

A REGIONAL
PLANNING
SYSTEM FOR
QUEENSLAND

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I hereby submit to the Dean of the Faculty of Architecture, University of Queensland, my thesis entitled "A Regional Planning System for Queensland" as part requirement for the Master of Urban and Regional Planning Degree.

A handwritten signature in black ink, appearing to read 'A. Vasdekis', written in a cursive style.

A. Vasdekis.

A C K N O W L E D G E M E N T S .

I wish to acknowledge the assistance of Phil Day who developed my interest in regional planning, Susie Beale who arduously edited the thesis and Karen Lawrence for typing the manuscript.

A B S T R A C T.

Chapter 1.

The need for regional planning is outlined in terms of the problems that are beyond the scope of our present Queensland administrative and planning system to solve. Sparsely populated areas, declining country towns, rural urban migration, numerous small Local Authorities and lack of co-ordination between levels of government in planning establish the need for a new administrative system on a regional basis.

Chapter 2.

The theory of regional planning and regionalism is explained and an attempt is made to develop a concept of regional planning systems which consist of an organization and administrative framework for the performance of regional planning. Policy, structure, strategies and legislation are the criteria identified for the analysis of regional planning systems.

Chapter 3.

The development of regional planning as it has occurred in Queensland is discussed on the basis of criteria identified in Chapter 2. The chapter concludes by establishing that the present levels of government have not created a suitable planning framework in the State.

Chapter 4.

Reasons are given for the selection of France, U.S.A. and Canada as overseas countries suitable for analysis.

Chapter 5.

Planning in France is discussed and this nation is identified to have one of the most comprehensive and sophisticated regional planning systems. The regional planning system is well structured and forms part of the nations political organization for national development. The system is central, integrated, well co-ordinated and the strategies implemented under the French system should be seriously considered for Queensland.

Chapter 6.

The U.S.A. system operates within a federal system where the Federal Government has dominance over State and Local Governments. The planning system is ad-hoc because it represents a system which operates within a strongly individualistic and free enterprise economy. However the strategies implemented in U.S.A. are positive and can be adapted for use in Queensland.

Chapter 7.

Canada represents one of the closest parallels to Australia in political structure, geography and socio-economic environment. The situation in Canada is similar to Queensland because the Provincial Governments (which are the Canadian equivalent to the Australian State Governments) have strong powers under the constitution which established the Federal Government. The most progressive Provincial Governments in Canada have taken the lead in creating regional planning systems suitable to their individual needs.

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This Chapter presents a structure for a regional planning system suitable to Queensland.

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CHAPTER 1

1.00

THE NEED FOR REGIONAL PLANNING.1.01 INTRODUCTION.

Prior to the establishment of a regional planning system, the need for regional planning must be identified.

The need for regional planning lies in its capacity to co-ordinate and synthesise aspects of our social and economic system, to organise them for the present and the future in order to achieve a satisfying and efficient standard of living for the community as a whole. Co-ordination is required because as society develops, the process of land development and land use becomes catalytic and more intricate.

Economic, social and physical aspects of society are constantly changing because of increased scientific and technical knowledge which is extending human capabilities. Development of motor cars, mining industries, new building techniques and improved communications have changed the pace of the development process and affect the growth of our towns and cities. With the development of society, problems become evident and these must be alleviated in order to generate an alternative future for sections of the community which become disadvantaged by these problems. A planning system must be instituted that can keep pace with social, economic and physical aspects of our society.

The development process, if not checked, tends to exacerbate societal problems and new administrative frameworks are required to keep pace with change and to reduce disparities in the standard of living between sections of the community. The need for regional planning becomes apparent because of its ability to deal with broader aspects of societal problems which are beyond the scope of our existing administrative and planning system to resolve.

1.02 ISOLATED AND SPARSELY POPULATED AREAS.

Rural areas of the State are sparsely populated and what is termed the tyranny of distance has isolated these communities from essential services such as education, technical expertise, energy supply, social and medical services at a level common to urban sections of the community. Adequate strategies have not been implemented to systematically resolve problems associated with rural areas and their supporting country towns.

A major problem of the State's isolated areas is the water supply which is scanty and unreliable, and can cause fluctuating income for the pastoral industry. Heavy rains cause floods and good growth feed can be followed by fire. Alternatively long periods of drought can occur and these phenomena affect the economy and living conditions of those areas.

Isolated regions of the State are gradually losing their populations to the more attractive conditions of towns and cities. This poses a problem in the range of opportunities and quality of life for the remaining population. The population loss from rural areas is not to other provincial urban centres but is generally accounted in a corresponding increase of populations of the larger metropolitan areas.

Figure 1-1 shows that vast areas of Queensland have an extremely low population density, so that they are unable to support the services which are available to the majority of the Queensland population living in more densely settled areas. This consists of an area where population is as low as 64 kilometres or more per person, and a marginal zone of dryland sheep grazing where population density is between 8 and 64 kilometres per person. Policy has not been formulated to deal with the marginal zone.

J. H. Holmes, who identified this zone, comments that: "No systematic investigation has been made into the comparative advantages of nucleated or dispersed settlement systems, nor have any precise studies been made into alternative strategies in providing services to sparsely populated areas". (1)

The preparation of investigations and strategies to improve services to such areas is a task to be undertaken at the regional level. A regional planning system should be instituted to examine problems related to sparsely populated areas and marginal areas and to work towards improving living conditions by promoting the natural resource economy to create growth to those areas.

The adjacent Table 1-1 shows the gradual decrease in population represented by the State's rural areas and the magnitude of urbanization contributing to rural decline. Over ten percent decrease in population has occurred in thirty years of State development and a corresponding percentage of population increase is occurring in the metropolitan area to a point where the Brisbane Statistical Division represents nearly half the population of the State concentrated into 0.17% of the total area of the State. This increase in population is contributing to rural decline of country towns and rural areas and effective strategies have not been implemented to reverse the trend.

1.03 COUNTRY TOWNS.

Declining towns have emerged in Queensland such as Mount Morgan and Milla Milla where it is beyond the capacity of an individual Local Authority operating in isolation to do anything about their decline. The reason for the decline centres on the delicate economy of country towns which are usually dependent on a single industry such as mining, agriculture or a manufacturing concern associated with mining or agriculture.

(1) J.H. HOLMES (1978) p.2.

Distribution of Population between Metropolitan, Other Urban
and Rural Areas

State or Territory	Percentage of total population in			
	Year	Metropolitan	Other Urban	Rural
Queensland	1947	36.4	34.4	29.2
	1954	38.2	35.0	26.8
	1961	41.0	35.4	23.6
	1966	43.2	33.6	23.2
	1971	44.9	34.6	20.5
	1976	46.7	33.4	19.9

Commonwealth Bureau of Census and Statistics: Censuses of the Commonwealth of Australia, 1954, 1961, 1966, 1971 and 1976.

Table 1-1.

The life span of a mining community is linked to the economic viability of mineral exploitation and many country towns are vulnerable to periodic fluctuations of the economic viability of the particular commodity produced in the town, such as coal, sugar or dairy products.

The limited resource base of country towns cannot support sufficient economic pursuits to establish manufacturing industries because of the small scale range of their market economy. Primary industries lack service and supporting industries and isolation leads to high transport costs. Services and facilities are difficult to extend under these circumstances without the input of large investment capital. This capital is not available to small Local Authorities.

Table 1-2 presents a classification of Qld. Local Authority areas on the basis of population size. One hundred out of a total of 131 Local Authorities have a population below 10,000. Sixty-eight of these Local Authorities declined in population between 1971-1976. These figures illustrate the magnitude of decline that is being experienced by small Local Authority areas in Queensland.

As the size of a Local Authority increases, its population becomes more stable and less likely to decrease. All areas above 30,000 increased in population during the 1971-1976 period. Two centres Gympie and Maryborough which are in the range of 10,000 to 30,000 population declined in population. However the remaining 17 centres in this group gained in population over this same period. An area in the order of 30,000 population is therefore more capable of sustaining its population and growth than a small Local Authority area. (Table 1-3).

Furthermore studies undertaken in Europe indicated that a centre with a population of 30,000 can supply an adequate degree of higher order services to its

Table 1-2 - Classification of Local Authorities in Queensland by population size for 1976 year.

Population size	Number of Local Authorities	Sum of population to each classification	No. of L.A. in decline 1971-76
1- 10,000	100	369,670	68
10,000- 30,000	19	319,760	2
30,000-100,000	11	584,740	Nil
100,000-	1	723,000	Nil
Total	131	1,997,170	70

Table 1-3 Components of Population Change 1966-1976 in Twelve Non Metropolitan Areas.

Urban Area	1966 (census)	1971 (census)	1976 (estimate)	Total increase 1966-1976 %
Townsville	59,031	71,265	82,500	+ 39.75
Toowoomba	55,805	59,524	62,900	+ 12.7
Gold Coast	49,485	66,697	80,250	+ 62.17
Rockhampton	46,119	49,164	51,500	+ 11.66
Mackay-Pioneer	38,586	41,709	45,750	+ 18.56
Cairns	26,802	30,226	35,200	+ 31.33
Bundaberg	25,444	27,324	29,100	+ 12.42
Mount Isa	21,307	30,125	32,850	+ 54.17
Maryborough	19,670	19,257	19,000	- 3.4
Gladstone	12,470	15,166	19,800	+ 58.78
Gympie	11,286	11,096	10,900	- 3.42
Warwick	10,075	9,303	9,150	- 9.18

Source: Commonwealth Bureau of Statistics.
Censuses of the Commonwealth of Australia 1966, 1971, 1976.

surrounding population. (2) Regional Planning, which is aimed at creating larger Local Authority areas with an urban centre of adequate size to sustain growth in its region and also aimed at creating an urban centre capable of providing adequate services to its hinterland, would redress the many ills associated with declining Local Authority areas.

The most damaging ill is the psychological effect on small country towns as a result of a population exodus causing communities to lose much of their potential leadership. (3) Population decline will generate further decay of small Local Authorities. The means of reducing this trend is to implement regional planning strategies and to adopt a system of regional government.

1.04 METROPOLITAN, URBAN AND RURAL CONFLICT.

There is a growing conflict between metropolitan urban areas of the State and between rural areas and urban areas. For instance while some country towns are declining in growth the Brisbane area is becoming more congested. The population of Brisbane is 8.8 times larger than Townsville, the third most populous city in the State and Brisbane's population has increased by 10.3% between 1971-1976. The metropolitan centre represents 46.7% of the State's population and is located to the extreme south-east corner so that administrative services that it provides are far from being uniformly distributed over the State as a whole.

Furthermore, the administrative structure and functions of the Brisbane City Council are similar to those of other State Local Authorities despite the size of its population compared with other Queensland Local Authorities, in that its functions, apart from transport undertakings, are identical.

Brisbane has a uniqueness to other Australian capital cities because one

(2) A.F. LEE MANS (1970) p.109.

(3) M. FAGENCE RAPIJ (Aug. 1978) p.83.

Council administers almost the whole area of the metropolis. However this factor is marred by the limited public functions delegated to the Council which has resulted in the City developing to the stage that it is simply an overgrown Local Authority. The uniqueness that Brisbane represents as a single Local Authority has not been realised since its inception in 1924 and its functions which once included gas distribution, electricity supply and water supply have been resumed by an unsympathetic State Government which has allocated these functions to specific purpose authorities and no alternative broad community functions have been allocated to the Council.

Regional metropolitan planning would mean that a review of administrative structures is undertaken to allocate functions on the basis of the capacity of a centre to perform those functions. It also means that by inter regional planning a balance can be achieved between major Queensland centres in the services they provide to reduce conflict between metropolitan and provincial and rural areas of the State.

Brisbane has expanded in terms of low density suburbs of almost wholly identical single detached dwellings on individual allotments. This growth has occurred in a laissez-faire manner so that the overall density of the city averages at 5.8 persons per hectare and has reached a point at which its territory is almost used to its limit. The expansion that is occurring is predominately in contiguous Local Authority areas of Redcliffe, Ipswich, Redlands, Albert, Logan and Pine Shire.

There has been no attempt to limit the growth of Brisbane to permit a higher density of residential development to occur in the city area proper and to cause low density development to occur in satellite centres located a distance from the city. Fast transportation links can be established between satellite residential development and the CBD to allow the continuation of a life style of low density living within a reasonable commuting distance from the centre without high costs to the city residents in terms of environmental deterioration and traffic congestion,

which results from laissez-faire development. A higher quality of life can be achieved with regional metropolitan planning.

