terms of priority? Answer: "1. To carry out the years programme. To meet the programme of development works and house construction once told how much money is available and how many houses are to be built. 2. Scheduling of activities to meet the programme."

Case Study: Sherriff Block, Gisborne

The Setting

Gisborne has a fine physical situation on the shoreline of Poverty Bay, straddling three rivers and surrounded by hills to the north and east. The City has a population of just under 30,000 with its main economic function as a service and market centre for its

rural hinterland with a large proportion of its industrial activity closely linked to primary production.

Recent housing development in Gisborne has occurred in the eastern suburb of outer Kaiti where boundary extensions (1963 and 1971) have allowed the City to spread to the base of a row of unstable mudstone hills.³ Urban expansion into outer Kaiti has faced the physical problems of poor drainage and difficult soil types⁴ but with the Housing Division taking the initiative, engineering solutions have opened up the area for housing. (Plate I)

Gisborne has a high proportion of State and Maori Affairs housing (Table I) and over the last decade this has been concentrated in Kaiti. The Fitzgerald State housing block under Kaiti Hill was followed by the Sherriff Block, the first houses being built there in 1966. Previous State housing developments had taken place in Te Hapara and to a lesser extent, Mangapapa. Coincident with the pattern in most New Zealand urban areas, State housing in Gisborne is situated among the peripheral development and has become more obviously so in recent years.

TABLE I: HOUSE CONSTRUCTION

Year ended 31 March	Total	Gisborne City		Proportion of State housing in total New Zealand housing
		State	Proportion of State	
1963	118	54	45.7	11.3
1964	110	17	15.4	9.5
1965	160	37	23.1	8.5
1966	162	42	25.9	7.8
1967	176	44	25.0	9.7
1968	168	41	24.4	9.0
1969	156	40	25.6	8.7
1970	171	33	19.3	7.6
1971	149	40	26.8	
1972	123	10	8.1	
1973	181	39	20.6	

SOURCE: Gisborne City Council, Building Permit Files.

Gisborne Herald 1973 January 18



PLATE I: Outer Kaiti, Gisborne 1972, showing the Sherriff Block nestled against the hills and the beginnings of further urban development in the form of road construction on the left and right top of the plate.

The Planning and Development of the Sherriff Block

The Housing Division's Sherriff Block (named after a former land owner) is bounded by the former farm access Tyndall, Huxley and Lyell Roads with the original patchwork of property titles being divided by the unformed Faraday Road (Figure 5). The eastern Lyell Road end of the block commands a reasonable view over Gisborne City with the land gradually falling over 12 metres to the western frontage. The soil underlaying the block is split between Kaiti clay loam to the west and Waihirere clay loam nearer to the hill country; both soils become sticky and clog badly when wet and turn hard and fissure during dry spells.

Land purchase negotiations for the Sherriff Block area began in 1955 as part of a considerably augmented nationwide land purchase and section development programme. Before conversion to residential purposes the land was composed of several small farms and used for dairying and mixed cropping, growing maize and kumaras. (Plate II) Intensive land purchase negotiations proceeded until about 1961 by which time the present Sherriff Block had been acquired. The Housing Division has continued to buy land in the adjoining Tyndall Road area of outer Kaiti. Land planning and engineering reports were made for each property purchased (Appendix C).

Before roading and house construction could begin, the following matters had to receive attention:

1. The Sherriff Block area, then part of the Cook County, had to be incorporated within the City of Gisborne and the land zoned for residential purposes.
2. A definite decision and action had to be taken on the deviation of the Sherriff stormwater drain. Runoff from adjoining hill country catchment regularly caused the drain to overflow.



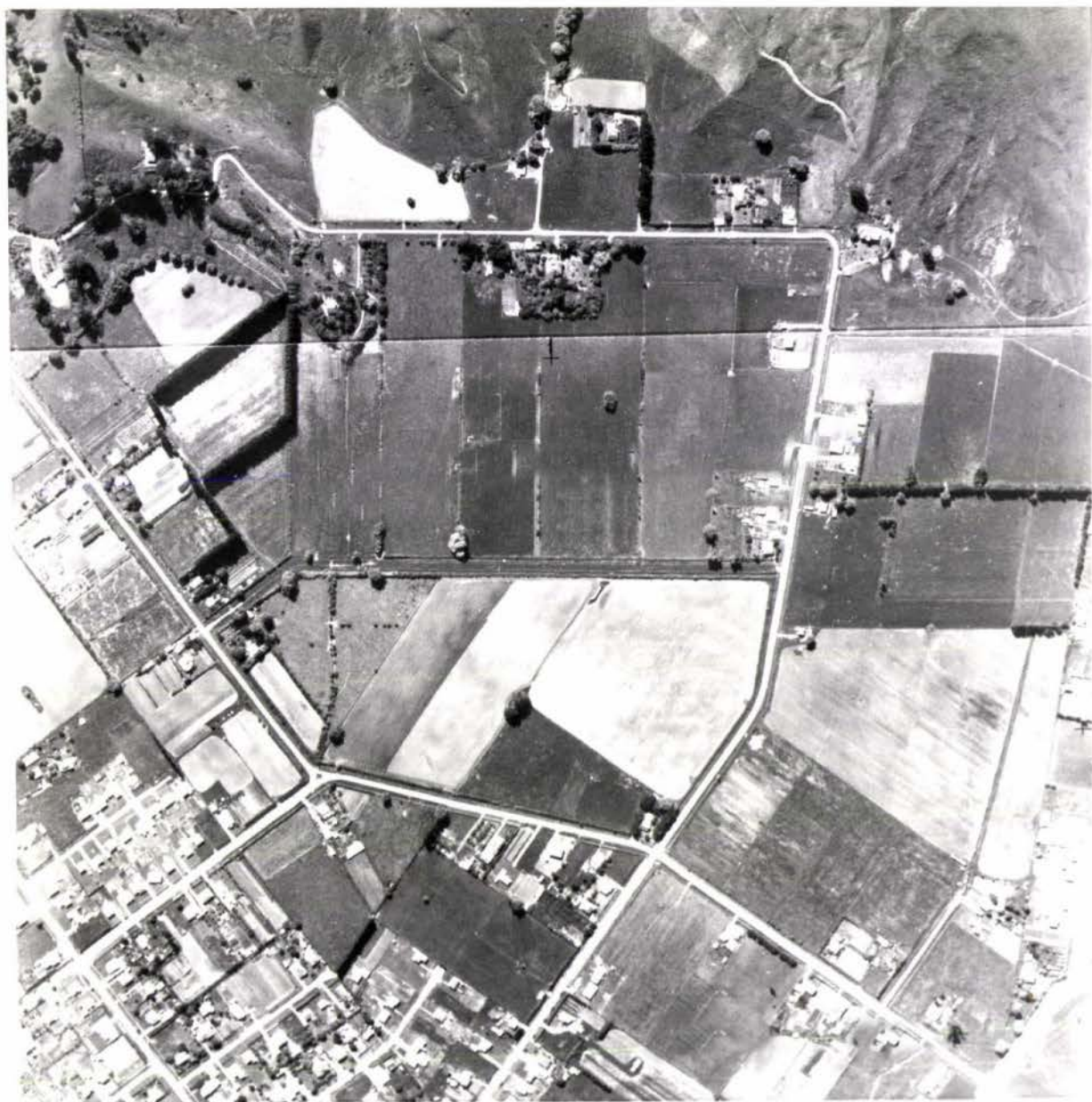


PLATE II: The Sherriff Block area in November 1958 under rural land use, showing the unformed Faraday Road (in centre) and the Sherriff homestead, surrounded by a number of specimen trees (top centre)

3. A scheme plan of subdivision had to be prepared and approved by the local authority.
4. Engineering plans and estimates had to be prepared in order that financial programming could be made.

The problem of the overflow of water from Sherriffs drain had been investigated by the Poverty Bay Catchment Board as early as 1951 but no action was taken until the Housing Division purchased land in the vicinity and required its diversion in order that residential development could proceed. The drainage problems were remedied by 1961 and the area was brought into the City by a boundary change in 1963, being zoned residential when the Gisborne City district planning scheme became operative in January 1964.

Tentative subdivision scheme plans for the 36 hectare area (Figures 6 and 7) had been prepared at the time of land purchase and these were now elaborated in greater detail for the area south of Sherriffs drain and bounded by Lyell, Huxley and Tyndall Roads. As occurs with many subdivisions, especially when there is a time delay (in the case of the Sherriff Block, over 10 years) between preparation of the first scheme plan and commencement of construction work, several alternative scheme plans were prepared for the layout of streets, sections and sites for other facilities.

Between 1955, when scheme plans were first prepared in conjunction with land purchase and 1964 when construction work commenced, State housing policy passed through the period when multi-units were emphasized and in the technical field, entered the era of underground power and telephone. All scheme plans made provision for a secondary school and considered the closing of the unformed Faraday Road necessary. The early scheme plans (Figure 6a & b) acted as rough guides to the economics of developing the area while changes in later scheme plans illustrate the declining emphasis