1.05 LOCAL AUTHORITY PHYSICAL PLANNING.

Regional planning functions in a spatial dimension and can in this way assist physical planning undertaken by Local Authorities. Regional planning can give mandatory direction that Local Authorities would follow before approving major developments. Consideration can be taken of the broader implications of planning to determine particular land use problems. Such a directive is not presently available to Queensland Local Authorities.

The existing system whereby the boundary of each planning scheme is, in fact, the boundary of each Local Authority, creates a clumsy situation in land development, where Local Authorities adjacent to each other may not give appropriate consideration to other Local Authority's planning scheme. The result is that incompatible uses could be situated side by side on either side of the boundary. Jealousies exist between Local Authorities due to pride, conservatism and parochialism which prevent many authorities from advising of the most suitable regional location for a particular use. There is a reluctance to advise developers to locate unsuitable uses in another shire where they would in fact be more compatibly and more efficiently located.

Smaller municipalities can economise on the provision of certain services such as water supply, sewerage and sanitary, if these services are provided on a regional basis. Provision of services on an efficient basis requires that a catchment area be defined and it will be found that in the majority of cases the ideal catchment area for provision of essential services usually extends beyond the boundary of the Local Authority. Provision of services on a regional level can reduce Local Authority debt.

"In general the proportion of capital outlay to total outlay of Queensland Local Authorities is more than one-half as large again as the proportions for Queensland State and Commonwealth public authorities, and interest payments by Queensland Local Authorities represent nearly one-sixth of their total outlay, significantly higher than the proportions for the other kinds of public authorities shown. (REF. Table 1-4). Moreover while the relative importance of interest payments has declined for the Queensland Government over the decade shown in the table this has not happened in the case of Local Government". (3)

Prof. Harris points out that Local Authority debt has increased compared to other public authorities because of long term borrowing for general services resulting in high interest rates. Economies of scale can be achieved by co-operation and co-ordination of Local Authority services on a regional level to reduce debt.

1.06 FEDERAL AND STATE PLANNING.

Federal government departments, State government departments, Federal and State specific purpose authorities (such as Police Department, Health Department Public Hospitals Branch, Department of Primary Industries, Defence Department, Telecom and the various electricity and abattoir boards) plan, administrate and undertake functions and services on the basis of particular areas which do not usually correspond to Local Authority boundaries and encompass more than one Local Authority area. A district abattoir board for instance is responsible for provision of a district abattoir in its area and consists of members from local councils and areas which are included in whole or in part in the abattoir district. Local Authority representation is provided by most district boards. Nevertheless Federal and State government departments do not provide for Local Authority representation in their decision making process and lack of co-ordination results from this approach to development. Better co-ordination would occur in public service provision if Local Authorities, State and Federal governments and the various special purpose authorities operated within a particular regional framework.

(3) C.P. HARRIS (Local Government and Regionalism) 1978 p.211.

Year ended 30 June	Capital Outlay by Public Authorities as a Proportion of Total Outlay %			Interest Payments by Public Authorities as a Proportion of Total Outlay %		
	Commonwealth	Queensland State	Queensland Local	Commonwealth	Queensland State	Queensland Local
1966	40.7	46.0	64.4	0.9	16.4	15.8
1967	38.0	44.6	65.0	0.7	16.5	15.8
1968	38.8	45.7	61.9	0.9	15.9	15.9
1969	35.6	43.2	62.6	0.6	16.2	16.1
1970	39.6	41.3	64.2	0.5	15.8	15.9
1971	37.4	39.8	64.1	0.3	15.2	18.1
1972	36.0	40.8	65.0	-0.2	14.6	18.3
1973	33.6	36.1	64.6	0.2	14.0	17.7
1974	36.6	35.6	63.6	0.1	12.1	17.3
1975	43.4	38.5	65.9	1.0	9.6	14.1
1976	35.6	35.3	63.2	0.9	9.2	15.4

Note: Outlay excludes payments to other public authorities.

Source: *Public Authority Finance: State and Local authorities 1974-75 and 1975-76*, Canberra, Australian Bureau of Statistics.

Table 1-4.

Capital Outlay and Interest Payments of Queensland
State and Commonwealth Public Authorities 1965-1976.

1.07 PLANNING FOR NATURAL DISASTERS.

The frequency of flooding of waterways is a serious problem in Queensland urban areas. Maryborough as an example can expect a flood every 3.5 years and 21% of these floods reach a major flood rating. Bundaberg can expect a flood every 3.2 years and only 19% of such floods would reach a major flood level. (4) February is the most likely month with January and March equal second.

The limited area of many Local Authorities is causing developments to occur in flood prone areas. It is rare that a small Local Authority has the funds or the desire to purchase the many flood prone areas of the city and to preserve these areas as parks or for recreation purposes. Consequently a persistent applicant can be permitted to construct a building in a flood area of an existing subdivision site if an alternative site is not readily available. Under these circumstances advice and a recommendation can be offered to the applicant, however the development is not usually refused. Similarly tidal surge prone areas are being developed. Regional planning and administration would mean that the most suitable areas of a wider district can be investigated and selected for future development to reduce the effects of natural phenomena on developments.

Cyclones and storms causing high winds seriously affect the coastal areas of Queensland. The cyclone zone includes an area fifty kilometers inland from the coastline and north of the 27 degree parallel which passes through Caboolture. The frequency of tropical cyclones in the Wide Bay-Burnett region for instance is approximately 1.5 per season. The cyclone season is between November to April. High winds as a result of a

(4) WIDE BAY-BURNETT RESOURCES INVESTIGATIONS. (Volume II - Land Resources (1979) p.24.)

storm also occur in the state causing damage to areas outside the cyclone zone with centres such as Brisbane and Ipswich frequently affected by these winds. Damage caused by cyclones can occur within an area of 300 km radius of the eye of a cyclone by hurricane winds which have been recorded to travel at 200 km/hour.

Townsville, the largest provincial centre in North Queensland was hit by Cyclone Althea in 1971. Mackay suffered a 3-4 meter high storm-surge in 1918 and the whole of the city was almost devastated. A three meter storm-surge occurred in Innisfail during the same year and it was estimated that 40 persons were killed. (5) Storm-surge occurs when a cyclone approaches the coastline and the co-occurrence of storm-surge of coastal waters and a high tide cause serious inundation of land areas. Winds, rain and surge are the most damaging climatic factors affecting Queensland coastal communities.

Precautions are being taken by Local Authorities to prevent the effects of natural disasters. However, because of the small size of Local Authorities and their limited financial resources, expert and qualified staff are not available to advise or enforce regulations and to prepare policies on building and land use matters.

Large areas and populations are affected by natural disasters and communities need to be prepared for such an event with a standby emergency service in terms of material assistance and procedures for evacuation. Some communities may also need to be permanently resettled because of the frequency of natural disasters. Disaster planning can best be achieved on a regional basis because of the magnitude of the problem and because local community assistance is required for its relief. Any permanent resettlement programmes for seriously affected communities would need to be considered

(5) AUSTRALIAN INSTITUTE OF BUILDING SURVEYORS ANNUAL CONFERENCE (Address by staff of the Townsville Cyclone Testing Station.) 10-13 October, 1979.

on a regional basis.

1.08 STAFFING OF LOCAL AUTHORITIES.

Small communities cannot afford to employ staff with proper training and skills. The increased functions of Local Authorities in social, town planning, building and engineering matters has caused staffing to become a serious impediment to effective administration. For instance only four Local Authorities in Queensland employ architects. Consequently the design of parks buildings, sewerage treatment plant buildings and the numerous utility buildings such as conveniences, water and sewerage pump stations are generally of a low design standard. The complexity of modern municipal administration demands increased specialisation and this has put forward the argument for enlargement of local authority communities. Under the existing circumstances if a professional person is employed by a Local Authority this person must be capable of numerous skills. Engineers frequently perform the duties of town planners, building surveyors, economists and architects in small Local Authorities. The regionalisation of communities would mean that more professional and specialised staff would be employed.

1.09 COASTAL AND WATERWAY CONCENTRATED DEVELOPMENT.

The early settlement pattern and development of Queensland has been along rivers and waterways while pressure for further development is constantly occurring along the coastline, waterways, canals and lakes. Indeed the greatest pressures for development are occurring at the surf beaches of the north and south coast and along rivers of inland towns and cities.

Rivers of the state affect their regions geographically and economically. They are attractive to industry, shipping, tourism and urban residential development. In order for each of these competing interests to be assured of a suitable site, each

use is likely to attempt to use the coastline or river without consideration of other users. Each industry is critical to future economic development programmes as each residential and urban development is important to the quality of life for a large portion of the population.

Foreshore reserves need to be created to reduce land slip caused by private development. Tree growth can be encouraged along riverside and sloping areas and certain areas must be excluded from development or water sports to prevent land slip and to reduce pollution of water supply areas. Studies are therefore required to evaluate past and present uses of rivers and lakes to understand their particular biological system. Problems must be identified and specific recommendations be made for their improvement.

The evaluation and analysis of rivers and coastal areas usually involves more than one Local Authority area and could be achieved more effectively on a regional basis involving co-operation of Local Authorities in the entire river basin or coastal district.

1.10 IMPACT OF LARGE DEVELOPMENTS.

Federal, State and Local Government can require the preparation of Environmental Impact Statements for consideration prior to their approval of large development projects when it appears likely that such works are likely to have major environmental effects. The power to request submission of Environmental Impact Statement is contained in the Building Act 1975/78, the Local Government Act and the State Development and Public Works Organization Act 1971-78.

During 1978 and 1979, Environmental Impact reports were prepared for the Comalco Smelter at Gladstone, the Iwasaki Sanyo Tourist Proposal and the Rundle Oil Shale Proposal. Additional studies were also commissioned for the combined economic impact of the Rundle Oil Proposal and the Comalco Smelter. (5)

The Iwasaki Tourist Proposal was submitted to the State Government in 1973 and released in its final form in April, 1978. There are accounts of government secrecy surrounding the release of the report and also criticism that the Federal Government had only 90 days to approve the proposal i.e. by 27th July, 1978. The development proposal has been subsequently approved by the State and Federal Governments although severe criticism was levied that the E.I.S. lacked basic information for its evaluation. The report cost \$100,000 to produce. (6)

Large scale development projects of this nature have a wide impact on the local environment and economy of the state. Duplication of reports, criticism of lack of basic information contained in these reports and costs involved in their preparation can be lessened if the reports are prepared on a regional framework which provides basic research data and guidelines. These reports should be evaluated by expert planning authorities prior to their consideration by Local, State and Federal Governments.

E.I.S. reports should be made available for public scrutiny. However there is no specific mention in the legislation to require public scrutiny. The Queensland Government policy in relation to assessment of impact of development has been that decisions rest with the relevant responsible State authorities and that such authorities seek assistance from appropriate advisory bodies that offer their expertise. (7) Consequently, persons most affected by development decisions are not given the opportunity to adequately present their views, as decision making occurs by state government departments who are usually located in Brisbane.

1.11 CO-OPERATION BETWEEN LOCAL AUTHORITIES.

Local decision making demands the co-operation of Local Authorities on a

(6) TOR HUDLOE RAPIJ. (May, 1979) p.146.

(7) C.O.G. QLD. ANNUAL REPORT (1980) p.12.

regional level. This can be achieved if parochialism and conservatism can be overcome. The existing Local Authority framework becomes accepted by a particular community and, unless thoroughly convinced of the disadvantages and if harm is envisaged in change to themselves or their organization, change will be resisted. This is because proposals for change arouse feelings of insecurity.

A merger of Local Authorities would be easier if communities are similar and have parallel social and economic interests. If their character or interests differ or even conflict there is the likelihood that some components will be insufficiently cared for, or even sacrificed, and resistance to amalgamations would in these cases be understandable. However in most cases Queensland Local Authorities are homogeneous and free of racial and religious components that keep communities apart in other countries. Opposition to amalgamation and co-operation is mainly inspired by conservatism and parochialism and one of the most significant problems of regionalism is expert handling of the situation by all levels of government to promote co-operation on a regional level by encouraging this change. Financial assistance and delegation of functions by higher levels of government is needed in order that Local Authorities become larger and more efficient to reduce the diseconomies that exist in the present administration due to parochialism.

1.12 NATIONAL ECONOMIC PLANNING.

Finally regional planning can be used as an integral part of national economic planning. Goals such as full employment and maximum rate of economic growth cannot be achieved adequately by national planning alone and a smaller unit of reference is usually required to provide information and to solve problems of national growth.

Comprehensive national economic planning requires that sufficient information is available on a regional basis to consider each region individually in terms of its economic

size and its structure and also to consider regions of the State or the Nation as a group. Regional accounts for each region can be devised which indicate the regional impact of a given economic change of industries in each region and between regions for physical and land use planning purposes and overall, economic planning for national growth and national economic planning purposes.

CHAPTER 2

2.00

REGIONAL PLANNING SYSTEMS.2.01 REGIONS.

Regions are geographical units suitable for designing and implementing development plans for dealing with regional needs and problems. The size of these units is intermediate between the State and Local Authority levels.

A region must be large enough in size to:

- (i) Allow substantial population and employment changes within its boundaries.
- (ii) Be self-contained in economic structure by being able to maintain its own industries with necessary labour.
- (iii) Maintain a common approach and awareness of its problems.

A region must also be small enough for physical land use problems to be seen and resolved as a whole.

The term can refer to cities, towns, the hinterland of urban areas, and rural areas. Regions can therefore be either formal or functional. A formal region is uniform or homogeneous in terms of topography, climate, vegetation, political, economic or social criteria. Functional regions are polarised regions and consist of heterogeneous units of towns and villages whose functions are interrelated in socio-economic criteria such as journeys to work, shopping trips and are essentially nodal in nature. Both these aspects of regions are important in their study and the identification of a planning region must involve compromise of formal and functional criteria as these criteria usually overlap.

How regions are delineated depends on the levels of government involved and the objectives the governments have towards planning. In a Federation three types of regions are identifiable based on the respective governmental levels -

- (i) Federal departmental regions and Federal specific purpose organizations: Bureau of Statistics, Telecom.
- (ii) State Government regions of various departments such as Education, Police, Fisheries, Forestry, and specific purpose authorities such as Hospital Boards and Electricity Boards.
- (iii) Local Government regions i.e. for regional planning purposes.

Constraints develop in the demarcation of regions because of the existence of political boundaries of our three levels of government, the various semi-government instrumentalities and the various government departments. As a general rule Australian regions conform to existing Local Authority and State Government boundaries as far as practicable. Regions can be larger than existing Local Authority boundaries and a composite part of the State. This implies that regions consist of amalgamation of existing Local Authority administrative areas and this idea has merit where regional planning is defined as a function of the public sector.

Regions in the past have taken many forms in the federal system and have been delineated on specific or multi-purpose criteria. Specific purpose regions are defined in accordance with a particular criterion or for a particular purpose. Economic planning regions are of this nature where a region is delineated on the basis of resolving an economic planning problem.

Multi-purpose regions are those where more than one criterion is used for delineation purposes, such as a combination of an administrative area a water catchment district an electricity supply area and/or an urban centre together with its hinterland. A multi-purpose region may be used to solve a number of problems related to planning, in which case the optimum would be the "planning region".

There is an emphasis towards developing further the concept of the "planning region" because in Queensland the existing multitude of boundaries of Government Departments, specific purpose authorities and Local Authorities do not delimit the most appropriate set of regional boundaries for planning purposes. Such regions require to be accurately delineated for administration purposes, which introduces the idea of regionalism and regionalisation.

2.02 REGIONALISATION:

The determination of regions and their delineation on the basis of single or multi-purpose criteria is called regionalisation. The process is refined with the availability of additional criteria and the use of quantitative methods to identify formal or functional units.

Two means of identifying formal regions are the weighted index method and factor analysis. These methods involve the grouping of local units which have similar characteristics but differ from units outside the region on the basis of chosen criteria. The resultant formal region will never be perfectly homogeneous but must be homogeneous within certain cleanly defined limits. (1) Physical criteria such as flora, fauna or slope of land are reasonably static, however criteria such as industrial structure, population, employment rates, income levels, are dynamic and can vary constantly which makes the task of regionalisation more difficult.

(1) J. GLASSON (1974) p.24.

Functional regions can be identified by methods of flow and gravitational analysis. These consist of independent groups of units with their flows linked to a central or nodal point, each flow or gravitational line increasing in intensity as it comes closer to the main centre. Criteria can be economic or purpose-oriented, such as shopping trips, commuting trips, telephone calls, or social-oriented, such as location of students or hospital patients. A hierarchy of nodes can be plotted by these methods to provide an insight into the form and extent of functional relationships within an area.

Formal and functional criteria were used in the demarcation of regions in Queensland in 1944-1947. Regions were delineated on the basis of community interest and industries so that each region had an existing or potential population carrying capacity to allow it to develop a complete range of tertiary and a full range of secondary industries. (2) Methods of regionalisation have changed and undoubtedly the regions would vary if similar criteria were used today. The task is made more difficult because of the changing structure of population and industry over time. The use of computer methods for simple analysis have added a new dimension of a wider range of criteria by quantitative methods.

A variety of accurate data is required to identify regions and regions can change according to the type of data used. The regions must, however, identify specific problem areas and attempt to solve particular needs while retaining social cohesion and unity in the society. Regions should be small enough to develop community consciousness in order to provide a sharper focus for administration and planning.

(2) C.P. HARRIS 1978 p.176. (Local Government and Regionalism in Qld. 1859-1977).

2.03 REGIONALISM.

Regionalism is a political process of delineating and administering regions. It is a process which leads to the acceptance of regional territories, the delimitation of regional boundaries, the formulation of regional organizations and the implementation of regional policies and programmes with a view to making local and national government more effective and efficient.

A Regionalism movement occurred in Britain during 1940 which culminated in the organization of 15 economic planning regions in 1965. In Queensland some impetus in the movement was gained with the introduction of the State Regional Planning and Development Public Works Organization and Environment Control Act 1971 where ten regions were declared (REF. Fig. 2-1) and regional administrative advisory committees were set up in October 1973.

The idea of regionalism in a Federation concerns an attempt to reform the government structure by taking power from the state government and possibly from local government and vesting it in the hands of regional bodies in order to create a balance in the levels of government. It may also involve setting up an intermediate administrative level between state and local governments to reduce fragmentation of administrative boundaries.

Mr. R.J. Hawke commented that effective government could result in Australia with the elimination of the second tier, i.e. the States, which, in his view, no longer serve their original purpose and act as a positive impediment to achieving good government. He further commented that:

"It would be desirable in these circumstances to strengthen what is now the third tier, local government, so that in relevant demarcated geographical areas people could participate in the decision making process and issues appropriate to be decided at that level". (3)

(3) R.J. HAWKE (1st Boyer lecture broadcast on ABC radio and published in the Australian Nov. 12, 1979. p.9)

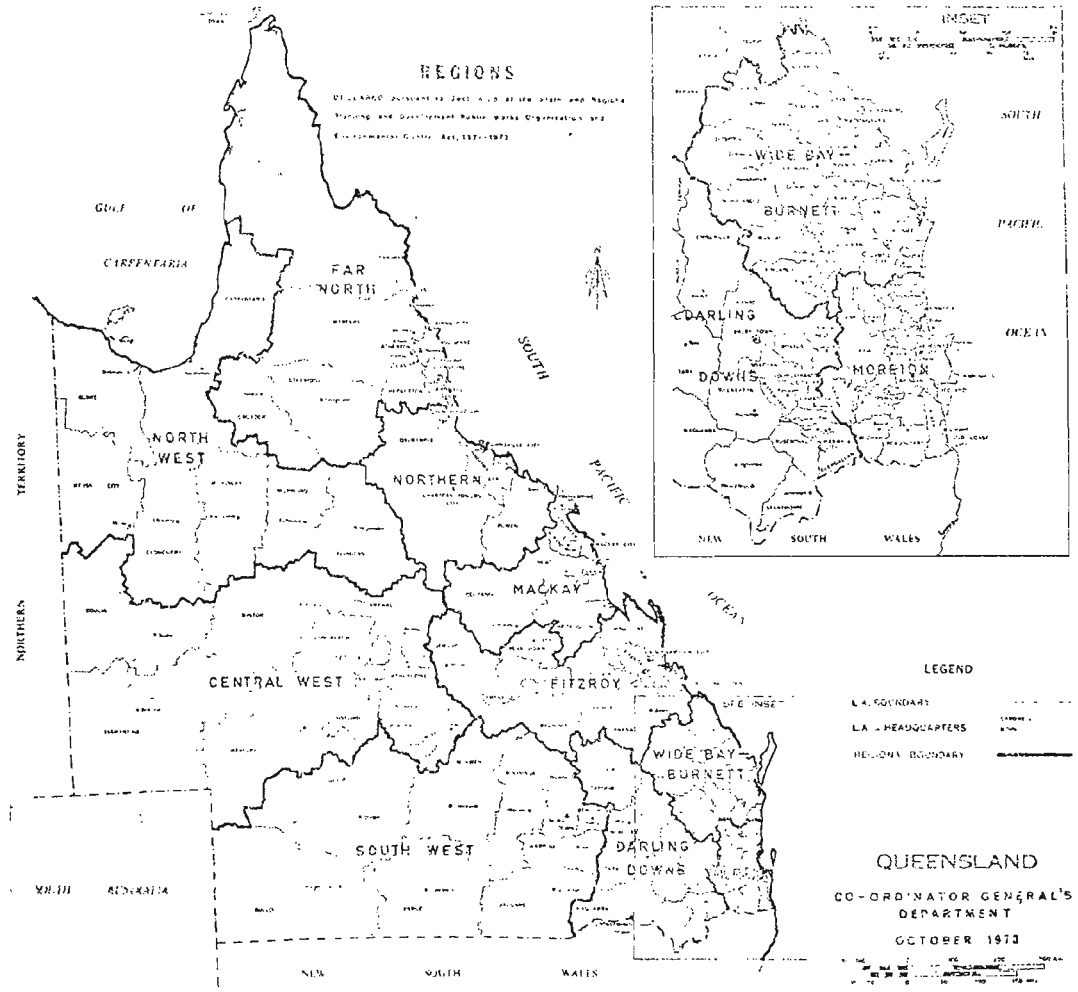


Figure 2-1.
 Regions Declared in Queensland, October, 1973.

The suggestion of elimination of the State Government is a particularly radical view for the Queensland Government.

Local Government is the Cinderella of the Australian public sector by virtue of its highly circumscribed functions in which it has developed a poor relation status to the other two levels of government. The aim of regionalism is firstly to strengthen Local Government by creating appropriate administrative units of Local Government reorganization for a more efficient land use planning system, which frequently involves an intermediate administrative level between local and national levels to reduce fragmentation of the existing administrative boundaries.

A region should consist of an administrative capital which would be the real focus of regional life and should also consist of a population sufficiently numerous to justify a certain measure of autonomy in government with no one province being large enough to dominate others. The effective administration of regions involves regional planning.

2.04 REGIONAL PLANNING.

Regional Planning is a means of resolving problems. This is performed by a process involving research analysis and evaluation techniques. The task is usually conducted for a particular area or district which has distinct social and economic characteristics, opportunities and problems which set it apart from other regions.

The subject matter of regional planning includes distribution of population, employment, location of communications and major transport routes, distribution of rural services, location of large non agricultural uses in open country, development of underlying structure and public utilities to achieve co-ordination, equity, improved economic opportunities and improved quality of life for the citizens of an area. Planning, by its

very nature, strives towards creating a balance of the needs of the present and future generations for the conservation and exploitation of natural and man made assets of the environment and as such is a policy oriented function. Its means of operation are by implementation of specific strategies, proper management and a rational approach to decision making.

This function is usually undertaken by government bodies, in order to attain their objectives, by centralizing management for the allocation of resources and for the distribution of public services in a manner which takes into account social costs and benefits. Benefits accrue from regional planning because there is an avoidance of external costs by governments in decision making compared to the external costs that would be generated as a result of the operation of unfettered spontaneous forces in a laissez-faire economy.

There are various ways that planning may be implemented to influence development of a particular district. The following is an account of planning types and planning methodology.

2.05 TYPES OF PLANNING.

Four different types of planning can be identified which are particularly useful in the analysis of regional planning -

- (a) Physical and economic planning.
- (b) Allocative and innovative planning.
- (c) Multi or single objective planning.
- (d) Indicative or imperative planning.

An explanation of these planning types appears on Figure 2-2.

- | | | |
|----|---|--|
| 1. | Physical Planning.
Economic Planning. | 1A. Planning of an area's physical structure, e.g., utilities, land use, communications, development control. |
| 2. | Allocative Planning.
Innovative Planning. | 1B. Planning an area's economic structure and determination of the overall level of prosperity.