Figure 6:
Sherriff Block, Scheme Plans



Source:
Ministry of Works,
Housing Division,
Palmerston North

100 metres

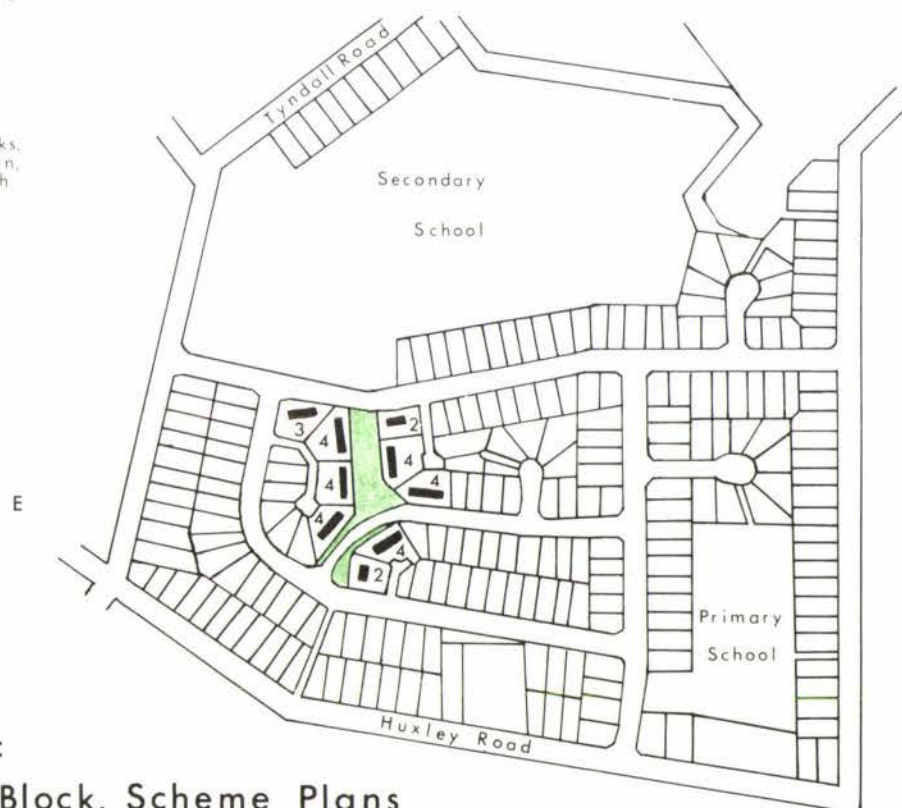


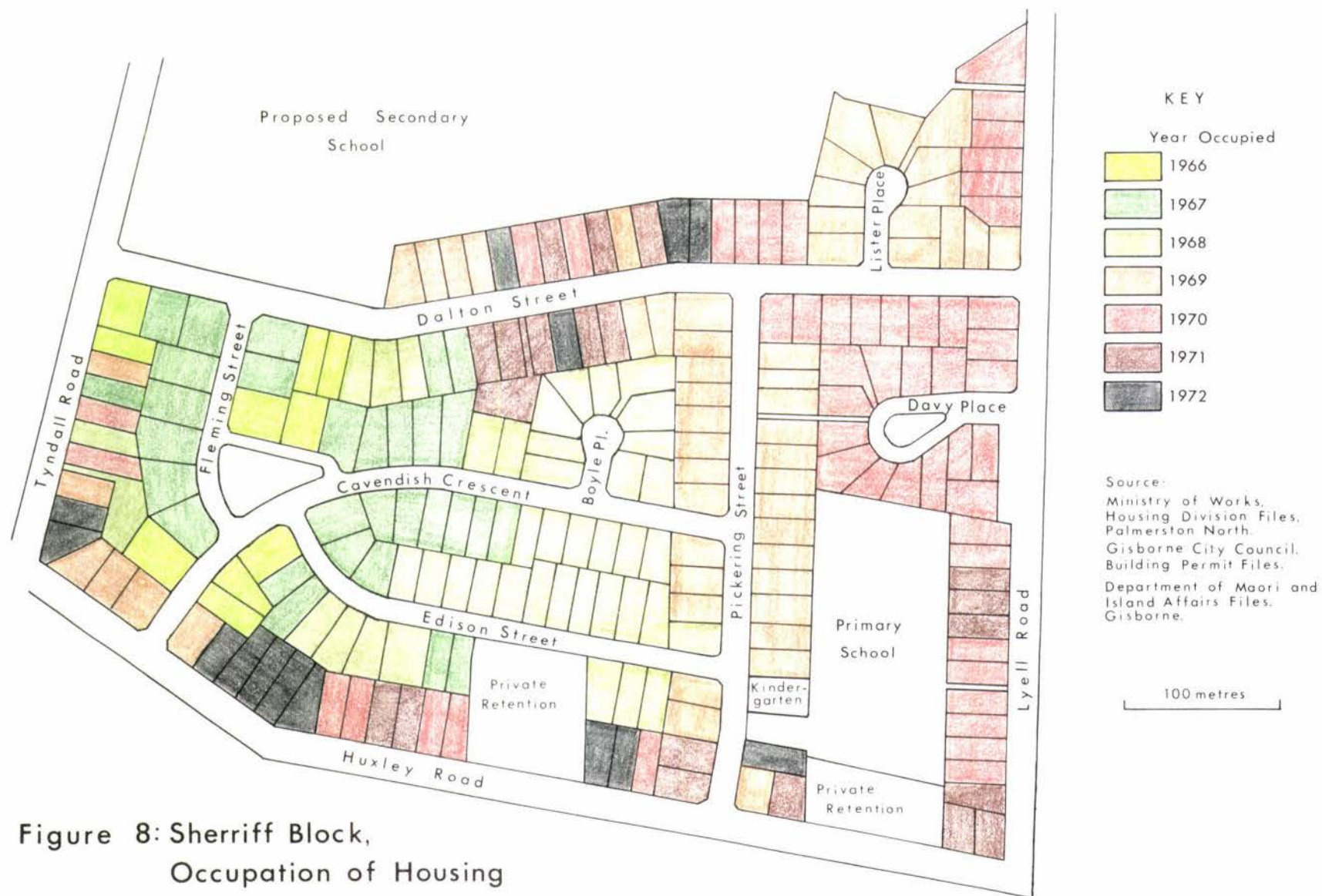
Figure 7 :
Sherriff Block, Scheme Plans

on multi-units in the government housing programme and the necessity for a recreation reserve in such a large area of housing. One early scheme plan (Figure 6b) recognised the need for a neighbourhood shopping centre in outer Kaiti but this proposal lapsed with the building by private enterprise of the Kaiti shopping mall in Wainui Road, one kilometre from the Sherrif Block.

The alternative scheme plans containing a larger proportion of multi-units also contained a pedestrian street surrounded by higher density housing. The concept of the pedestrian street was introduced in the plan for the Taita state housing area in 1959 and was brought about by an increased concern for pedestrian safety and a need for greater open space surrounding multi-unit developments.

The Gisborne City Council (since the proposed subdivision was to be included within the City, the Cook County Council passed the scheme plans to the City for appropriate comment) objected to a number of features displayed in schemes c, d and e (Figures 6 and 7). The main undesirable design element was the roading layout which resulted in a circuitous route for the majority of residents travelling between their homes and the city centre. The Council considered the subdivision should be redrafted and in conjunction with a redesign for greater traffic convenience, take account of the predominant south-west fall in the land to allow more efficient servicing and drainage and minimise the number of sewers and stormwater drains crossing residential land.

The pedestrian street was criticised as being difficult to maintain while the rear service lanes were regarded as lending themselves to congestion and unsightliness. It was recommended that if the road pattern remained as proposed, the pedestrian access-way from the interior streets to Huxley Road, would be better located nearer Tyndall Road. At the time of this comment, 1962, a



**Figure 8: Sherriff Block,
Occupation of Housing**

neighbourhood shopping zone was proposed for Tyndall Road, south of Huxley Road and it was felt the accessway should provide a more convenient route to this centre. A smaller commercial area was also considered necessary within the Sherriff Block.

The final scheme plan (Figure 8) approved by the City Council in early 1964, took into account the rearranged area for a secondary school (as shown in Figure 5 the Education Department originally purchased land on the corner of Tyndall and Huxley Roads) and the land required by the Hawkes Bay Education Board for a new primary school. The scheme also provided for a kindergarten site, adjacent to the primary school. The change in government policy reduced the number of multi-units finally erected in the Sherriff Block compared with previous scheme plans while the problem of the increased cost to the City Council of maintaining the street resulted in the deletion of the 'pedestrian street'.

The final scheme was laid out in a manner which:

1. preserved some of the specimen trees in the area of the old Sherriff homestead in Lyell Road. The Forest Service was consulted and the preservation achieved through the judicious cul-de-sac design of Davy Place.
2. Introduced a pattern of streets characterised by wide radius curves and T intersections.
3. Provided for a triangular reserve at the conflux of three streets in the portion of the block where most of the semi-detached and multi-unit housing was erected.

The total number of household units provided for by the Housing Division in the Sherriff Block was 242 with 17% of this number being semi-detached and multi-unit housing. The engineering site works for the block were split into three stages for financial programming while housing construction (by the Housing Division and

on sections released to the Maori Affairs Department and private housing) was spread over the years 1966 - 72 (Figure 8 and Plate III) With one exception, the semi-detached and multi-unit housing was erected in the first two years that housing construction occurred, 1966 and 1967, reflecting the tail end of the multi-unit policy and government concern for the spread of urban development over agriculturally valuable land. A dairy was erected on the corner of Tyndall and Huxley Roads in 1969 but the proposed purchase of two sections near the same corner for the purpose of a church and church hall or parsonage, did not eventuate and the sections were used for housing.

The primary school was erected and operating by 1968 and the kindergarten was opened in April 1973 while the Gisborne High School Board does not intend to have the secondary school in operation until about 1980. The primary school site in the Sherriff Block was the subject of Ministry of Works selection and Hawkes Bay Education Board approval. The Board is in liaison with the Housing Division and local authorities for future indications of house building and calculates the placement of its schools from the number of sections. The Board works on two children per new house with increased allowance made for State and Maori Affairs housing where greater densities prevail.

The reserve contribution on the subdivision paid by the Housing Division to the City Council was, with the exception of the triangular reserve in the centre of the block, paid in cash. Housing Division policy required the money be spent in close proximity to the subdivision and the Council initially stated it was to be used on a reserve designated on the district planning scheme just south of Huxley Road. The reserve contribution was eventually used to purchase 2.8 hectares on the corner of Wainui Road and Worsley Street (1.4 kilometres from the Sherriff Block) which was considered by the Council a better area



PLATE III: The Sherriff Block in May 1967, nearing the completion of Stage II of the three stage development.

from the viewpoint of a recreation reserve in that it lended itself to better drainage (Figure 9)

All roads within the Sherriff Block were sealed and laid out with kerbing, footpaths and grass berms. However the City Council in its approval of the subdivision required no monetary contribution towards the upgrading of surrounding roads and services. The Council has since changed its policy to require a contribution but it is only gradually completing the work on Tyndall, Huxley and Lyell Roads. Lyell Road and a portion of Huxley Road remain unsealed with open stormwater drains and no footpaths, a condition the remainder of Huxley Road and Tyndall Road have recently been upgraded from.

A press report at the time earthworks commenced on the Sherriff Block stated that the "location and planned layout of the block with its backdrop of rising ground, will present a good opportunity for street planting with suitable types of trees and shrubs and the creation of a garden suburb environment (Gisborne Herald 1964 January 27). Two factors in the development of the subdivision have mitigated against the creation of such an environment:

1. topsoil was skimmed off portions of the area now under housing and deposited on the secondary school site.
2. underground services were laid in such a manner under the berms that street tree planting could not take place.

Housing Division and the Planning Process

The above outline of the planning operations of the Housing Division along with the case study, tend to endorse the statement in the introduction to this thesis, that the planning process of the Housing Division for its residential subdivisions is not one based on a theoretically rational model but on a series of ad hoc decisions framed by current government policy and derived from the accumulated experience of the personnel involved.

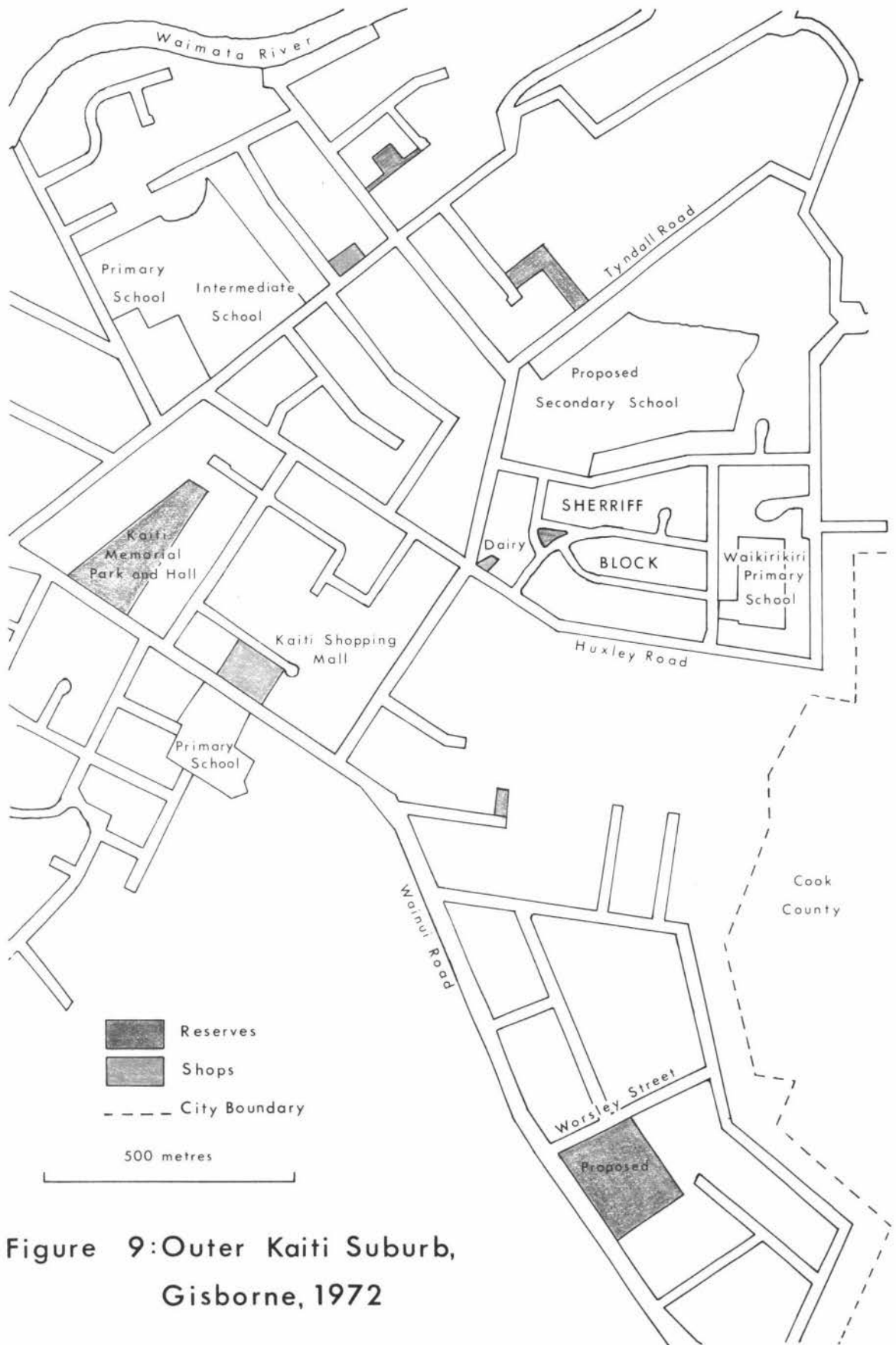


Figure 9: Outer Kaiti Suburb,
Gisborne, 1972

In the case of the Sherriff Block (confirmed to have national applicability by the questionnaire of Housing Division staff) no conscious attempt was made to follow a rational-comprehensive process as outlined in Chapter One. The separation of the authorities for housing construction and housing administration accentuates the paucity of research, experimentation and feedback and makes difficult the adoption of an advocacy planning approach where a special understanding of the needs and desires of disadvantaged groups in society is required. For the Division to pursue a systems approach to planning, goals and objectives would have to be more clearly enunciated and related to one another. At present there is a gap between the limited goal formulation that has taken place and specific project proposals. The Housing Division is uncertain of what it wants to create and is creating, in terms of residential subdivisions and how state house areas integrate with the different urban units throughout New Zealand.

The Division's planning activities appear to most closely model the descriptive theories of Lindblom and Simon but even for an incremental or 'satisficing' approach to achieve progress, feedback, experimentation and the elaboration of simple goals are required. The main relatively simple goal of the Division could be described as: to provide shelter for those who cannot help themselves as derived from policy outlined at the inception of State housing 1936-7 and at its reorientation by the National government in 1950. Before the design and construction of the first State houses in 1937, several aims and principles basic to the scheme were established. These have been summarised as follows:

1. Houses were to be of high quality construction, at least up to the standard of, and preferably better than, the houses inhabited by ordinary citizens.

2. House designs were to be considered individually. Each house erected in any one street was to have a different elevation and every attempt was to be made to avoid the label of Government ~~mass~~-produced house.
3. Houses were as far as possible to be built of materials produced or manufactured in New Zealand. The housing scheme was viewed as a means of utilising the country's material and labour resources.
4. The houses would be for rental purposes and were not intended for sale, because investigations had shown that the housing shortage was being experienced most acutely by those who for various reasons were unable or unwilling to finance the purchase of a property. (Hunt 4)

Despite the changed role of State housing in New Zealand, from one of meeting a nationwide housing shortage caused by the depression to one of providing housing for those incapable of securing it through other means, there has been no detailed reclarification of goals and objectives relating to State housing. The questionnaire of Housing Division Staff revealed that to many employees the main aim of the Division was to produce houses and sections according to an annual programme and was not even at the level of abstraction of the goal noted above.

Lindblom's administrator after either explicitly or without conscious thought, having outlined the main simple goal, recognised that this aim might be compromised or complicated by only a few other goals. Subsidiary goals of the Housing Division are to produce its sections and houses at an economic cost, in accordance with certain engineering and planning principles and to the satisfaction of its client government departments. Lindblom states the administrator would in fact disregard most other social

values as beyond his present interest. Were he pressed, he would quickly admit that he was ignoring many related values and many possible consequences of his policies. The statement by a Housing Division staff member that it is the Division's task to implement a government policy aimed at producing houses and not planned communities exemplifies Lindbloms description of a disregarding of consequences and limitation of alternatives.

The Lindblom administrator would then outline those relatively few policy alternatives that occurred to him. In comparing his limited number of alternatives, most of them familiar from past controversies, he would not ordinarily find a body of theory precise enough to carry him through a comparison of their respective consequences. Instead he would rely heavily on the record of past experience with small policy steps to predict the consequences of similar steps extended into the future. The evolution of the final scheme plan for the Sherriff Block can be seen as having been developed in the above manner.

Lindbloms administrator would find that the policy alternatives combined objectives or values in different ways. For example, one policy might offer shelter for all those who could not help themselves at the cost of not being in accordance with accepted planning principles; another might provide shelter for a reduced number but with planning principles being fully adhered to.

The final selection of policy would combine into one, the choice among goals and the choice among instruments for reaching goals. It would not, as in the four approaches to the planning process described in Chapter One, choose the means that best satisfied goals and objectives that were previously clarified and ranked. As the administrator expected to achieve their objectives only partially,

they would expect to repeat endlessly the sequence just described, as conditions and aspirations changed and as accuracy of prediction improved.

The similarity between the policy making process of Lindblom's administrator and the planning and development activities of the Housing Division appear quite marked. The next chapter makes a tentative assessment of the planning of the case study subdivision.

NOTES

1. The cost of labour and materials for the average State house increased by just over \$500 1971-2 and by \$600 1972-3. The average tender prices for the year ended 13.3.73 were Auckland \$11,185; Wellington \$12,000; Christchurch \$10,530. (Ministry of Works, Housing Division Annual Reports 1972, 1973)
2. While being upheld by the Commission of Inquiry into Housing the balanced community idea has been criticised as being based on a false Utopian glorification of a village way of life whereas modern urban growth is described as producing an inevitable social diversity which is alien to the community ideal of small tightly knit local groups (Johnston 1973a,17)

It is also argued that the concentration of Maori people in State housing areas is beneficial rather than detrimental to social harmony in New Zealand in that Maori - Pakeha gang warfare does not occur in areas of high Maori population such as Porirua or Te Atatu, but in areas of relatively few Maoris such as Palmerston North, Christchurch and Dunedin. (Walker quoted in Dominion July 18, 1973)

3. The mudstone and sandstone hills which fringe Gisborne to the north, east and southeast, are natural barriers to urban expansion because of their chronic instability.
4. Construction cost comparisons have shown the development cost ratio between the raised beach sands (which underly most of western and central Gisborne) and the Kaiti clay loams to be 1 : 1.4. (Gisborne City Council, 1974a, 34)

CHAPTER THREE
ASSESSMENT OF THE PLANNING OF A
STATE HOUSE SUBDIVISION

As a continuation of the study of the planning and development of the Sherriff Block, a tentative assessment was made of the developed subdivision and the applicability of the planning process in residential development investigated. The similarity between the characteristics of the residential land development process as it has occurred in outer Kaiti, Gisborne and parts of other New Zealand cities is also analysed.

Comparison of Sherriff Block with Research on State Housing

The assessment of the Sherriff Block was aided by a questionnaire (Appendix D) of the inhabitants in which their opinions on the adequacy of the provision of certain facilities, satisfaction with living in the block and background data on the residents demographic, social and economic characteristics were gathered (Appendix E). The physical, demographic and social characteristics generally conformed to the research findings on State housing in other parts of New Zealand. Six main areas of similarity were distinguished. Research noting similar characteristics is marked in parenthesis.

1. A visual uniformity leading to monotony due to the creation of large blocks of housing of similar age (ARA 1969, Hunt, Jackson, Pool, Seidel). The Housing Division attempted to give the Sherriff Block visual variety through the use of different external sheathings, roof pitches, colour schemes, depth of front yards and orientation of the houses to the street, however compared with other Gisborne suburbs, including several of the earliest State housing areas, the Sherriff Block is low in visual amenity.

Despite a good tree growing climate and soil, the State house areas in outer Kaiti still have a stark appearance, in part