2A. Co-ordinating and regulating the system under observation to ensure that it is working efficiently.

2B. Planning for the improvement of the system's efficiency and development of the system by use of innovative measures. |
| 3. | Multi Objective Planning.
Single Objective Planning. | 3A. Planning in terms of goals.

3B. Planning in terms of achieving a particular objective. |
| 4. | Indicative Planning.
Imperative Planning. | 4A. Use of general and advisory guidelines in the method of implementation of a plan.

4B. Use of specific guidelines in the method of implementation of a plan. |

Figure 2-2
Types of Regional Planning.

A planning study may be categorised as one or more of these four types. For instance, the Mackay Regional Study (1971) and the Moreton Region Growth Strategy Investigations can be described as physical, allocative, multi objective and indicative regional planning studies. The issues and problems of a particular region determine the type of planning that should be implemented.

In the present economy of Queensland the degree of intervention by government is low, and government planning measures may consist of various kinds of incentives and disincentives to induce the private sector to make decisions which are socially desirable. Indicative planning is of this nature (Item 4 Fig. 2-2) and appears to be the appropriate planning type for Queensland, where the intention is to influence private decisions without taking away from the private sector their ability to make decisions. On the other hand imperative planning is less suitable to Queensland as it involves command planning by a government issuing specific directives and would only be instituted during national disasters or in the event of a war.

The difference between physical and economic planning is that economic planning takes account of the overall prosperity level of an area and works through the market mechanism to achieve its aims. Physical planning relies heavily on direct controls. Unfortunately in Queensland the implementation of physical land use plans do not usually take account of the market mechanism by investigating the underlying economic structure of an area. This factor in most schemes is only implied by preparation of a policy or structure plan and is not explained in terms of a policy statement.

Allocative planning involves regulating a system in order that it works efficiently according to an existing programme whereas innovative planning involves improving the efficiency of a system by experiment and change on a large scale. Innovative planning further involves the introduction of development plans to supplement existing plans

and constant monitoring of land use plans by new programming and policy formulation.

The formulation of a plan demands a merger of each type of planning in order that certain problems in society are identified and resolved in a comprehensive manner. A regional plan should therefore be instituted by rational decision making in a cyclical planning process. (See Fig. 2-3).

2.06 PLANNING PROCESS.

Process is concerned with the methodology of decision making which consists of a series of steps for the implementation of a plan. Each step aims towards a result of positive action in relation to planning for the present or for the future.

The regional planning process involves as a first step the decision to adopt planning. A sequence of steps follow on the basis of national decision making to formulate a regional plan. This process, when completed, begins afresh to continue in a cyclic manner. (Fig. 2-3).

The following steps illustrate this process -

- (i) Identification of a problem.
- (ii) Formulation of goals.
- (iii) Identification of constraints.
- (iv) Projection of future action.
- (v) Generation and evaluation of alternative courses of action.
- (vi) Production of a preferred plan.

The notion of the planning process is that it constitutes a systematic ordering of human activities. In particular the planning process is concerned with

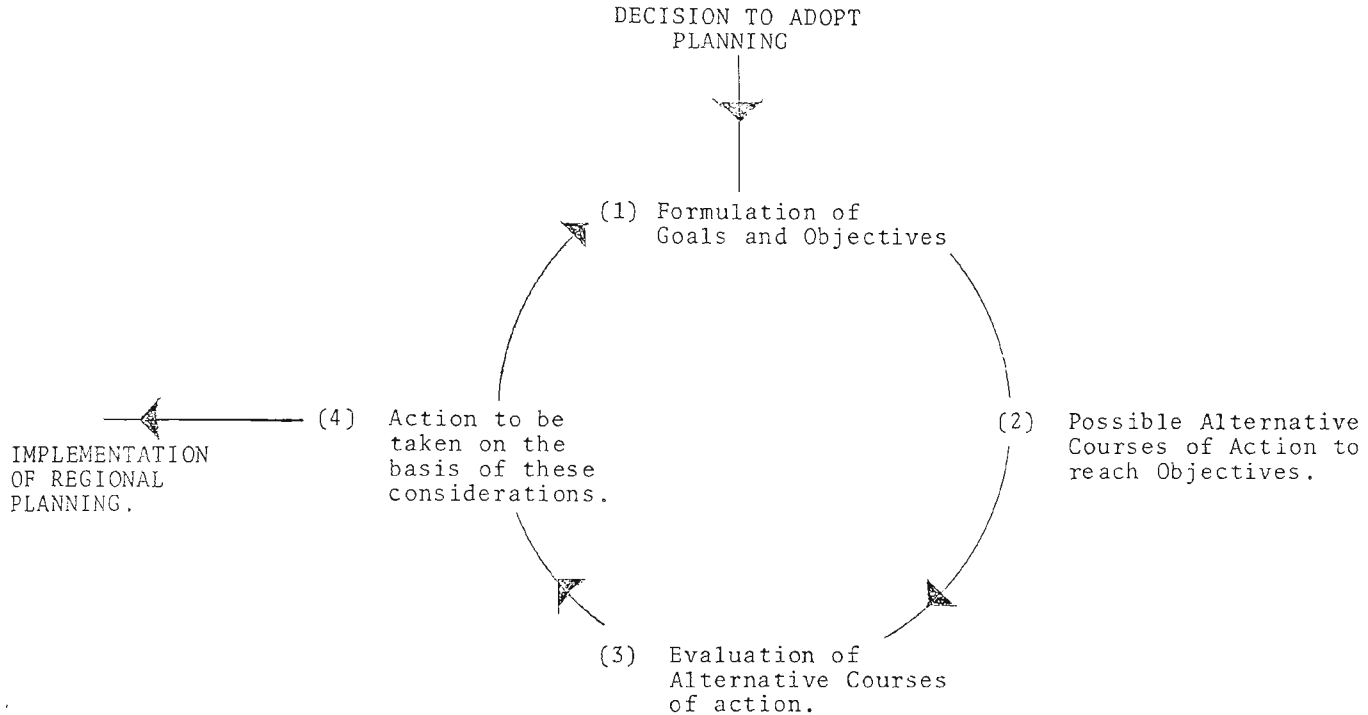


Figure 2-3.

THE ITERATIVE PLANNING PROCESS.

management and control of activities related to urban and regional systems and seeking to devise ways of monitoring and modifying the system towards achieving predetermined goals and objectives.

In a mixed economy such as we have in Queensland investment in private and public sectors influence the direction in which the economy may vary. The economy changes according to the degree of intervention by governments to provide incentives or disincentives for development. Control of economic activities usually involves the use of the following levers by regional planners.

- (1) Power to control public investment such as provision of roads and railways, and location and provision of hospitals, airports, schools and housing.
- (2) Power to encourage or discourage private sector initiatives for physical development, i.e. use of industries assistance, taxation, availability of suitable land or tariffs.

Regional Planning involves the use of these strategies to implement the planning process. One of the more recent approaches is to prepare structure plans which concentrate on objectives and alternative ways of achieving them. The preparation of structure plans is presently in use in Britain and was also attempted in the publication of the Moreton Regional Growth Strategy Study in Queensland. This method moves away from earlier planning methods which were more restricted in their use of detailed contrast maps. The advantage of the structure plan is that it traces the consequences during a plan's implementation, is more flexible approach to planning and examines alternative policies.

The pace and nature of development can be controlled by the institution of an organizational structure which function by the use of the iterative planning process in the resolution of development problems. This introduces the need for a system of regional planning.

2.07 REGIONAL PLANNING SYSTEMS.

"The planning system consists of an organizational and legislative structure within which the decision making process takes place. The objective of the regional planning system is to provide the best framework for making planning decisions". (4)

In this thesis the Nation and State are viewed as consisting of a series of systems, the most important being the economic system, the social system, the political system and the administrative system.

Regional planning must be undertaken by an organization, with specific functional activities, including a statutory planning authority for implementing the objectives of a regional plan which would consist of legislation and policy for the following:

- (1) Legislation for regionalism and regional planning.
- (2) Establishment of policy for obtaining reliable information and research facilities.
- (3) Implementation of effective strategies -
 - i.e. balanced regional growth
 - inter regional and intra regional planning
 - growth centre development

(4) TOWARDS A NEW PLANNING SYSTEM (P.E.C.) 1974 p.13.

- metropolitan planning
- effective land use planning
- industrial and rural expansion policies.
- (4) Co-ordination of government action.
- (5) Co-ordination of government policy and the policy of private organizations.
- (6) Identification of specific problem areas.

The headings include some of the more important functions of a regional planning agency and a systematic approach is required by such an agency in order to perform these functions.

"The importance of a system is taking account of activity linkages where change in one element has the effect of altering the climate for change in another element". (5)

The linkages are important elements in the analysis of the existing and proposed planning system. A regional planning agency must also manage the system to reduce the diseconomies that would otherwise result from the operation of a laissez-faire economy.

A planning system for Queensland would involve a structure of intermediate levels of administration and planning. National economic planning representing devolution from above and the smaller city regions representing scale enlargement from below. It would also involve inter regional allocation of resources and this would imply that large regions be established with some uniformity of problem.

The components of a regional planning system in accordance with its structure and functions previously outlined can be categorised in the following way.

- (1) Legislation - for establishment of a planning authority.
- (2) Policies - developed on the basis of legislation.
- (3) Government Structure and Organization - the structure of the planning authority and the structure of other government departments.
- (4) Strategies - the means to implement policy.

The analysis of regional planning systems in Queensland, France, United States of America and Canada follows this pattern.

CHAPTER 3

3.00

Q U E E N S L A N D .

The aim of regional planning legislation in Queensland has been to co-ordinate Local Authority and State Government Works Programmes. Regional planning studies have been produced for specific regional areas providing guidelines for development purposes. The advisory nature of these studies indicate that there is no real commitment by governments to regional planning. Few decision making powers have been allocated to regional authorities. Interest shown by the State Government in regional planning can be regarded merely as a means of placating demands for regionalism.

This attitude by Governments to regional planning relates to the present free enterprise system. Communities do not readily accept constraints in the development process under such systems unless these constraints are supported by strong arguments. Regional planning in Queensland has not seriously raised public consciousness on any one issue or problem and this is the reason for regional planning's sporadic development and its role in development simply as a co-ordinating tool.

The laissez-faire attitude to development and the need for extended government action in relation to provision of additional public services has created a situation where a hodge-podge of government and semi-government agencies function in Queensland to provide services to metropolitan, urban and rural areas. These separate agencies, when taken together, have failed to provide effective government for planning of essential services.

3.01 DEVELOPMENT OF REGIONAL PLANNING.

Three periods can be identified in the development of regional planning in Queensland.

1. 1938-1971.
2. 1971-1976.
3. 1976-1980.

3.011 (1938-1971).

Two parallel developments occurred during this period that established the basis for regional development and planning: firstly, the introduction of the State Development and Public Works Organization Act of 1938; and secondly, the Premier's Conference of 1944 that focussed interest for regionalism in Queensland.

The 1938 State Development and Public Works Organization Act.

The 1938 State Development and Public Works Organization Act was introduced in 1939 to alleviate a problem of serious unemployment resulting from the depression of the 1930's. The legislation was introduced to systematize and streamline the provision of and spending for public works by co-ordination, preparation of a balanced State Works Programme and to create an organization to conduct major public works.

The 1938 Act was administered by the Co-ordinator General who was responsible to the Minister for State Development, who, in Queensland has always been the Premier. (1) It is probably because of this line of responsibility that, the Co-ordinator General has enjoyed an eminent position in the State bureaucratic structure, controlling the whole State works programme, which involves expenditure of capital for all state instrumentalities - a function performed by the Treasury in other States of Australia.

The 1938 Act contained the initial legislation for preparation and implementation of regional planning schemes. The Act made provision for declaration of a development area in which works could be undertaken by the establishment of a Constructing Authority. This legislation was intended as an emergency measure to operate for a limited period of seven years. The 1938 Act was amended in 1954 to allow it to continue, largely because of its success.

(1) A. BROWN (Regionalism in Qld.) Planner Vol. 17 No. 4; p.6.

The Premier's Conference of 1944.

Interest in regionalism in Queensland developed during the Second World War on the basis of a national interest in the principle of decentralization. The Commonwealth Government decided to allocate money to the States only if definite steps were taken to enact regional and town planning legislation. An agreement was reached in 1944 between the Federal and State Governments that together they should proceed to plan development and decentralization on a regional level.