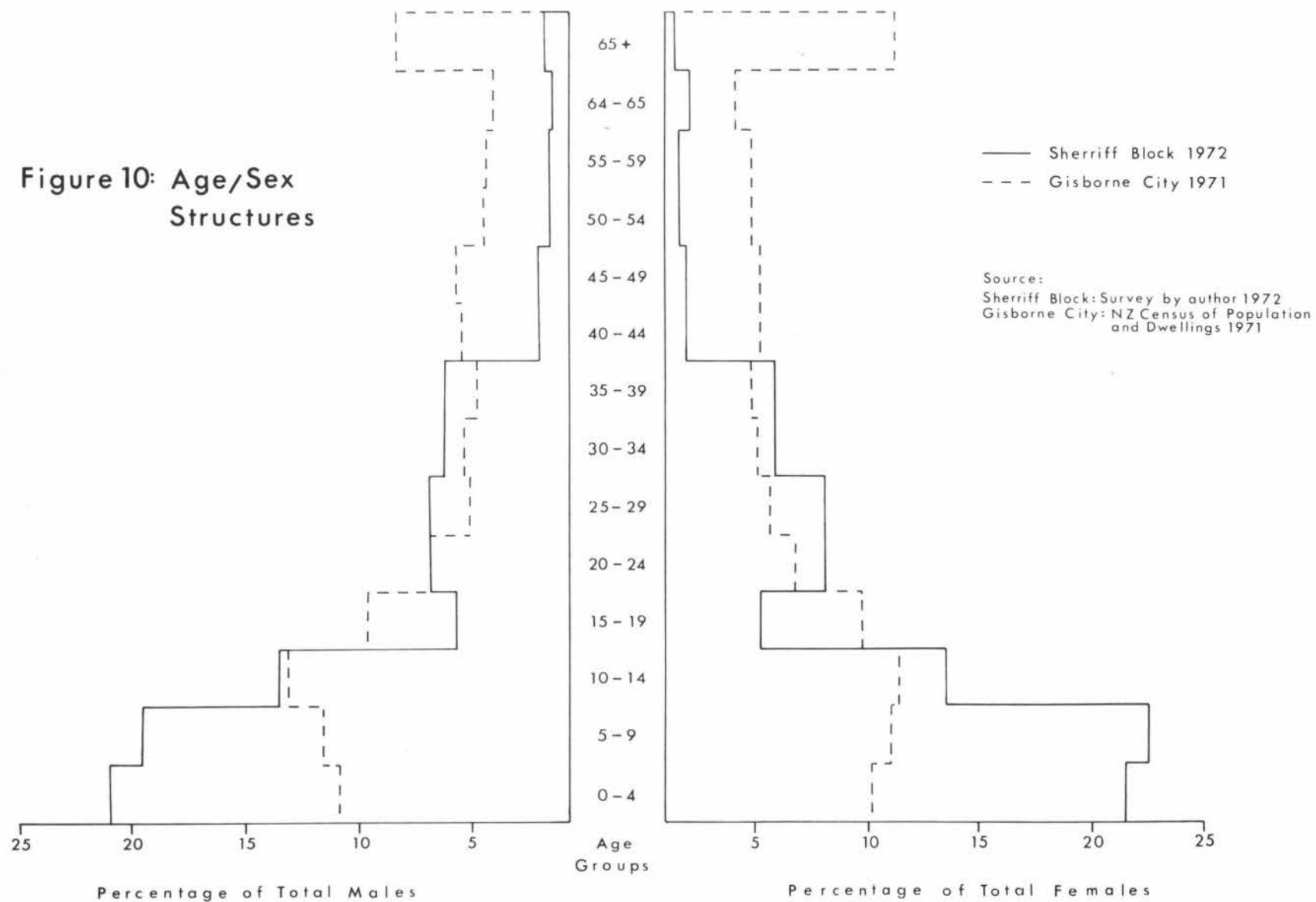
due to the lack of trees. The Gisborne City Council has given trees away free to Sherriff Block households. However, vandalism has been a problem for some residents growing trees in their gardens (Gisborne Herald, 1973, Jan 3) Street planting in the Sherriff Block has been rendered impossible by the installation of underground services under the berms, a mistake the Gisborne City Council is not allowing to be repeated by requiring the position of street trees to be marked on the engineering plans to be approved with each new subdivision.

2. A rapid population growth in the early years of the housing subdivision is experienced (Hunt, Pool). State house areas contain some of the cheapest housing in the New Zealand city and young married couples, especially those already with children, are among those who most easily qualify for such housing. Eighty percent of the household heads interviewed in the Sherriff Block were married with 29% in the first six years of their marriage. State Advances Corporation loan policy makes the purchase of existing houses difficult for married couples with limited finance and this encourages their movement into the new State and private low-cost housing areas. The traditionally larger families of low socio-economic and Maori people combines with the fact that large numbers of households at the beginning of their marriage cycle are grouped together over a short number of years, resulting in a rapid population increase for that suburb.

3. A consequence of the rapid population growth is the formation of an unbalanced population age structure (ARA 1969, Hunt, Pool, Seidel, Wards). Figure 10 shows that the Sherriff Block has acted as a draw to young married couples in their twenties and thirties with children below the age of nine.

This population bulge is at present putting pressure on

Figure 10: Age/Sex Structures



pre-school and primary education and recreation facilities but as the children move into older age groups, education, recreation and other facilities serving them will face a corresponding pressure while facilities for the younger age groups could become under-utilised.

4. The inhabitants of State house areas have a low socio-economic rating. At the time of the survey of the Sherriff Block the income limit on applicants for State housing was in force while seasonal unemployment in Gisborne was high, however, the above statement on the socio-economic rating of State house areas is equally applicable to the Sherriff Block. The head of 10% of the households interviewed was unemployed while the occupations of those who were employed fell mainly (86%) into the bottom three categories of a six tier socio-economic index of occupations based on levels of income and education from the 1966 census. There was a marked lack of professional, self-employed and white collar occupations, with people from these employment groups being found almost exclusively in the Pool houses.

5. The concentration of Maoris in State house areas was also found in the Sherriff Block. The 1971 census found the proportion of Maoris in Gisborne City to be 20% while the proportion of heads of household and wives classifying themselves as Maori in the Sherriff Block was 55%.

6. State house areas contain a concentration of households lacking one spouse (Hunt). The 1971 census showed Gisborne had a higher proportion of legally separated, widowed and divorced people than found nationally and as the proportion of these people among the applicants for State rental accommodation has been increasing in recent years, so there was a concentration of households lacking one spouse in the Sherriff Block.

Some Factors Affecting Satisfaction with Living in the Sherriff Block

Table II shows the response to the general questions on whether residents liked living in the Sherriff Block or not. The response appears much more decisive than that found by Hunt in Takaro, Palmerston North.

TABLE II. RESIDENTS ATTITUDE TOWARDS THE SHERRIFF BLOCK AND TAKARO

	SHERRIFF BLOCK		TAKARO	
	Number	Percentage	Number	Percentage
Like	152	70	44	44
Qualified Like	26	12	23	23
Qualified Dislike	4	2	1	1
Dislike	35	16	8	8
Neutral	-	-	21	21
No opinion	-	-	3	3
	217	100	100	100

Source: Sherriff Block - survey by author 1972

Takaro, Palmerston North - Hunt, 72

Further questions attempted to find out some of the factors which made people feel positively or negatively about living in the Sherriff Block while the main problem facing this aspect of the investigation was isolating the residents feelings of features of the Sherriff Block over which planning had a measure of control. Time did not permit definitely isolating (if it is possible) those factors which affect peoples like or dislike about any New Zealand housing environment or those likes or dislikes which were peculiar to State house suburbs or the Sherriff Block although some of the later were clearly identified.

Within the limits of the information derived from the questionnaire, the background characteristics of those who stated

they liked or disliked living in the Sherriff Block have been listed in Table III.

TABLE III CHARACTERISTICS OF HEADS OF HOUSEHOLDS WITH GREATER THAN TOTAL PROPORTIONS DISLIKING OR LIKING LIVING IN THE SHERRIFF BLOCK

The percentage, greater than the total population is in parenthesis.

DISLIKE

1. Yes, have plans to leave the Sherriff Block (over 30)
2. Rate previous accommodation better (22)
3. Living in Pool house (10)
4. Pakeha (9.3)
5. Wife received over 3 years secondary school education (9)
6. Previous residence, the North Island (excluding Wellington, Hutt, Auckland and East Coast counties) (7)
7. Unemployed (6.7)
8. Over three years secondary school education (6)
9. Number in household 1 - 3 (5)
10. Living in single storey semi-detached house (5)
11. Aged under 39 (3)
12. Have vehicular transport (2.5)
13. First tenant (2.4)
14. No others in household (2)
15. Rented accommodation (2)
16. Own television (2)
17. Lived in Sherriff Block up to 2 years.

LIKE

1. Wife no secondary school education (18)
2. No plans to leave the Sherriff Block (15)
3. Do not own T.V. (15)
4. Rate previous accommodation worse (12)
5. Others in household (12)

6. Number in household 7 - 14 (12)
7. Privately owned accommodation (10)
8. Retired (10)
9. No secondary school education (9)
10. Aged over 39 (8)
11. Owned accommodation (7)
12. Lived in Sherriff Block over 3 years (6)
13. Previous residence the East Coast counties (4.5)
14. Maori (4.5)
15. Second or more tenant (4)
16. No transport (5 in qualified like)

Source: Survey by author, 1972.

Housing

Background information on housing administration is outlined in Appendix E and Figure 11. The Sherriff Block survey contained no questions about house interiors, the investigation of the complex relationships involved requiring separate inquiry and being predominantly in the realm of an architect rather than a planner.

Table IV outlines the response to questions on house and section size. The number of residents interviewed who thought their houses too small corresponds closely with the results of the numerical comparison between the number in the household and the number of bedrooms. At a ratio of 2 people per bedroom (which does not take into account age or sex imbalances within households) 35 or 16% of households were classified as overcrowded. Five households had one bedroom empty under the above ratio, so that rearrangement of households within the Sherriff Block (if it were possible) would not greatly diminish the number of households who found their houses too small.

TABLE IV RESIDENTS OPINIONS OF HOUSE AND SECTION SIZE

	House		Section	
	Number	%	Number	%
Too big	4	2	16	7
Too small	46	21	36	17
The right size	167	77	165	76
	217	100	217	100

Source: Survey by author, 1972.

Thirty-five (16%) households had other people such as relatives or friends staying with them, however, this phenomenon did not appear a cause of overcrowding nor a source of discontent with the families physical surroundings. Out of the 35 households, 28 were Maori, 7 were Pakeha while 8 thought their homes too small, 3 thought their sections were too small and only 1 disliked living in the Sherriff Block.

In reply to general questions on the housing environment several residents commented that they thought their street or locality was different and better than the remainder of the Sherriff Block 'over there' or 'down there'. Some residents gave reasons that it was not as wet in winter where they were because of greater elevation or that their street contained a high proportion of private houses unlike the area of one and two storey multi-unit and semi-detached housing surrounding the grassed reserve which was generally the object of their comparison. The area surrounding the grassed reserve rated lowest in visual amenity of the different sections of the Sherriff Block (Plate IV).

The number of tenancy turnovers was highest in multi-unit and semi-detached housing, although this was influenced by the fact that these houses were among the first built in the Sherriff Block. A survey by the State Advances Corporation concluded that evidence



PLATE IV: Two-storey semi-detached housing overlooking the triangular recreation reserve for the Sherriff Block.



PLATE V: Specimen trees which formerly surrounded the Sherriff homestead, retained through judicious cul-de-sac design (Davy Place)

supported the hypothesis that a high rate of tenancy change indicated a degree of dissatisfaction with present accommodation. (State Advances Corporation 1971, 9) The above study found a preference for single detached housing with duplexes, star flats and multi-units being the most unpopular although this preference did change with location with medium and high density housing receiving a much more favourable response in inner city locations.

A possible reason put forward as to why there is a high turnover of occupants in semi-detached and multi-unit State housing is that the range of housing becomes more acceptable to its occupants the closer it approaches, in form and finish, the type of house associated with the more financially secure families, i.e. the isolated 'family' home of conventional appearance (The Physical Environment Conference 198) It is suggested that medium density and experimental new forms and ranges of housing (such as clusters or terraces) are inappropriate for 'low-cost' suburbs because they do not look like 'real' houses and have become associated with the transient and the feckless. It is generally not possible to purchase State units or flats because of the difficulty of securing separate titles (the Unit Titles Act 1973 is designed to overcome this problem) and thus areas of this type of housing have not mellowed in the manner of State suburbs where large numbers of houses have been purchased, for example, Orakei, Auckland. The untested hypothesis that areas of State housing with the highest tenant turnover form concentrations of tenants with serious problems and disadvantages (because these tenants receive priority for State housing by the Allocation Committees) would tend to reinforce the above stereotype of the inhabitants of medium density housing.