Eighteen regions were delineated in Queensland, and regional co-ordination councils were formed. (2) These councils functioned until 1950 and consisted of local and senior government officials. Councils were set up in each region and each was entrusted -

- (i) To prepare surveys.
- (ii) To review resources.
- (iii) To examine the nature of development.
- (iv) To suggest appropriate action for the promotion of future development.

The regions were delineated on the basis of the existing Local Authority administrative boundaries.

The delineation of regions and appointment of regional co-ordination councils established regionalism in Queensland. However the 1938 State Development and Public Works Organization Act and the establishment of regionalism in Queensland did not generate the preparation of regional planning schemes, even though machinery was available for the implementation of such a scheme. Certain conclusions can be drawn from evaluating the course of events during this period -

- (a) Federal initiatives established regionalism in Queensland,
- (b) The regional co-ordination councils had no explicit statutory power and were largely ineffective as no planning scheme was produced.
- (c) The establishment of regionalism during this period increased public awareness of issues involved in regional planning.

3.012 (1971-1976).

The 1971 to 1976 period of regional planning corresponded with a comparatively prosperous period of national development. Major changes in regionalism occurred during this period and in 1971, Queensland achieved the introduction of regional organization legislation under State Regional Planning and Development, Public Works Organization and Environmental Control Act which legislated for the following -

- (i) The declaration of ten regions,
- (ii) Appointment of regional co-ordinators.
- (iii) Establishment of regional co-ordination councils.

Three regional co-ordinators were appointed for the ten designated regions and by December, 1973, a co-ordination council was established in each region. Each council consisted of local government representatives.

Despite the establishment of the regions, in Queensland, the Co-ordinator General's programme for works during 1977/1978 which totalled \$258 million, were not compiled on a regional basis, neither were these works programmes given at any stage to the Regional Co-ordination Councils (RCC) for comment. This is an example of the lack of commitment by the State Government towards regional planning.

The lack of commitment by the State Government to regional planning led to the repeal of the 1971 legislation relating to Environmental Co-ordination and Regional Co-ordination. (3) The term of each Regional Co-ordination Council was to be for a period of 3 years. However, on the 30th June, 1977, members of the Councils were not appointed under Section 41 of the 1971 Act and the non-appointment of Council members meant that the RCC's were disbanded. No reasons were given for an abrupt change of government policy in the dissolution of the Regional Co-ordination Councils.

3.013 (1976-1980).

The 1971 Act was amended in 1978 and the Amendment Act is now known as the State Development of Public Works Organization Act 1971-1978. This Act does not refer to regional planning as did the 1971 Act. However, by the declaration of a State Development area, a regional planning scheme can be implemented for a particular area of the State. The 1978 Act includes the following provisions -

- (i) On the basis of public interest or general welfare, an area of the State may be declared by the Governor in Council to be a State Development area (SDA).
- (ii) A development scheme shall be prepared by the COG for a declared SDA as soon as practicable after the declaration.
- (iii) Land situated in a SDA may be acquired by the COG to implement the scheme.
- (iv) The approved development scheme can override the provisions of an existing statutory town planning scheme in the SDA.

(3) QUEENSLAND AMENDMENT ACT NO. 62 OF 1978. State Regional Planning and Development Public Works Organization and Environmental Control Act.

- (v) Project boards may be set up by the Governor in order to undertake specific works that relate to a SDA planning scheme.

Although the State Government has the power under the 1978 Act to formulate and to implement a regional planning scheme by the declaration of a State Development Area, the 1978 Act is a similar document to the 1938 Act and appears to refer to emergency provisions only.

3.02 REGIONAL PLANNING POLICY (1971-1980).

Policy related to regional planning as experienced in Queensland, is embodied in legislation enacted in 1938, amended in 1971 and 1978 regional organization Acts. The policy can be categorised under the following headings -

1. Co-ordination of public works.
2. Regional co-ordination.

3.021 Co-ordination of Public Works.

The Co-ordinator General is appointed under the direction of the Minister for State Development. His functions include preparation, execution, co-ordination, control and the enforcement of a programme of public works, planned development and environmental co-ordination. It is the duty of local bodies, permanent heads of State Government departments and corporations to co-operate with the Co-ordinator General in the execution of works programmes. The Co-ordinator General has extensive powers under Section 16 of the 1978 Act to require the execution of works programmes, such as freeway construction by the Main Roads Department or the erection of an industrial plant by private corporations. These powers could be used to require compliance with a regional planning scheme.

3.022 Regional Co-ordination.

Three regional co-ordinators were appointed for a period of 3 years under the provisions of the 1971 Act. One co-ordinator was appointed to the Central Queensland regions, the second was appointed to the North Queensland regions and the third regional co-ordinator who was based in Brisbane was appointed to the South East Queensland regions. The grouping of regions are illustrated on Figure 3-1. Under this system, Queensland was divided into three areas of regional groups consisting of 15%, 11% and 74% of the total population, respectively.

Regional Co-ordination Councils, which consisted of at least five members, were appointed in an advisory capacity. The Regional Co-ordinator was chairman and the other members, appointed by the Governor in Council, consisted of local authority representatives. Although, the RCC's could also consist of citizens and academics, such persons were usually represented on special subcommittees appointed by the RCC.

The functions of the RCC generally consisted of the following -

- (i) Promoting co-ordination of works programmes and guiding objectives and policies of government departments of the State and Local Authorities.
- (ii) To make recommendations to the COG concerning planned regional development.

There were no particular requirements for membership of the RCC's and no public participation measures included in the legislation for regional co-ordination and planning.

If the legislation had been more specific under the 1971 Act to promote public interest in regional co-ordination and planning matters, the RCC's may have been more viable.

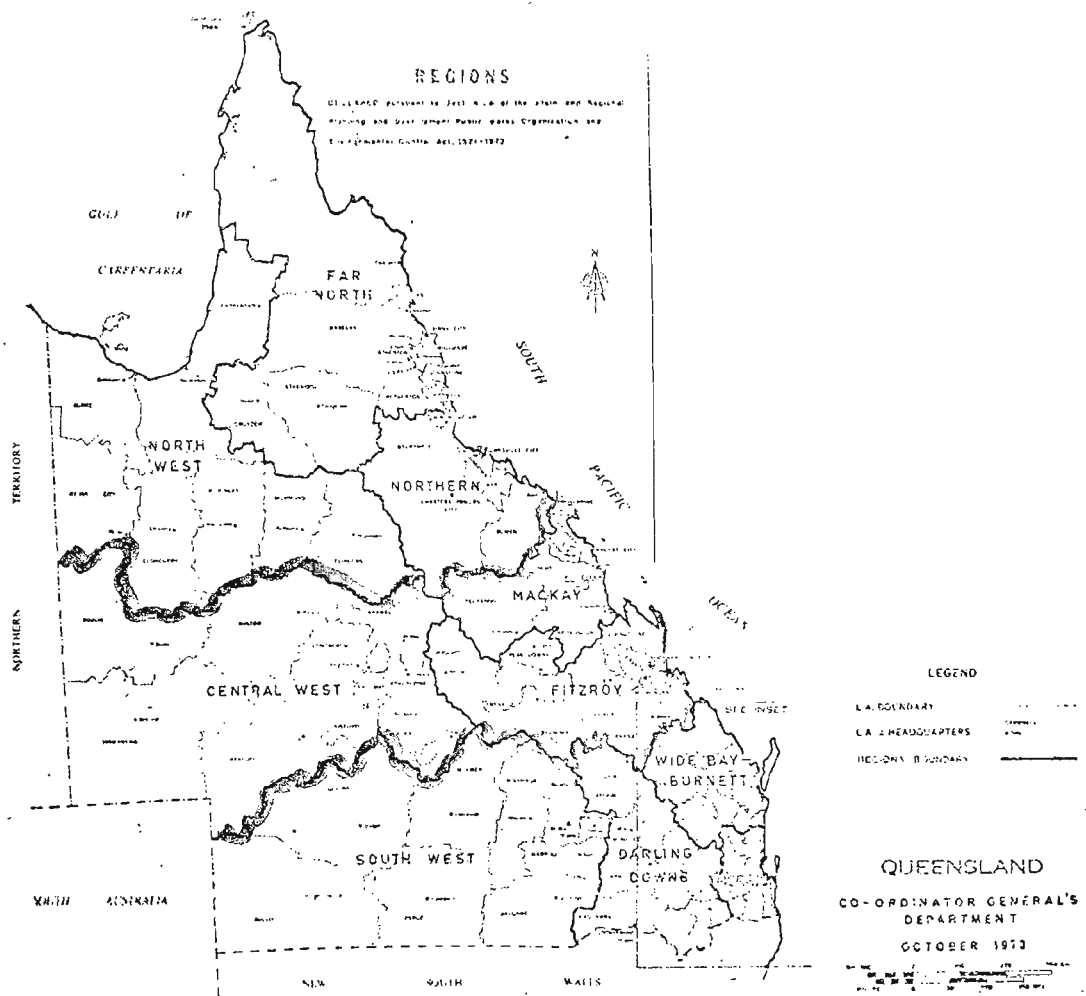


Figure 3 -1.

Division of Queensland into Regional Groups.

Source: Co-Ordinator General, Annual Report, 1973.

The council members were not reappointed after their first three year term had ended. The provisions in the Act relating to regional co-ordination have since been rescinded.

3.03 PLANNING STUDIES.

A series of regional planning studies were produced during the 1971 to 1976 period. The studies were produced jointly by the State, Federal, private and professional organizations. Multi-disciplinary professional teams were formed under the COG for this purpose and consisted of physical planners, economists, geographers and engineers. The most publicised of the studies prepared to date is the Moreton Region Growth Strategy Investigations completed in 1976. This study provides an interesting case study to analyse the results of regional planning in Queensland during the 1971-1976 period.

Funding of the MRGSI occurred jointly between the COG and the Cities Commission. The study covered seventeen local authorities of the Moreton Region. It aimed to provide a broad regional strategy for urban growth and non urban land use for a period up to the year 2000.

The brief for the investigations included the following objectives -

- (i) To define suitable areas for major urban growth.
- (ii) To provide a regional framework within which to consider and co-ordinate public investment programmes of Commonwealth, State and Local Authorities.
- (iii) To provide a basis for preparing and reviewing detailed plans of Local Authorities and other agencies for particular areas within the region. (4)

The MRGSI, consisting of ten task reports, reflects the input of the specialised teams that assembled the report. The report focuses heavily on physical planning. Very little economic analysis is presented in the report and the social input is minimal. If broader representation had been provided in the teams set up to prepare the MRGSI, a more comprehensive planning report could have been produced.

There are problems in the Moreton region relating to urban spill fringe development, unemployment, social and economic development. (5) For instance; Industries essential to the region were not identified and there are no proposals to encourage essential industries to locate in the region. Social and economic aspects could have been investigated under the brief listed earlier in the section however these problems were not discussed in the report. The most that is revealed of social economic and physical problems is by implication only, in the presentation of a preferred strategy.

Nevertheless the report presents valuable guidelines for consideration of policy by local authorities especially in relation to co-ordination of the provision of essential services, such as water supply and sewerage and also provides useful information for extension of these services. However the quality of a report depends on the quality of the regional data base. The quality of the MRGSI report can be questioned considering there is no reference to a higher level of planning.

There is neither a State plan for economic goals existing in Queensland, nor guidelines provided at a national level for regional planning. Unless a national framework is provided for regional planning schemes, the schemes produced cannot be synthesised towards national aims and aspirations. MRGSI and similar regional schemes produced in Queensland were not provided with such a framework and this questions the potential for success of a scheme's implementation.

This problem of providing a suitable framework is being overcome in economic planning by the preparation of input-output tables for Queensland. (6) These tables shall provide information on the structure of relevant regional economies and are to be published in due course by the Bureau of Statistics.

Figure 3-2 illustrates the extent and nature of the planning studies completed in Queensland up to 1976. The completed and proposed studies cover approximately 60% of the land area of Queensland. The remaining 40% of this area has not been examined by regional planning studies. This 40% portion of Queensland co-incides with an area where population density is 8 to 64 square kilometers per person and which also identifies with the problem area of Queensland referred to in Chapter 1. (Figure 3-3).