Observers of State house areas often note the number of 'old bombs', some immobile, on streets and sections. The

distance of most new State house suburbs from the city centre and areas of employment and the often poor public transport service has meant many State house residents require motor transport which is often of the 'old bomb' variety because this is the cheapest to purchase. Although houses in the Sherriff Block were sited on the section so that a vehicle had access to the rear, street crossings were only installed from May 1970 and paved double concrete strips from May 1972. Of the 146 households surveyed who had vehicular transport only 8% (12) had garages or carports while 3% (4) of households used double concrete strips, 55% (81) parked their vehicles on the section and 34% (49) left their vehicles in the street. The government has now recognised that State house tenants own cars and is spending money on street crossings for existing houses and providing carports or garages with new State dwellings.

Shopping

Planning can allow shopping centres to be located in conjunction with educational, recreational and community facilities to emphasize neighbourhood identity, allow multi-use of car parks and toilet facilities and provide greater convenience for residents and economic advantages to businesses by locating shops and other neighbourhood commercial services at the centre of shopping catchments. Shopping facilities have not, however, developed in this manner in Kaiti, but have occurred in a piecemeal fashion as firms thought the demand made development economically profitable and on sites secured on the whims of the real state market, not at locations based on the above criteria.

The survey revealed that 58% of residents interviewed regarded the dairy as inadequate for serving the Sherriff Block area while the Kaiti Mall in Wainui Road (Figure 9) was regarded as adequate by over three-quarters of those interviewed. The main complaints

about the Mall were that it was often overcrowded on late shopping nights and lacked a butchers shop. Shops at least half a kilometre away from a new subdivision were considered to be too distant by the Town and Country Planning Appeal Board. (Robinson, 38)

Approximately 22% of the houses in the Sherriff Block are situated beyond this distance from the dairy at the corner of Huxley and Tyndall Roads.

Education, Community and Recreation Facilities

As outlined in Chapter Two, the Sherriff Block contains the Waikirikiri primary school, the Pickering Street Free kindergarten, land set aside for Gisborne's fourth State secondary school and a small triangular reserve. The layout and location of these facilities has not been to the best advantage of outer Kaiti. Where street frontage is provided, school grounds can be used to enhance the visual amenity of a neighbourhood, however, Waikirikiri is almost completely surrounded by houses. The size of the playgrounds and number of classrooms has also been inadequate to cope with the large number of children.¹ The fact that 78% of those interviewed thought the primary schools were adequate for the Sherriff Block indicates a low level of understanding of the situation in the primary schools in outer Kaiti, the assumption being made by the residents that because there are primary schools in outer Kaiti that they are adequate.

TABLE V: RESIDENTS ATTITUDES ON EDUCATION, COMMUNITY AND RECREATION FACILITIES SERVING THE SHERRIFF BLOCK

	Kindergarten		Primary School		Secondary School		Community Facilities		Recreation Facilities	
	No.	%	No.	%	No.	%	No.	%	No.	%
Adequate	50	23	169	78	111	51	68	31	16	7
Adequate with qualifications	20	9	9	4	13	6	22	10	10	5
Inadequate	108	50	18	8	62	29	97	45	187	86
Don't know	39	18	21	10	31	14	30	14	4	2
	217	100	217	100	217	100	217	100	217	100

Source: Survey by author 1972

Of the education facilities, preschool services were regarded by the greatest number of those interviewed as inadequate. At the time of the survey the Establishment Committee for the Pickering Street Free Kindergarten was raising money and in April 1973 the kindergarten was opened. A grant from the Maori and Island Affairs Department (because of the urgency of the project and the high proportion of Maoris in the area) supplemented the two-thirds grant from the Education Department and the \$2600 raised by the Committee.

The opening of the kindergarten highlighted the shortage of community facilities in outer Kaiti, the nearest public hall being 950 metres distant from the Sherriff Block, sited adjacent to the major reserve for outer Kaiti. It was reported (Edge 1973 April) that the Kindergarten Association did not see the kindergarten as having any other role in the Sherriff Block and five applications by organisations seeking to use the kindergarten had been turned down for the following reasons:

1. expensive kindergarten equipment could not be locked away and breakages were not claimable under the insurance policy;
2. if let out to one organisation, the demand would not stop because of the shortage of facilities in the Sherriff Block area.

Recreation facilities were considered inadequate by a high proportion (86%) of those people interviewed. The District Planning Map (Gisborne City Council 1964b) showed a reserve designated on the land across Huxley Road to the south of the Sherriff Block but the reserve contribution paid by the Housing Division was used by the City Council to purchase land about 1.5 kilometres to the south-east in Tamarau. Figure 9 shows the paucity of recreation reserves in outer Kaiti, a situation slightly alleviated by the erection of a stile over the fence at Dalton Street into the proposed secondary school grounds and the granting of permission to children to play there. However there was trouble when dogs following the children annoyed the cattle of the lessee and an area adjacent to Dalton Street was eventually fenced off and play equipment erected on it by a city service club. (Plate VI)

The continuing erection of houses both State and private on land nearby the Sherriff Block, has accentuated the lack of recreation facilities. The incorporation of a pedestrian street, as provided for in several rejected scheme plans would have given the Sherriff Block a useful recreation asset. Although described as bare and uninteresting in Otara (Seidel 24) pedestrian streets in Porirua, Stokes Valley (Melser 56) and Takaro (Hunt 21) were found to be operating successfully and to be of particular benefit as a safe play area for children.

The grassed reserve in the centre of the block, surrounded by streets is 1694 square metres (the size of a large residential lot), an area totally inadequate for the population density and



PLATE VI: The temporary recreation area on Education Board land. Childrens play areas in Kaiti have ranked low on the Gisborne City Council's priorities.



PLATE VII: Detached State houses adjacent to the kindergarten and primary school showing different exterior cladding and roofing materials. The well maintained gardens and lawns are typical of most residences in the Sherriff Block.

scale of the recreation catchment it services. It has been maintained (P.N.C.C. 28) that the Housing Division's policy with respect to land for reserves has been 1.6 hectares for active recreation per 1000 people and 1.2 hectares for passive recreation for 1000 people with these figures approximating to 1 in 12.5 hectares and 1 in 18.5 hectares of urban development respectively. On this basis the Sherriff Block, with over 1000 people and covering about 20 hectares should have 1.6 hectares for active and 1.2 hectares for passive recreation and not the 1694 square metres mentioned above.

Residential Development

The foregoing paragraphs have described how a high proportion of residents interviewed in the Sherriff Block felt that its recreation and corner dairy facilities were inadequate with 45% feeling similarly about community facilities. With the advantage of hindsight the schools, small reserve and dairy existing in the Sherriff Block would have been better grouped together to form the basis of a neighbourhood centre with which inhabitants could identify and which was convenient, safe and interesting for the residents along with promoting physical and social interaction among households. With regard to traffic planning, analysis of Figure 9 shows that the curvilinear roading system is not part of an integrated hierarchy of streets for Gisborne City but forms an awkward illogical pattern producing neither a defined residential 'environmental' area nor an efficient movement of traffic between suburb and city centre.

Why should the above situation arise and the Sherriff Block come to be known as a problem area with a depressed real estate market?² How did this come about under an operative district planning scheme with one of the major subdividers in outer Kaiti being a government department containing a community

planning section?

Residential development throughout New Zealand under the first district planning schemes (the Town and Country Planning Act was passed in 1953, Gisborne City's district scheme becoming operative in January 1964) has been a product of blanket zoning methods which did little more than identify suitable housing areas. The district scheme left much of the outlining of detailed development to the independent decision-making of several unco-ordinated agencies. The separate concern of agencies for land subdivision, the location of schools, the layout of main traffic connectors and the provision of utility, recreation, shopping and community services, has resulted in a haphazard development process, aspects of which occurred in outer Kaiti.

The New Zealand residential development process of recent years has been described by the Commission of Inquiry into Housing as follows: "the broad elements of communications and community facilities have often accrued piecemeal. For instance, the main distributor roads have limped along as parts of successive subdivisions; schools and the like have been put on sites picked up, as and where possible, within residential areas and halls, churches and recreation grounds have been the subject of sporadic negotiation or an individual town planning application as scheme plans for subdivision have come forward or land has been developed." (The Report of the Commission of Inquiry into Housing 107). A causative factor in the above process is the too strong a direction of the form of development by the pattern of land ownership. A developer, whether public or private, can only subdivide that property which he owns and in the absence of wider guidelines linking the development of his property with that of adjacent ones, subdivision takes place to gain the maximum advantage for

that particular property which may or may not fit in with the most advantageous form of development for the suburb.

NOTES:

1. Personal communication with Mr F. Williams, the headmaster of Waikirikiri Primary School 27/1/73.
2. In mid 1973, lots to the south of Huxley Road adjacent to the Sherriff Block could not be sold for \$2000 while in a well designed subdivision in Whataupoko, north central Gisborne, lots were balloted at over \$4500 at a time when sections on the real estate market were in short supply. Personal communication with Mr W.S. Ballantyne, Town Planning Officer, Gisborne City Council, 18/7/73.

CHAPTER FOUR

CONCLUSION

Recent Developments in State Housing

In the later half of 1972, housing became a newsworthy topic for the first time in several years and pressure groups ensured housing became a major issue in the election of that year. The election policies on housing of the two main political parties followed past trends with the National Party placing greater emphasis on providing the means for people to own their own homes and with rental and State housing receiving greater priority from the Labour Party.

The National government had neglected the Housing Division allowing the staff numbers and vitality of the Division to decline and with the Minister of Finance desirous of phasing it out. The many detailed recommendations of the April 1971 Report of the Commission of Inquiry into Housing in New Zealand were not acted on by the National government. National Party housing policy for the 1972 election was that State houses would continue to be built to match the need with the emphasis on providing the means, particularly finance, for every New Zealander who wanted to own his own home and who was prepared to work for it, to do so.

The Labour Party, which was subsequently elected to office in November 1972, had a more detailed housing election policy based on the recommendations of the Commission of Inquiry into Housing and including a crash building programme of public rental housing. The Labour government in office has given the Housing Division a renewed sense of purpose with the increased State housing target receiving greater design attention with more scope being allowed for imagination and variety in the design, style and layout of State

houses. It is the intention of the Labour Party, as it was with the first State houses, that no more streets of stereotype State housing will be built.

The effects of a revitalised State housing programme, in conjunction with other government legislation has been the writing of environmental impact reports and the identification and preservation of historical and landscape features as part of the housing subdivision planning process, the discontinuation of wire fencing, the provision of carports or basement garages (where suitable) for all State houses and increased tree and shrub planting.

The restructuring of management of government housing activity has taken place with a National Housing Commission, to independently research and advise the government on policies relating to housing and a Housing Corporation, to implement government housing policies, having been created. The nucleus of the new corporation has been formed by a merger of the urban divisions of the State Advances Corporation, the Housing Division of the Ministry of Works and the pensioner housing section of the Health Department.

The Housing Corporation is responsible for the selection, planning, development and administration of housing land obtained by government; for the disposal of such land for private and State housing and for associated commercial, industrial and other uses; and for lending for housing. The design and erection of State rental and government department dwellings, and the administration of State housing, housing for the elderly schemes and urban renewal programmes is also the responsibility of the corporation.