The policy of the Queensland Government has been to promote the formation of semi-government instrumentalities to undertake functions either previously performed by Local Government or within the province of Local Government action. Organizations such as the various electricity boards, abattoir boards, fire brigade boards and water storage authorities have been formed that look to the State Government for authority and powers rather than to regional organization under the control of Local Government. The preference to allocate powers to special purpose authorities stems from State Government's fear of regionalism - the formation of regional authorities can result in depletion of present powers of the State Government. Also Local Government has at times shown to be antagonistic to any development that appears to connote regionalism. (7) Under these circumstances the aim of regional planning has not proceeded although adequate legislation exists for its establishment. With the dissolution of Regional Co-ordination Councils, regional planning studies have not been updated and few significant reports of a regional planning nature have been initiated through the Co-ordinator Generals Department since 1977.

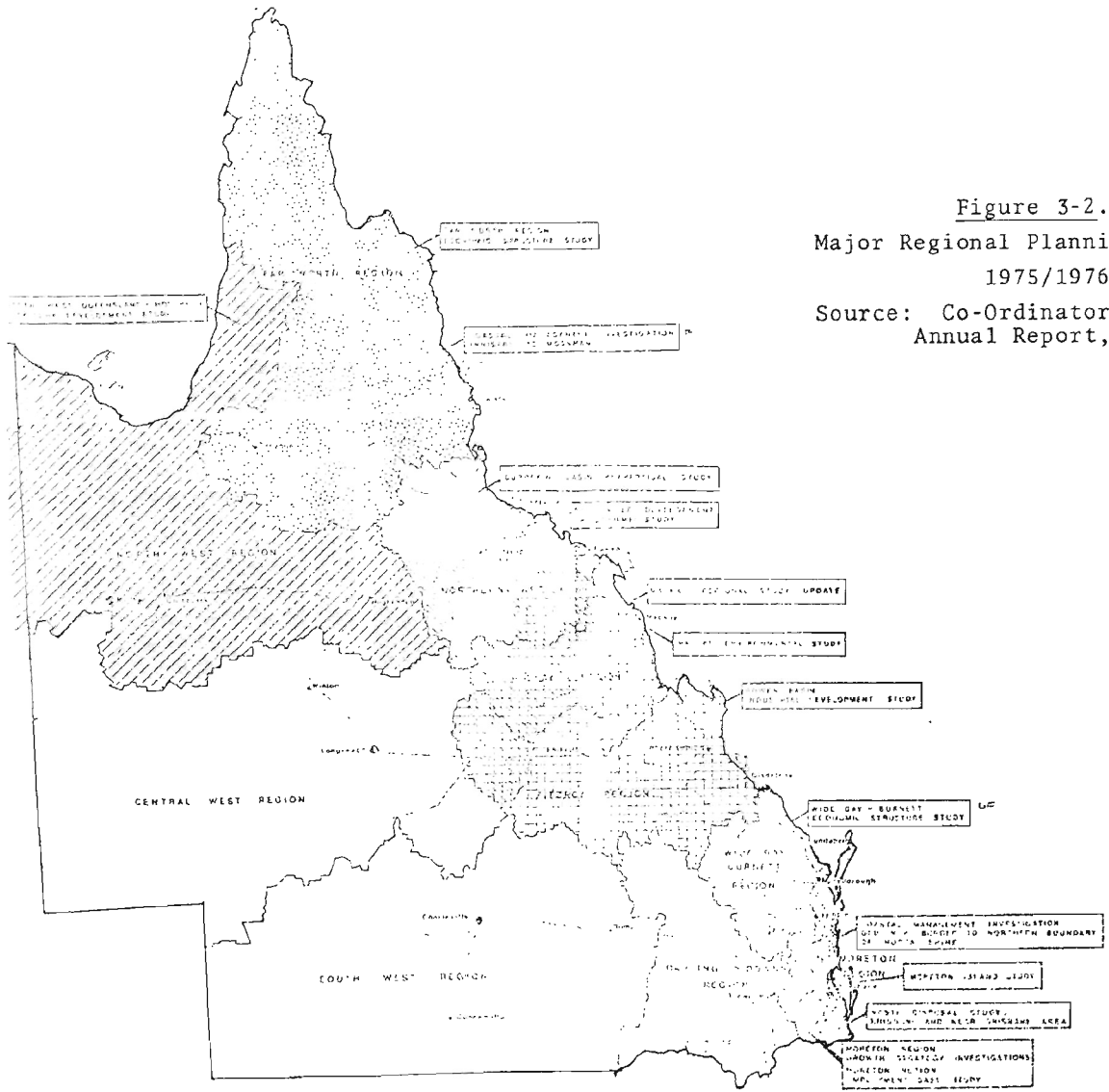
(6) CO-ORDINATOR GENERAL, YEARBOOK (1978) p.28.

(7) C.P. HARRIS - L.G. & Reg. in Qld. (1978) p.138.

Figure 3-2.

Major Regional Planning Studies,
1975/1976.

Source: Co-Ordinator General,
Annual Report, 1976.



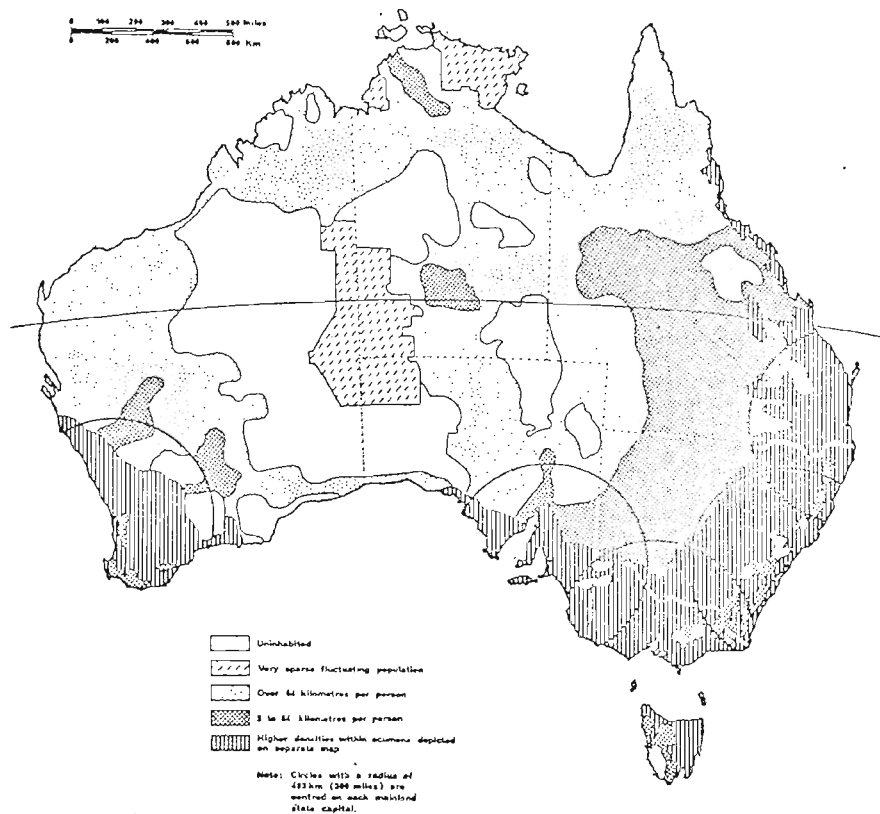


Figure 3-3.

Density Distribution of Dispersed rural population in
the Australian noncumene.

The 8-64 s.k. per person area is a marginal zone.

Source: J.H. Holmes (1977) p.344.

More research and investigations should be prepared for Queensland and the scope of such studies can be broadened by provision of a framework of reference for the preparation of future regional planning studies.

The levels of Government in Australia and their relation of regional planning are discussed for the purpose of establishing a framework.

3.04 LEVELS OF GOVERNMENT.

The levels of planning in Queensland correspond to the various levels of Government. The main responsibility for urban and regional policies has always rested with the State Government. Physical planning has been the responsibility of local authorities. By far the most intensive level of planning has occurred at the local government level with the preparation of land use plans.

The system of planning in Queensland involves -

1. Fiscal and monetary planning at State and Commonwealth levels, and
2. Statutory land use plans by local authorities.

3.041 FISCAL AND MONETARY PLANNING.

Monetary policy involves the control over the sources of our money supply. (8)
The Federal Government has primary control of the Australian credit rating activities and this gives the Federal Government power to control reserves which affect the development process. Control can be performed by fiscal policy which involves the use of taxation and spending powers to change the level of income and the level of spending, and consequently, the level of employment. (9)

(8) ROBINSON, MORTON AND CALDERWOOD (1962) p.168.

(9) ROBINSON, MORTON AND CALDERWOOD (1962) p.180.

The main control that the Commonwealth Government has in order to induce State Government co-operation is its financial power. This power has been exercised frequently by the Federal Government in the allocation of "special purpose" or "tied" grants to the States. The specific nature of such grants have been used by the Commonwealth Government as a lever for regional development purposes to improve infrastructure and for industrial expansion. Also the level of taxation imposed by governments can affect the rate of growth of a particular industry in a region.

Federal Government.

At the Commonwealth Government level, a decentralization policy was initiated in late 1977. This programme provides assistance to manufacturing and tertiary industries, as well as local authorities and community development organizations, in order to encourage development in non-metropolitan areas. To date, four million dollars have been committed in Queensland, mostly to projects related to decentralization of secondary industries. (10) The centres chosen in Queensland for assistance were Townsville, Toowoomba, Rockhampton, Cairns, Mackay, Bundaberg and Gladstone. (11)

The Commonwealth Government has also provided decentralization assistance in terms of tariff and non tariff protection, stabilization schemes, rural credit, petrol equalization, tax concessions on mining projects and siting of higher education institutions. Monetary policies by the Federal Government in relation to these matters are crucial to regional development.

(10) R.S. SKEATES (Royal Australian Planning Institute Journal) Vol. 17 No. 1 (1979) p.53.

(11) CO-ORDINATOR GENERAL, ANNUAL REPORT (1979) p.31.

State Government.

Essentially, the funds allocated by the Commonwealth Government are channelled through the State Treasury for regional development purposes. The State provides loans and grants for public works performed by its own departments and by local authorities. Funds are provided for infrastructure improvements through the various departments of Main Roads, Education, Housing Commission and the various special purpose instrumentalities. Funds are also provided for specific decentralization projects through the Department of Commercial and Industrial Development.

The State Department of Commercial and Industrial Development in Queensland is the Department in consultation with the Commonwealth on applications from Queensland organizations for industrial assistance. This Department has in the past, provided assistance with State funds for -

- (i) Decentralizing industries.
- (ii) Crown industrial land on generous terms and conditions.
- (iii) Housing for skilled employees.
- (iv) Rail freight concessions, etc. (12)

Decentralization funds have not been given on the basis of an explicit urban policy. The form of assistance available has tended to concentrate growth in the metropolitan centre, rather than decentralize the growth. This is mainly because a policy of selective growth for non-metropolitan development has not been adopted. Also, State administrative functions have tended to locate in metropolitan centres, reinforcing the primacy of Brisbane.

The reason for not implementing a growth centre policy in Queensland to direct funds to selected areas, is possibly because of the likelihood of electoral backlash. Country towns not selected as growth centres are likely to withdraw support for the Government. The National Country Party, which has a strong rural vote in Queensland, could quickly lose electoral favour if such a policy were adopted. It appears that because of a lack of explicit regional monetary policy, the concentration of population in the metropolitan centre of Brisbane continues at the expense of the remainder of the State.

3.042 STATUTORY LAND USE PLANNING BY LOCAL AUTHORITIES.

Planning by local authorities in Queensland is controlled by the Local Government Act. Section 33 of the Act refers to Town Planning and gives general guidelines for the preparation of Town Planning schemes. By mid 1978, eighty-one statutory town planning schemes had been prepared out of a total of one hundred and thirty-four local authorities.

The schemes prepared consist predominantly of zoning schemes, which determine the permitted land use of a local authority administrative area. The number of town planning schemes that are gazetted indicate the extent of interest in physical planning by local authorities in Queensland in comparison with other levels of planning. Planning in Queensland is predominantly of the physical statutory kind.

The determination of permitted land use of an area under a town planning scheme has wider economic implications.

"An urban centre's present economic position in relation to other urban areas is dependent on what share of the regional and ultimately the national total of goods and services it produces in each line of local economic activity. Its future position is dependent on its capacity to develop new productive resources and expand existing ones in relation to other cities capable of engaging in the same activities within the same regional framework". (13)

An effective land use plan identifies a centre's economic activity. This activity is usually dependent on the resources of the centre's hinterland. The economic activity of the centre can develop in relation to other centres with proper policy and land use planning.