The above reorganisation of government management of housing should, in theory at least, considerably ameliorate the three major problems which have beset State housing over the last

decade:

1. the lack of policy guidance - determination of goals and objectives;
2. the absence of research - feedback;
3. the lack of co-ordination between agencies involved in State housing.

The lack of policy guidance and research to find out if progress is being made towards goals has often permitted untested value judgements to achieve an unwarranted dominance (Dart).

Previous to 1973, Housing Division planning had become largely fossilised into a bureaucratic procedure for erecting houses which, in conjunction with inadequate local authority town planning, resulted in the physical and social planning problems of housing estates such as the Sherriff Block area. However, even before the recent restructuring and revitalisation of government departments associated with housing, there were examples of a more imaginative approach to the planning of new State suburbs. The design of a group of medium density houses at Birch Street, Lower Hutt and planning for the Albany basin, Auckland were evidence of the new approach. For Albany, a concept plan which fulfilled certain planning objectives was drafted in conjunction with at least nine studies of facets of planning of the Albany basin. The planning process involved close co-operation with other public bodies, particularly the Waitemata County Council and the participation of community organisations and private developers.

Structured Planning Units

A general conclusion of this thesis is the need for a planning and residential development process which results in the adequate provision of shopping, educational, community and recreation facilities. The incorporation of structured planning units within

district planning schemes would at least insure land could eventually become available for the provision of the above facilities. The use of structured planning units involves the division of areas of rural zoned land, incorporated or likely to be incorporated within an urban area, into sections or planning units. For each planning unit a structure plan is prepared, showing existing features of the unit and delineating the proposed routes of roads, bulk service networks for water, sewerage, drainage, electricity and gas and the general land use pattern within the unit, including the scale and location of shopping, schools, reserves, community facilities and industry.

Compared with past blanket zoning practices, planning of the new areas is intended to be more detailed and the dates when services will be available are intended to be more specific. The dispersal of schools and community facilities leading to minimal development of community identity and inconvenience to residents can be avoided. The bypassing of areas of land through the 'leapfrogging' of urban expansion can be curtailed, with the subdivision of each title of land being an integrated part of the planning unit.

Structured residential planning gives the opportunity to place reserves, schools and shopping facilities within a meaningful, interconnected roading and pedestrian hierarchy. Arterial routes can form boundaries to planning units with the roading system reducing in traffic capacity until the pedestrian network is reached. To achieve a better balanced community, both economically and socially, along with providing employment close to home, provision can be made for compatible light industry to be located within the planning unit. Distinctive and functional neighbourhood centres can be designed with the benefit of the complementary interaction of community facilities and suburban shops and offices. For example parking

for shopping during the day can be used by community and sporting facilities at night and on the weekend.

While the use of structured planning units will have limitations in providing the optimum design of urban areas in New Zealand (i.e. how many structured planning units can a city add to its existing form), it does have important implication for a small, slow growing city such as Gisborne. There are many similar sized cities and boroughs in New Zealand where urban growth for the next twenty to thirty years could be incorporated within structured planning units, with the consequent advantages outlined above.

The staged erection of housing for the steel mill at Waiuku is a recent New Zealand example of the benefits to be derived from elaborating aims, investigating the success with which these aims are achieved and developing new policies and measures to overcome the deficiencies found. The cost budget for the mill houses was based on State housing costs with an additional sum of about \$600 per unit to provide a carport/store, driveway (now standard State house items) and certain design features to distinguish the units from State Housing. The main success in the first stage of the Waiuku housing was the provision of a wide range of common open spaces and the overall visual quality with the main deficiencies relating to privacy, orientation and vehicle storage.

From the experience gained in the first stage the general aims for the second stage were redeveloped to include the following:

- 1.4. to ensure good orientation to all houses and to provide better insulation;
2. to provide more adequate privacy;
3. to overcome access and vehicle storage problems;
4. to deal adequately with interior/exterior relationships;

5. to improve the economy (some of the above aims involved increased costs) by increasing the number of units above normal subdivision standards and to simplify and standardise construction methods. (The greater standardisation of the houses was to be countered by improved variety in their setting in relationship to one another and to the road);
6. to provide a network of common spaces directly accessible from as many lots as possible.

The Waiuku housing has in a small way shown the worth of adherence to a more comprehensive and rational planning approach than the ad hoc process of the Housing Division.

Implications

The final implication of this thesis is that the new Housing Corporation and National Housing Authority should strive to make rapid progress in the three major problem areas (outlined above) of policy guidance, research and co-ordination. Incorporation of solutions to these problems within a comprehensive and rational planning process is suggested as preferable to further ad hoc development. An American study (Rothblatt) of the capability of an organisation (the Appalachian Regional Commission) to follow a planning model has shown that a close approximation can be obtained. There was in this case, however, one important gap between the capacity for rationality and the actual performance of the planning process: the lack of knowledge or unwillingness to operationalise goals.

Just as the development process of the Housing Division described in Chapter Two is strongly dependent on the experience of the staff involved so the new government housing organisation will be equally dependent on staff capability in performing according to a comprehensive-rational planning process. Greater individual

responsibility and acknowledgement where credit~~is~~ due could slow the process of bureaucratic stultification.

APPENDIX A: Questionnaire on State House Subdivision Planning administered to Ministry of Works, Housing Division Staff.

The Housing Division is not insensitive to public opinion on State housing (sometimes adverse, for example, a newspaper editorial described State housing as "now regarded as the last word in mediocrity". Manawatu Evening Standard, 1972, October 9.) and thus questions probing the role of planning had to be suitably worded.

The interviews were carried out by the author in June, July and August 1972. A copy of the questionnaire is reproduced below:

1. What are your main aims with housing subdivisions?
2. What are the main pre-purchase considerations for any block of land?
3. Do you seek to facilitate the creation of a social community?
4. Do you seek to integrate State house areas into the general pattern of urbanisation, especially with regards to the provision of facilities - recreational, educational, community, transportation shopping, professional services, employment?
5. Do you seek to ensure variety and choice in housing type and living environment?
6. Do you seek to ensure a reasonable mix of age groups?
7. Do you seek to ensure a reasonable mix of income groups?
8. Do you try and plan in response to local needs, desires and attitudes?
9. Do you try and minimise conflict between pedestrian and motor vehicle?
10. Who do you consult in making your major decisions:
 - (a) within the Housing Division
 - (b) outside?
11. Where do you get your information on the type of people who would be living in State house subdivisions?
12. Do you experiment in any form within State house areas? Have any proved successful and been widely adopted?
13. Do you have regular feedback of information from past subdivisions?

APPENDIX A (Contd)

14. How long do you think an area needs to mature?
15. Do you have any comments or ideas on the function of planning within the Housing Division?

APPENDIX B: Housing Division Planning Principles
 A Ministry of Works, Housing Division, unpublished cyclostyled note titled "Planning Principles to be applied to an area being developed for housing" includes the following:

STREET LAYOUT AND DESIGN

1. The street system should be logical and comprehensible. This can be achieved by reasonable repetition in the street pattern or by relating streets to topography. Where streets follow the natural drainage system of hilly country the pattern becomes clear to anybody living in or visiting the area.
2. Streets relating to topography insure the least disturbance of the landscape, are more attractive visually and allow better house siting.
3. Adequate vehicular and pedestrian access should be provided to all sections.
4. The design of streets should clearly show their function as major distributors, collector streets, or minor residential streets.
5. Residential streets are primarily for the use of the people living in houses served by them, through traffic and excessive speeds should be discouraged by their design and layout.
6. Shops, schools, churches and other generators of traffic should be placed on streets designed to cope with the extra flow.
7. Intersections should be kept to a minimum and should be spaced sufficiently far apart to avoid conflicting streams of traffic coming into contact.
8. Skewed intersections should be avoided. Where possible intersections should be designed as a 'T' and streets should meet at right angles.
9. The arrangement of streets should allow practical shapes, patterns and sizes of building lots to be attained.
10. Street trees can help to provide a more pleasant environment and should be provided wherever possible. The berms are the most suitable position for trees but where underground services preclude their use in this position, narrow planting strips can be used from the frontage of sections.

SECTION DESIGN

1. Section design should allow the house to be sited to gain maximum sunlight and view.
2. Good drainage should be provided.

APPENDIX B (Contd)

3. Sections should be sited above the street where possible to allow maximum privacy from the street and to give better views along it.
4. Section design should allow siting of the house to gain maximum visual and aural privacy from neighbours.
5. The Planner should encourage a varied cross section of proulation in large subdivisions. One way of doing this would be to provide sections of various sizes and prices to attract different classes of people. These sections could be from town house size up to two or three acres. The latter size would allow comprehensive redevelopment at a future time. Provision of half acre sections would allow a young man with a family to have a large enough section for his family when they were young and enable him to sub divide and sell parts of it as his needs became less.
6. The natural landscape should be disturbed as little as possible. Earthworks should be kept to a minimum and every effort should be made to retain good trees growing in the area.

APPENDIX C: Ministry of Works, Housing Division,
Land Planning and Engineering Report Forms

LAND FOR HOUSING

TOWN: _____ DATE OF MEETING _____

SUBURB: _____ Sections in hand: _____

Developed _____

LAND SELECTED _____ Undeveloped _____

Sections required _____

Date required for use _____

Section potential: _____ District Supervisor _____ Date _____

STAGE 2. AVAILABILITY

- (a) LEGAL DESCRIPTION: _____
- (b) AREA _____ C.T. _____ LOCAL AUTHORITY _____
- (c) OWNER AND ADDRESS _____
- (d) AVAILABILITY: (If not, comment where compulsory acquisition desirable. Necessary, degree hardship etc. _____)
- (e) PRICE: \$ _____
- (f) VALUATION: Roll/SP, G.V., Date _____ C.V. \$ _____
- U.V. \$ _____ 1. _____
- \$ _____
- (g) ESTIMATED COST OF ACQUISITION: \$ _____
- (h) Present day comparable section sale value in vicinity \$ _____
- (i) TENANCIES: (i) Tenant _____
- (ii) Premises _____
- (iii) Vacant possession, lease etc. _____
- (j) Remarks: _____

.....
District Land Purchase Officer _____ Date _____

APPENDIX C (Contd)

STAGE 5 SUITABILITYLAND PLANNER (See report, Stage 3 H.C.L.2)

YES/NO

(a) No. of Sections: _____

.....

.....

Land PlannerDateENGINEERS (See report, Stages 3 and 4 H.C.L. 2 and H.D.E.L.) YES/NO

(b) Total Cost of Development (including items on back hereof and detailed on Form H.D.E. 1, if prepared): \$.....

.....
Housing Engineer/Land Development Officer

.....
Date

(c) No. of Sections. _____

(i) Average section development cost \$ _____

(ii) Land cost (\$ _____) deducting

(\$ _____) value of buildings. Per section \$ _____

(iii) TOTAL COST Per section \$ _____

(e) This property is suitable for the Department's requirements and I recommend that it be acquired by NEGOTIATION/EXPROPRIATION.

.....

District Supervisor

Date

APPENDIX C: (Contd)

LAND PLANNING AND ENGINEERING REPORTTOWN:SUBURB:PROPERTY:AREA:SITUATIONSTAGE 3. LAND PLANNER OR ENGINEER (To complete)

(a) ACCESS AND TRANSPORT.

Distance from

(i) Centre of town: _____

(ii) Local Centre: _____

(iii) School: _____

(iv) Tram/Bus/Train _____

(b) LOCALITY:

(i) Class of dwellings in neighbourhood: Above/Average/Below

(ii) Is land detrimentally affected by Industry or Commerce: _____

(iii) Progress of district: _____

(c) BUILDINGS and/or obstructions to building operations such as
power lines, poles, old foundations, erections, etc: _____LAND PLANNER:

(d) Is preliminary scheme plan attached? YES/NO. If so, quote No. _____

(e) Number of sections obtainable: _____

(f) REMARKS:

.....
LAND PLANNER.....
DATE

APPENDIX C: (Contd)

STAGE 4. ENGINEER

(a) SUMMARY of development costs, including estimate of Form H.D.N. 1 (attached if applicable).

Total: \$ _____

(b) Number of Section _____

(c) Development cost per section: \$ _____

(d) REMARKS:

(e) This property is suitable for the Department's requirements from the Engineering development point of view.

.....
Investigating Officer

.....
Date

(f) Confirmed

.....
Housing Engineer/ Land Development Officer

TOWN PLANNING REPORT

TOWN: _____ SUBURB: _____

VENDOR: _____

LAND: _____

By-Laws: _____ Zone: _____

No. of Units: _____ Singles _____ Multi-units _____

as per _____ scheme plan _____

REMARKS: _____

.....
Land Planner

The questionnaire of the Sherriff Block was applied on a systematic basis, the 245 houses being considered too small to warrant random sampling. The author applied the questionnaire over the period July 17th to August 4th 1972, interviewing both morning and afternoon and where no member of the household was available at these times, in the evening. The response of the different housing types is shown in Table VI

TABLE VI: RESPONSE TO SHERRIFF BLOCK QUESTIONNAIRE

House Type	Actual Households	% Actual Households	Interviewed Households	% Interviewed Households
State detached	124	50.6	116	53.5
State semi-detached and multi-units	41	16.7	33	15.2
Pool	7	2.9	7	3.2
State purchased	5	2.0	5	2.3
Other Government Departments	1	0.5	1	0.5
Maori Affairs	41	16.7	31	14.3
Private	23	9.4	22	10.1
Old existing houses	3	1.2	2	0.9
	245	100.0	217	100.0

Questionnaire Response	Number	% of Total houses
Interviewed	217	88.7
Absent	10	4.0
Refused	14	5.7
Unoccupied	4	1.6
Total Houses	245	100.0

APPENDIX D (Contd)

Five of those households who were absent from their dwellings at the time of the survey lived in semi-detached and multi-unit type housing and thus this group is over represented among those householders not interviewed. From communication with neighbours, some families were absent because the head of household had an occupation which required him to live on the job - fencing, scrub cutting or agricultural contracting. The family often lived with the father away from Gisborne for extended periods, especially in the winter when seasonal industries such as Watties and the freezing works reduced their labour forces.

The standard reply from those households who refused to answer the questionnaire was that they were not interested and would rather have nothing to do with the survey. Of those households who refused 3 were Pakeha, 11 Maori; one household head was mentally ill while 5 were old retired people. The four unoccupied houses were State rental dwellings, vacant between changes of tenants.

The 217 completed questionnaires were coded for the Fact Finder programme for an IBM 1620 computer and tabulations and cross tabulations were produced.

A copy of the questionnaire is reproduced below:

Interview No.....Date.....

Morning
Afternoon
Evening

Location.....

Questionnaire (the following to be answered by or for the head of the household)

A. Family and Household Composition

1. Sex of household head

- (1) Male
- (2) Female

APPENDIX D (Contd)

2. Marital Status

- (1) Single
- (2) Married
- (3) Widowed/Widower
- (4) Living apart
- (5) Legally separated
- (6) Divorced

3. How long have you been married (if applicable)

- (1) 1 - 3 years
- (2) 4 - 6 years
- (3) 7 - 9 years
- (4) 10 - 12 years
- (5) 13 - 15 years
- (6) 16 +
- (7) Dont know etc

4. Age of head of household (circle) wife (tick)

- (1) 15 - 19
- (2) 20 - 29
- (3) 30 - 39
- (4) 40 - 49
- (5) 50 - 59
- (6) 60 - 64
- (7) 65+

5. Ethnic group of head of household (circle) wife (tick)

- (1) European
- (2) Full Maori
- (3) Part Maori
- (4) Other (specify)

6. Number of years at secondary school (circle) wife (tick)

- 0
- 1
- 2
- 3
- 4
- 5

7. Further education	No. of Years	Qualifications obtained.
----------------------	--------------	-----------------------------

- (1) Apprenticeship
- (2) Secretarial
- (3) Teachers College
- (4) University
- (5) Nursing
- (6) Other
- (7) No further education

APPENDIX D (Contd)

8. Number of people living in the house.
9. Number of children living at home (if married circle)

Age and Sex

Females	(1)	0	-	4
	(2)	5	-	9
	(3)	10	-	14
	(4)	15	-	19
	(5)	20	+	

Males	(1)	0	-	4
	(2)	5	-	9
	(3)	10	-	14
	(4)	15	-	19
	(5)	20	+	

B. Material Resources

10. Ownership of Yes No

Telephone
Refrigerator
Freezer
T.V.
Washing Machine
Vacuum Cleaner

11. Vehicle ownership (number)

Car
Truck or van
Motor cycle

12. What form of parking arrangements do you have

(1)	Garage
(2)	Car Port
(3)	Double concrete strips
(4)	On the section
(5)	On the street

C. Residential History

13. Is your house

(1)	Owned
(2)	Rented
(3)	Other (specify

14. Type of house

(1)	State detached house
(2)	State rental one-storey semi-detached
(3)	State rental one-storey multi-unit

APPENDIX D (Contd)

- (4) State rental two-storey semi-detached
 - (5) State purchased
 - (6) Maori Affairs Department house
 - (7) Pool
 - (8) Private
 - (9) Other - Retention, Departmental
- 15. Number of bedrooms
- 16. Are you the original tenant/owner
 - (1) Yes
 - (2) No
- 17. How long have you lived in the Sherriff Block
 - (1) 0 - 6 months
 - (2) 7 - 11 months
 - (3) 1 - 2 years
 - (4) 3 - 4 years
 - (5) 5 - 6 years
 - (6) 7 +
- 18. Where did you live in the six months before coming to the Sherriff Block
 - (1) Gisborne
 - (2) Cook
 - Waikohu
 - Waiapu
 - Wairoa
 - (3) Wellington Hutt
 - (4) Auckland
 - (5) Remainder North Island
 - (6) South Island
 - (7) Overseas

} Counties
- 19. What sort of accommodation did you have
 - (1) House
 - (2) Flat
 - (3) Rooms
 - (4) Other (specify)
 - (5) Don't know / N.A.
- 20. Was the accommodation shared with other families
 - (1) Yes
 - (2) No
 - (3) Don't know
- 21. How does living in the Sherriff Block compare with your previous residence
 - (1) Better
 - (2) Not as good
 - (3) The same

APPENDIX D (Contd)

(4) Don't know

In what way

22. Do you have any plans to leave the Sherriff Block

- (1) Yes, definite plans
- (2) Yes, no definite plans
- (3) Not at present but possibly in the future
- (4) No
- (5) Don't know

If yes - how soon

- (1) Under 6 months
- (2) 6 months - 1 year
- (3) 1 - 2 years
- (4) 3 - 5 years
- (5) 6 - 10 years
- (6) Over 10 years
- (7) Don't know

If no or don't know: Would you like to leave the Sherriff Block

- (1) Yes
- (2) No
- (3) Not in the near future
- (4) Don't know

23. Where applicable:

Why do you expect/would like to leave Sherriff Block

- (1) To move to own home
- (2) To move into larger house
- (3) To move into smaller house
- (4) To move into different neighbourhood
- (5) Because of a change of job - own choice
- (6) Because of a change of job - transfer
- (7) To move to own home and change neighbourhood
- (8) Other (specify)

D. Employment24. Employment of head of household

- | | |
|-------------------|---------------------|
| (a) (1) Full-time | (5) Housewife |
| (2) Part-time | (6) Unable to work |
| (3) Unemployed | (7) Other (specify) |
| (4) Retired | |

If Employed

(b) Type of work

(c) Type of industry

APPENDIX D (Contd)

(d) Location of Work

- | | |
|-----------------------|-----------------------------------|
| (1) Watties | (5) Other Gisborne |
| (2) Kaiti Works | (6) Country |
| (3) Awapuni Road Area | (7) Live on job |
| (4) City Area | (8) Dispersed throughout Gisborne |

(e) How long does it take you to get to work

- (1) 0 - 4 minutes
- (2) 5 - 9 minutes
- (3) 10 - 14 minutes
- (4) 15 + minutes
- (5) Various times

(f) Method of travelling to work

- (1) Car
- (2) Bus
- (3) Bicycle
- (4) Walk
- (5) Other (specify)

(g) Has the head of family secondary employment

- (1) No
- (2) Yes

25. Employment of Wife

(a) Employed

- | | |
|------------------|--------------|
| (1) Full-time | (4) Retired |
| (2) Part-time | (5) Seasonal |
| (3) Not employed | |

(b) Type of work

(c) Type of industry

(d) Location of work

- | | |
|-----------------------|-----------------------------------|
| (1) Watties | (5) Other Gisborne |
| (2) Kaiti Works | (6) Country |
| (3) Awapuni Road area | (7) Live on job |
| (4) City Area | (8) Dispersed throughout Gisborne |

(e) How long does it take her to get to work

- (1) 0 - 4 minutes
- (2) 5 - 9 minutes
- (3) 10 - 14 minutes
- (4) 15 + minutes
- (5) Various times

APPENDIX D (Contd)

(f) Method of travelling to work

- (1) Car
- (2) Bus
- (3) Bicycle
- (4) Walk
- (5) Other (specify)

(g) Has the wife secondary employment

- (1) No
- (2) Yes

If not employed

(h) Would wife like to work

- (1) Yes
- (2) No

(i) If yes, what is preventing her from working

- (1) Children
- (2) Lack of jobs
- (3) Health
- (4) Husband
- (5) Other

E. Facilities serving the Sherriff Block

26. (a) Where do you do your main weekly shopping

- (1) Store on corner of Huxley and Tyndall Roads
- (2) Kaiti Mall
- (3) Gisborne City
- (4) Other

(b) Do you think shopping facilities in the Sherriff Block (i.e. the Huxley Road Store) are

- (1) Adequate
- (2) Adequate with qualifications
- (3) Inadequate (specify)

(c) Do you think shopping facilities near the Sherriff Block (i.e. Kaiti Mall) are:

- (1) Adequate
- (2) Adequate with qualifications
- (3) Inadequate (specify)
- (4) Dont know

APPENDIX D (Contd)

27. Do you think the following services for the Sherrif Block are

- (1) Adequate
- (2) Adequate with qualifications
- (3) Inadequate (specify)
- (4) Don't know.
- (a) Pre-school services - kindergartens
- (b) Education services - primary and secondary schools
- (c) Recreational areas and facilities
- (d) Community facilities
- (e) Any other facilities or services which you think are necessary

F. General questions about the Sherriff Block

28. Do you like living in the Sherriff Block

- (1) Like
- (2) Qualified liking
- (3) Qualified disliking
- (4) Dislike
- (5) Don't know
- (6) No opinion

29. Do you like the view from the front of your house

- (1) Yes
- (2) No
- (3) Don't know

If no, do you think the view will improve

How long will this take

30. Is this house/flat

- (1) Too big
- (2) Too small
- (3) The right size for your requirements
- (4) Don't know

31. Is this section

- (1) Too big
- (2) Too small
- (3) The right size for your requirements
- (4) Don't know.