Efficient land use planning can therefore create jobs. Increasing the level of employment is principally a goal of national planning. However, because of the interaction between national and local levels of planning, unemployment problems can be partly solved with efficient land use planning. Similarly, increase in national production of goods and services can be determined by efficient land use planning.

The Local Government Act does not give guidelines for land use planning policy in terms of economic objectives:

- (i) The goals and objectives of a statutory land use plan do not have to be stated under the provisions of the Act.

- (ii) There is no reference in the Act to a national or regional framework that must be considered prior to the preparation of a statutory land use plan.
- (iii) Policy plans are not a requirement under the Act. (However, the Minister for Local Government has recently suggested that this be included).

Policy planning and planning by objectives are essential to the preparation of a town planning scheme.

"The statutory plan must be supplemented by a set of objectives and policies and performance standards to ensure that statutory powers will be exercised effectively and to some purpose". (14)

The only mention of the preparation of a policy statement in Queensland is the city of Brisbane Town Planning Amendment Act 1971. This Act refers only to Brisbane and not to the local authorities outside the metropolitan area.

Town planning legislation can require that goals and objectives of a planning scheme be stated. Economic and social objectives can thus be introduced into a town planning scheme thereby integrating national and local planning.

This task is laborious under present legislation in Queensland, where town planning and regional planning are under the direction of separate ministries. The Minister for Local Government is responsible for approval of local authority planning schemes and the Minister for State Development is responsible for regional planning conducted by the COG Department.

3.05 CONCLUSION.

A suitable framework for Regional Planning has not been established in Queensland and this is illustrated by the sporadic development of planning administration and resultant problems of a regional nature highlighted in Chapter one.

Co-ordination of development in the State by a single department has failed because of a lack of forward policy for the State as a whole. The functions which are the responsibility of the State Government are too numerous for effective co-ordination and planning.

The 134 Local Authorities, on the other hand, have been delegated the task of planning and has resulted in planning predominately of a physical statutory kind. Few advisory guidelines have been provided to assist Local Government authorities and the structure of local government has not changed to permit forward planning. In fact the boundaries of local government authorities have not been systematically reviewed since 1928 in Queensland whereas the governments of four of the other 5 states have instituted comprehensive enquiries in recent years. (15) These boundaries have generally remained static despite substantial population changes of Local Authority areas since 1928.

There has been a lack of commitment by the Federal Government for involvement in State or Local Government matters in recent years. This non-commitment by the Federal Government has meant that the structure and administration of Local Government has not changed. Federal Government involvement in the past has proved to be the only means by which reform has occurred at a Local Government level in Queensland.

Creation of a fourth-tier general purpose authority in the existing Federal system has not been warmly received by either Local or State Government Authorities.

(15) C.P. HARRIS (Local Government and Regionalism in Queensland). p.172.

There appears to be antagonism to this type of proposal because it means that an additional level of government administration is created.

The result is that our free enterprise economy has encouraged the proliferation of special purpose authorities to compensate for the lack of a workable arrangement for planning between levels of government. In fact the establishment of the short lived regional planning committees represented only a patching up of the malaise rather than an attempt at reform of the real cause which centres on the lack of balance in the three levels of government structure and administration.

One of the features of the Federal system is the type of division and subdivision of territory and the allocation of functions to each level of government for administrative purposes. The nation is divided for decentralization of Federal Government functions. Similarly the State is divided into Local Government or regional territories for performance of State Government functions. This concept of territorial federalism can also include political administrative and electoral boundaries.

Development of the State demands that an optimum situation is created for planning purposes which is compatible to the operation of the political system. The regional planning system proposed for Queensland should be compatible with the political system to further the course of planning and to lead to the acceptance of regional territories and delineation of boundaries for regional organization and the implementation of regional policies and programmes. It seems that the aim of planning should be to strengthen Local Government through regionalism and to persuade the State to delegate certain of its functions through Federal Government action.

The planning systems of France, United States of America and Canada are examined in order to establish a framework for regional planning in Queensland.

CHAPTER 4

4.00

It is necessary at this stage to explain the selection of three overseas countries - France, U.S.A. and Canada - for analysis of a planning system appropriate for Queensland.

A comparative study should not be too superficial because in such a study it is only possible to examine a very limited number of examples and then it is only possible to scratch the surface of each one. Interesting examples can be drawn from the regional planning systems of the three overseas countries chosen. Nevertheless these countries vary greatly in terms of population and density from the Queensland context as presented on Table 4-1.

	Area s.k.	Population 1971 X000,000.	Density. i.e., persons/s.k.
Canada	9,976,000	21.6	2
United States of America	9,363,000	207	22
France	549,000	51.25	93
Australia	7,682,300	10.9	1.4
Queensland	1,727,200	1.5	.88

Table 4-1.

Population and Area of Countries Analysed.

Source: N.M. Hansen (1974) Australian Bureau of Statistics.

France has an area of 549,000 square kilometers and a population of over 50 million and possesses the most comprehensive system for regional planning in Europe.

The system is well structured and forms part of the nations political organization for national development. Possibly its regional planning system is the most centralised for a western economy capable of reasonable comparison to Queensland.

U.S.A. was chosen because it represents a planning system in a free enterprise economy which illustrates how progressive thought can be ineffective when the interests of the individual are placed above the interests of the State in a democratic nation.

A rapid settlement process has occurred in the U.S.A. because of its vast resources. It has become a country of many contrasts where extreme affluence marches hand in hand with large scale pockets of poverty. This country is often the example set up by professional planners in Australia because of its similar history of settlement to Australia, the vastness of its landscape, the federal system under which it operates and the predominately anglo-saxon origin of its population.

Canada is the closest parallel of any nation to Australia:

- (i) It operates under a federal system which inhibits federal action because of the substantial powers which have remained with the ten provinces under the constitution.
- (ii) The nation has a relatively low population level which is concentrated in urban areas and in particular regions. Over one half of the national population live in 19 metropolitan centres. Also the east and west of Canada are divided by a vast area of precambrian rock that has caused uneven settlement.

The planning system represented by the more progressive provinces offers an insight into developments for regional planning in Australian States because of political, physical and demographic similarities between Canada and Australia.

The thesis sets out to analyse how the regional planning systems of France, U.S.A. and Canada have developed and how strategies employed could in turn be considered in the formulation of a regional planning system for Queensland.

CHAPTER 5

F R A N C E.

5.00 The development of a sophisticated regional planning system in France was the result of a concentrated national effort to overcome not only the problems of the physical environment arising from urban growth, but more importantly, to overcome the major economic and social disparities that existed between regions within France.

 The system which was adopted placed emphasis on integrating urban and national planning and utilized certain regional growth strategies as a means of solving the urban problems.

 The development of the system, the structure of the planning system and the strategies employed have much to offer in the formulation of a regional planning system for Queensland.

5.01 DEVELOPMENT OF THE REGIONAL PLANNING SYSTEM.

 The French planning system developed in the post World War II period. A system was needed to reduce the disparities that existed between particular areas of the country. There was found to be a distinct contrast between the stagnation and backwardness of remoter regions and the high land prices and poor living conditions of urban agglomerations.

 Disparities in the standard of living were identified between regions to the North and the East and regions to the South and West. Those to the North and East were considered 'comfortable' and those to the South and West were considered 'poor'.

Figure 5-1 illustrates the disparity between incomes in France expressed on a regional basis.

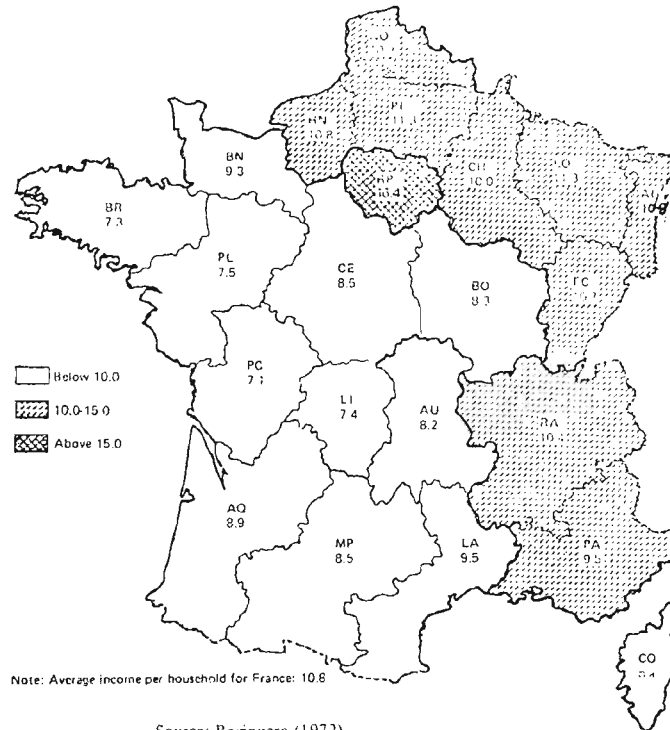


Figure 5-1.

Income per Household, by Region 1962 (in 1000 francs)

Source: N.M. HANSEN (1974) p.37.

The disparities in the standard of living between these areas was explained by the concentration of population, economic activity and cultural life in the Paris region. Thus, the Paris Region grew at the expense of the provinces.

The regional problem was to be resolved by attempting to devise strategies to promote a more balanced national growth. The planning system which evolved relied heavily on regionalisation principles.

Four stages can be identified in the evolution of this system.

Stage (1) - 1945-1954:

The first legislation on regional planning was introduced. Most of the measures took the form of introducing controls on development rather than to provide incentives to encourage expansion.

Stage (2) - 1954-1957:

Dominant concern during this period was to promote decentralization of industry from the Paris region. Incentives were introduced for centres to expand in less prosperous regions. These were considered the first serious steps to promote regional development.

Stage (3) - 1958-1960:

Regional development gradually came to be set more and more in the context of policy aimed at increasing economic growth at a national level as an integral element of the institution of national plans. In 1959, the government formally set up 21 planning regions with a regional expansion committee in each region.

Stage (4) - 1960 Onwards:

Far reaching administration changes were introduced with a specific objective of creating an administrative framework more suited to the needs of planned regional development.

It was the publication of a book by J.F. Gravier in 1947, called "Paris et le Desert Francaise" that 'lit the fuse' for regional planning by focussing public opinion on the effects of excessive centralization, namely, the growth of Paris and the problem of inadequate development in the provinces.

As a consequence of the book, regional planning was promoted. Regional issues were identified, disparities were appraised and objectives of French regional planning were established.

These objectives were -

- (a) Reduction of regional disparities.
- (b) Control of excessive decentralization around Paris.
- (c) The development of the under developed West and South of France.
- (d) The regeneration of Problem industrial areas. (1)

The identification and appraisal of regional problems resulted in the implementation of regional strategies which were introduced on the basis of principles of decentralization.

(1) J. GLASSON (1974) p.287.

Bills were passed in 1954 and 1955 that provided subsidies to induce manufacturing industries to move out of the Paris area and to locate in designated areas. (2) Controls were placed on development in Paris as part of the decentralization policy. Authorization was required from the central government for new manufacturing industries to locate and existing industries to extend buildings by more than 500 square metres in the Paris area. Building Permits were thus used as a strategy for decentralization. The decentralization strategies were also accompanied by reform of Local Government units. These Local Government units referred to as "Departments" were grouped into 21 planning regions. (Figure 5-2).

These initial moves towards regionalization and use of decentralization strategies were important in the development of the planning system.

However, the results were largely unsuccessful in terms of solving regional problems because a co-ordinated policy of regional planning had not been implemented at this stage.

Nevertheless, the appointment of regional expansion committees in 1959 and the introduction of the Fourth National Plan in 1960-1965 period gave a boost to regional planning. The Fourth National Plan was aimed at solving regional aspects of economic development. Regional "prefets" were appointed in 1961 to head each of the 21 regions and to act as co-ordinators of planning bodies.

In 1964 a planning system to integrate urban and national planning was developed based on a formal administrative system, the structure of which is described in the next section.



Figure 5-2.

France, Planning Regions.

Source: J. GLASSON (1974) p.288.

It is at the regional level that the aims of the national plan were established. The regional planning level is the most popular of the forms of planning in France. There has been a distinct refusal to allow economic market forces to shape the special distribution of activities of men in France and a marked movement to solve regional problems and to take account of spatial dimensions of economic and social life. (3)

5.02 STRUCTURE AND FUNCTION OF THE PLANNING SYSTEM.

The structure of the French planning system is complex and in order to explain its structure, the levels of planning are examined.