APPENDIX E: Demographic, Social and Economic Background Data on Residents of Sherriff Block.

Housing Administration

The administrative breakdown of the 245 dwelling units in the block (Figure 11 and Table VII) is composed of 66.5% State rental housing with Maori Affairs and private housing forming significant remaining proportions. The proportion of State rental housing is higher than the State suburbs of Otara and Takaro while that of Maori Affairs housing is considerably higher due to the large Gisborne Maori population (20% in 1971) and to the Sherriff Block being constructed during a period when an accelerated programme of Maori Affairs housing was seeking to overcome the heavy back-log of overcrowded and sub-standard Maori occupied dwellings. If group housing is included with private, the Sherriff Block has a considerably lower proportion of private housing. The high proportion of State and Maori Affairs housing in the number of houses erected annually in Gisborne (Table I) and the restricted areas for residential development (outer Kaiti and an area on the western side of Gisborne City are the two main areas), help explain the low proportion of private housing in the Sherriff Block.

TABLE VII: COMPARISON OF HOUSING ADMINISTRATIVE BREAKDOWN

Dwelling Unit Type	Sherriff Block			Takaro		Otara	
	Number	%		Number	%	Number	%
State Rental	165	66.5)				
State purchased	5	2)	404	52	1910	51
Pool	7	3)				
Other Government Dept's	1	.5)				
Maori Affairs	41	17		22	3	216	6
Private	23	10		173	23	266	7
Group	-	-		171	22	1205	33
Old existing houses	3	1		-	-	108	3
	245	100		770	100	3705	100

SOURCE: Sherriff Block - Survey by author, 1972
 Takaro : Hunt, 22: Otara: Seidel, 16.



Figure 11: Sherriff Block,
Housing Administration

APPENDIX E (Contd)

Purchase of State Houses:

At the time of the questionnaire five rental houses had been purchased by the occupants from the State Advances Corporation. Since July 1950 a tenant has had the right to buy his State rental house for cash, or under an agreement for sale and purchase at a ~~price~~ fixed by the Corporation valuers. At 31/3/71 the government had built 75,981 houses and flats of which just under one third, 23,540 had been sold by the State Advances Corporation to tenants.

Pool Housing:

The Pool housing scheme operates for State servants on transfer. Most of the houses are the same design as ordinary State rental houses, but the allocations are made by the State Services Housing Committee and are limited to cases of actual need where employees cannot reasonably be expected to solve their own housing problems. If the houses in the pool are not required for State employees on transfer, they become, sometimes only temporarily, part of the general State house pool. Generally, about one State house in ten is a pool house.

The tenancies of these houses are reviewable at regular intervals, and because there is no income barrier to becoming the tenant of a pool house, the rental (which is calculated on a percentage of salary basis) is higher than for normal State houses. On retirement, tenants have to vacate their house.

Government Department Housing:

These are houses designed and built by the Housing Division for administration by different government departments. There is one such house administered by the Police Department in the Sherriff Block.

APPENDIX E: (Contd)

Maori Affairs Housing:

The Department of Maori Affairs advances money for housing on the same general conditions laid down by the State Advances Corporation, however the former operates as a welfare organisation as well as a lending body. The Department will, if necessary, find a section, arrange for the construction of the house and organise legal transactions. Eligibility for a loan depends on the head of the household having some Maori blood although the scheme has been extended to include Pacific Island Polynesians with permanent New Zealand citizenship.

Demographic, Social and Economic Characteristics1. Family and Household Composition

TABLE VIII: MARITAL STATUS OF HOUSEHOLD HEADS

Status	Number	%
Single	4	2
Married	174	80
Widowed/Widower	19	9
Living Apart	5	2
Legally Separated	10	5
Divorced	5	2
	217	100

Source: Survey by author, 1972.

TABLE IX: SEX OF HOUSEHOLD HEADS

Sex	Number	%
Male	185	85
Female	32	15
	217	100

Source: Survey by author, 1972

APPENDIX E: (Contd)

TABLE X: LENGTH OF TIME MARRIED

Time Period	Number	%
1 - 3 years	18	10
4 - 6 years	33	19
7 - 9 years	31	18
10 - 12 years	23	13
13 - 15 years	23	13
16 + years	43	25
Don't know	3	2
	174	100

Source: Survey by author, 1972.

TABLE XI: ETHNIC GROUP OF HOUSEHOLD HEADS AND WIVES

Ethnic Group	Number	%
Pakeha	162	45
Maori	197	55
	359	100

Source: Survey by author, 1972

TABLE XII: SECONDARY SCHOOL EDUCATION OF HOUSEHOLD HEADS AND WIVES

Years of secondary Education	Household Number	Heads %	Wives Number	%
0	57	26	27	16
1	16	7	17	10
2	49	23	35	20
3	50	23	47	27
4	36	17	34	19
5	9	4	14	8
	217	100	174	100

Source: Survey by author, 1972

TABLE XIII: FURTHER EDUCATION OF HOUSEHOLD HEADS

Type of Education	Number	%
Apprenticeship	39	18
Secretarial	0	0
Teachers College	1	1
University	2	1
Nursing	1	1
Other	13	6
No Further Education	161	73
	217	100

Source: Survey by author, 1972

TABLE XIV: NUMBERS LIVING IN HOUSEHOLDS

Number in Household	Households Number	%
1	6	3
2	13	6
3	34	16
4	46	21
5	49	22
6	24	11
7	14	6
8	14	6
9	7	3
10	2	1
11	4	2
12	1	1
13	1	1
14	2	1
	217	100

Source: Survey by author, 1972

APPENDIX E: (Contd)

TABLE XV: NUMBERS OF CHILDREN LIVING IN HOUSEHOLDS

Number in Household	Households Number	%
0	22	10
1	31	14
2	51	23
3	52	23
4	21	10
5	15	6
6	13	6
7	6	3
8	1	1
9	2	1
10	1	1
11	1	1
12	1	1
	217	100

Source: Survey by author, 1972

2. Material ResourcesTABLE XVI: HOUSEHOLDS LACKING APPLIANCES AND MOTOR VEHICLES

	Households Number	%
Telephone	90	42
Refrigerator	9	4
Deep Freeze	128	59
Television	27	12
Washing Machine	8	4
Vacuum Cleaner	29	13
Motor Vehicle	71	33

Source: Survey by author, 1972

APPENDIX E: (Contd)

3. Residential HistoryTABLE XVII: TURNOVER OF HOUSEHOLDS

Number of Households having occupied unit	Tenanted Dwellings		Owned Dwellings		Total	
	Number	%	Number	%	Number	%
1	103	64	57	100	160	73
2	42	27	0	0	42	19
3	10	6	0	0	10	5
4	3	2	0	0	3	2
5	2	1	0	0	2	1
	160	100	57	100	217	100

Source: Tenanted Dwellings : State Advances Corporation, Gisborne
 Owned Dwellings : Survey by author, 1972

TABLE XVIII: LENGTH OF RESIDENCE

Time period	Number	%
0 - 6 months	27	12
7 - 12 months	19	9
1 - 2 years	66	31
3 - 4 years	72	33
5 - 6 years	31	14
7 + years	2	1
	217	100

Source: Survey by author, 1972

APPENDIX E: (Contd)

TABLE XIX: LOCATION OF RESIDENCE BEFORE MOVING TO THE SHERRIFF BLOCK

Location	Households	
	Number	%
Gisborne City	132	60
East Coast Counties	51	24
Wellington/Hutt	2	1
Auckland	5	2
Remainder North Island	21	10
South Island	3	1
Overseas	2	1
Don't know etc	1	1
	217	100

Source: Survey by author, 1972

TABLE XX : TYPE OF ACCOMMODATION BEFORE MOVING TO THE SHERRIFF BLOCK

Accommodation Type	Households	
	Number	%
House	148	68
Flat	58	27
Rooms	6	3
Other (e.g. live in at a hotel or hospital)	3	1
Don't know etc	2	1
	217	100

Source: Survey by author, 1972

APPENDIX E: (Contd)

TABLE XXI: PREVIOUS ACCOMMODATION SHARED WITH OTHER FAMILIES

	Households	
	Number	%
Accommodation shared	26	12
Accommodation not shared	189	87
Don't know	2	1
	217	100

Source: Survey by author, 1972

TABLE XXII: COMPARISON BETWEEN PAST AND PRESENT ACCOMMODATION

	Households	
	Number	%
Present accommodation better	145	67
Present accommodation worse	39	18
No difference	27	12
Don't know	6	3
	217	100

Source: Survey by author, 1972

TABLE XXIII: PLANS BY HOUSEHOLDS TO LEAVE THE SHERRIFF BLOCK

	Households	
	Number	%
Yes, definite plans	22	10
Yes, no definite plans	24	11
Possibly in the future	26	12
No	142	66
Don't know	3	1
	217	100

Source: Survey by author, 1972

APPENDIX E: (Contd)

4. EmploymentTABLE XXIV: EMPLOYMENT OF HOUSEHOLD HEADS

	Number	%
Full-time	156	72
Part-time	5	2
Unemployed	22	10
Retired	26	12
Housewife	3	1
Unable to work	4	2
Other	1	1
	217	100

Source: Survey by author, 1972

TABLE XXV: LOCATION OF WORK OF HOUSEHOLD HEADS

Location	Employed Household Heads	
	Number	%
Watties	18	12
Kaiti Works	17	10
Awapuni Road area	21	13
City area	46	29
Other Gisborne	27	17
Country	13	8
Live on job	9	5
Work throughout Gisborne	10	6
	161	100

Source, Survey by author, 1972

APPENDIX E: (Contd)

TABLE XXVI: SOCIO-ECONOMIC INDEXING OF OCCUPATIONS

The occupations are ranked on an index derived from the income and educational values of occupational groups at the time of the 1966 New Zealand census. As an indication of the range the index covers, the professions fall in level 1, the labourers in level 6 (Elley and Irving)

Index Level	Employed Household Heads	
	Number	%
1	2	1
2	7	4
3	15	9
4	33	21
5	77	48
6	27	17
	161	100

Source: Survey by author, 1972

TABLE XXVII: EMPLOYMENT OF WIVES

	Wives	
	Number	%
Full-time	17	10
Part-time	20	11
Not employed	114	65
Retired	15	9
Seasonal	9	5
	174	100

Source: Survey by author, 1972

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