Regional and Local Authorities functioning within the system are characterised by horizontal and vertical responsibilities under a highly centralised political system. Figure 5-3 illustrates the system. The essential authorities and their functions within the structure are examined in terms of the three levels of planning - Regional, National and Local.

5.021 Regional Level.

The regional edifice in France is centred around the regional 'prefet'. The use of the 'prefet' system allows for a co-ordinated system between local and national levels of planning.

The "prefet" is assisted by a group of officials and a regional commission of appointed experts consisting of about 100 technocrats. The experts represent areas like industry, trade unions and universities who work in conjunction with the central administration unit in order to co-ordinate and refine regional economic planning.

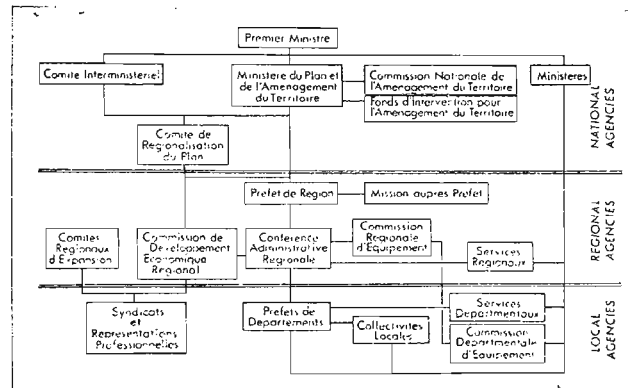


Figure 5-3.

The Administrative Structure of French Regional Planning.

Source: P. HALL (1974).p.206.

This technical team (called the Mission Economique Regionale) assists the "prefet" and is responsible for the preparation of five year regional programmes for economic development. (4)

The teams that are established under the regional "prefet" are advisory committees. These include Conference Administrative Regionale (CAR) which is a type of regional economic planning board. Also, regional economic Councils have been set up in each region, these are called "Commission de Developpement Economique Regionale" (CODER).

On the basis of needs established at the regional level by these committees, decisions are taken in Paris for financial allocation between regions.

At first, planning regions were used in order to translate central decisions into a provincial context. With the development of the advisory economic teams in 1964, development within each region was promoted by these teams. On the basis of decisions taken at a regional level by the advisory teams, decisions were made in Paris for financial allocation between regions. The effect of the 5th national economic plan was to regionalize national plans and national budgets in this way. (5)

Financial powers were also allocated to regional economic authorities. This allowed dues to be collected in the form of vehicle licence fees and property transaction fees to fund certain local development schemes and to promote research.

Economic councils, technical planning teams and public advisory councils, together with financial powers have assisted authorities to promote regional planning and to effectively work towards solving regional, social and economic problems.

(4) J. GLASSON (1974) p.288.

(5) H. CLOUT (1975) p.117.

5.022 The National Level.

Three authorities have existed at the national level to co-ordinate regional planning - DATAR, CGP and CNAT. These authorities are concerned with short term, medium and long term planning, respectively.

The main body for national economic planning is the CGP - "Commissariat General au Plan" (General Planning Commission). This authority works through a central regional co-ordinating authority called DATAR. CGP has been responsible since 1947 for producing the Six National Economic Plans.

DATAR - "Deligation a l'Aménagement du Territoire et a l'Action Regionale" (or Agency for Regional Planning) - co-ordinates short term plans and assists to push these along in order to have plans implemented. This authority can draw on the resources of a regional development fund for amounts up to 1.5% of the national budget to assist its task. The authority is directly controlled by the Prime Minister.

The third authority, CNAT - "Commission Nationale de l'Aménagement du Territoire" (or National Committee for Regional Planning), is concerned with long term planning and developing long term planning strategies (e.g., 20 year plans). The success of CNAT was limited mainly because, as a long term planning agency, it was not taken seriously by policy makers. Also, the agency did not produce clear cut priorities and strategies. In 1967, CNAT and CGP merged to form one authority to undertake medium and long term planning, and to integrate spatial and economic planning at the national scale. (6)

One of the important instruments of policy making used by these three national planning authorities is public investment. While the three planning authorities develop regional policy strategies involving allocation of resources, which, in effect, establishes certain priorities for investment, the actual investment decision is made by Ministerial

Committees. The investment decision, being a political decision, does not always coincide with CGP and DATAR plans.

The terms of influencing national public investment decisions, DATAR is particularly fortunate, because it is responsible directly to the Prime Minister. Moreover, the policy that DATAR recommends has a better chance of being implemented, owing to the Prime Minister's authority over all other ministries.

The co-ordination of local and regional planning is achieved at the national level by the following means -

- (i) Appointment of regional "prefets" - Regional "prefets", as noted earlier, are officials appointed by the national government to co-ordinate local and national planning.
- (ii) Research - DATAR has undertaken and sponsored long term planning studies to determine the future of the country. These studies can provide useful arguments for policy and discussion at a ministerial level.
- (iii) Establishment of planning commissions in urban areas - Under DATAR, planning commissions such as OREAM have been set up in urban centres to undertake studies and develop master plans for consideration at the national level.

5.023 Local Level.

The main authorities for planning at the local level are OREAM and GCPU.

These authorities have been set up to co-ordinate urban and regional planning in the Paris region and the major urban regions in the provinces.

The organization for planning the Paris region is a special organization which has become a model for the other regions. It consists of the GCPU "Groupe Central de Planification Urbaine" which is a central planning advisory authority. The GCPU is assisted by a research organization called the "Institut d'aménagement et d'urbanisme de la région parisienne" (IAURP). This organization has acquired a considerable international reputation for the quality of the studies it has produced. At the head of the GCPU and IAURP is a regional "prefet" appointed by the Prime Minister. The regional "prefet" is called the "Deleque-General", who is also chairman of a board consisting of 28 local government representatives. (7)

The Paris district consists of an amalgamation of eight departments governed by this board. The membership of the board is unique. It consists, not only of fourteen councillors appointed from Paris central and the surrounding seven departments, but also of fourteen municipal and county councillors appointed from outside the Paris region. This board is responsible for the preparation, co-ordination and execution of physical planning and for infrastructure investments in the Paris region. (8)

One of the strategies adopted in the Paris region is to restrict the Growth of Paris by 4% per annum in order to slow down its development in favour of the other major urban regions, and to encourage decentralization. Restriction of the growth of Paris can only be possible with the representation on the board consisting of 50% of municipal and county councillors appointed from outside the Paris region. This form of

(7) P. HALL (1974) p.207.

(8) ALLEN AND MacLENNAN (1970) p.235.

representation on the board is in accordance with the principle that Paris as a capital city is also dependent on the remainder of France for its growth. The plan for Paris that proposed to limit the growth of the capital was called PADOG "Plan d'Amenagement et d'Organization General".

PADOG, which was finalised in 1960, proposed a stop to the physical growth of the agglomeration. This plan also emphasised that conditions in the capital required improvement. (9) Urban renewal programmes, construction of large service centres in the outer suburbs, radial ring motorways to the city and an express metro (underground railway), called the RATP, were also proposed and implemented under the PADOG Plan.

The strategy of limiting the growth of Paris was considered unrealistic from a national point of view as there have always been strong moves in France for the establishment of Paris as an international city equal to London and New York. A change in policy occurred and the initial target population for Paris at 9,000,000 was increased to 11,600,000 for 1985 and 14,000,000 by A.D. 2000, under a new strategy plan prepared in 1965.

The new plan, "Schema Directeur d'Amenagement et d'Urbanisme", retained many of the projects outlined in the PADOG Plan, but also proposed new developments to reduce urban spread to the city and to accommodate the growth of the city in a planned manner, namely, selection of growth axes along the Seine in the central Paris area, and creation of eight satellite towns between 15 and 35 k.m. from the centre of Paris. (10)

(9) P. HALL (1974) p.206.

(10) H. CLOUT (1975) p.122.

An authority appointed by the central government executive has been established to co-ordinate planning for the major urban regions - "The Organization d'Etudes, et d'Amenagement d'Aires Metropolitaires" (OREAM). It works as a study team to prepare plans for the eight major urban regions in the provinces which have been designated by DATAR as part of the Fourth National Plan. These selected urban centres are known as "metropoles d'equilibre".

The towns vary in population from 1,520,859 (Lyons/St. Eteinne/Grenoble City Region) to 302,772 (Strasbourg). The planning for these centres, by OREAM, places emphasis and direction on urban renewal and growth, highway construction and industrial location.

For instance, plans for Lyons/St. Eteinne/Grenoble embrace the Port-Dieu urban renewal scheme, the cities first metroline and motorway links Satolas Airport and the new town of Isle d'Abeu which will house a population of 135,000 by 1985. (11)

A study of OREAM is set up in each of the designated growth centres. In the case of the establishment of a new town, the study team is located on site and, after two or three years, a public development corporation is set up to implement the plan. (12)

In order to facilitate the implementation of the plan, reorganization has occurred in Local Government Administration by the setting up of Greater Metropolitan councils, to handle the comprehensive planning necessary in the urban centres. That is, a number of local authorities have agglomerated to create a single authority. Each town of 100,000 or more population has the option to create a greater Local Authority if its local councils choose to do so. The new councils consist of 50-60 members depending

(11) H. CLOUT (1975) p.123.

(12) A. CAVE - French New Towns A.D. Journal Vol. 9 (1975) p.546.

on the size of the metropole. The councils are responsible for urban land use planning, zoning and creation of industrial estates, housing and public transport, secondary education and provision of services such as gas and electricity.

French urban planning in the provinces has been predominantly concerned with Growth Centre development and establishment of new towns. As a result, criticism was raised that the problems of lower order settlements were being ignored. Consequently, a change in policy occurred.

Firstly, in 1967, regional capitals not designated as growth centres qualified for financial assistance for the relocation of tertiary industries.

Secondly, in the 1970's, more attention was given to improving housing, transport, job opportunities and provision of cultural facilities in medium sized towns of 100,000 or less. (13)

In order to co-ordinate planning in these smaller towns, local organizations are formed under the supervision of DATAR. Local Authorities in France offer wide and variable encouragement for factories to be installed or expanded in their areas in addition to the financial assistance offered by the central government for relocation of tertiary industry.

The supervision by DATAR in such projects ensures easier integration of Local Authority planning with regional policy objectives.

5.03 PLANNING STRATEGIES.

In discussing the functional relationship of the various organizations involved in planning in France, the strategies employed to develop planning on a regional

(13) H. CLOUT (1975) p.123.

basis have been presented. In this section, these strategies are further described, and later they are assessed in order to discuss their value for Queensland.

1. Comprehensive growth pole strategy.
2. An effective decentralization policy.

5.031 The growth pole strategy consists of designating metropolitan growth areas, development of new towns and limiting the growth of Paris region in order to divert development to the provincial areas.

The growth pole strategy was developed by F. Pervoux and was translated into reality by the French, in order to provide additional employment and cultural facilities in the provincial areas. In 1964, eight centres were chosen on their capacity to service their hinterlands and effectively counter balance the growth of Paris.

The centres consisted of -

1. Bordeaux.
2. Lille/Roubaix/Tourcoing.
3. Lyons/St. Eteinne/Grenoble.
4. Marseilles/Aix/Fos.
5. Nancy/Metz/Thionville.
6. Nantes/St. Nazaire.
7. Strasbourg.
8. Toulouse.

The aim of the policy was to guide public investment and provision of public infrastructure to the centres in order to stimulate growth and reduce the economic and

social disparities which existed in the provinces. If aid were to be distributed evenly over the country as a whole, there would be little effect from such investment. Therefore, by concentrating investment in specific centres, the effects of the investments would be felt more readily.

Figure 5-4 presents the development in France up to 1975. The proposed motorways network indicated on the diagram shows how the strategy for regional development is gradually assuming a planned form. The success for implementation of a national strategy in France is partly due to the adoption of an integrated and comprehensive growth pole strategy.

A strategy of selectivity in the provision of public investment and infrastructure has much to offer as a strategy for Queensland country centres. As discussed in the third chapter, selectivity is not a policy adopted in Queensland.

It is felt in Queensland that the adoption of such a policy would not be politically safe.

This problem did arise in France when Rennes, Bretagne, was excluded from the list of growth centres in favour of the adjoining Nantes. This brought forceful protests from The Bretons, and in order to placate their demands, the decentralization policy was adopted to include Nantes. (14)

5.032. A decentralization policy complementary to a growth pole strategy is also used as a means of encouraging industrial relocation in provincial France.

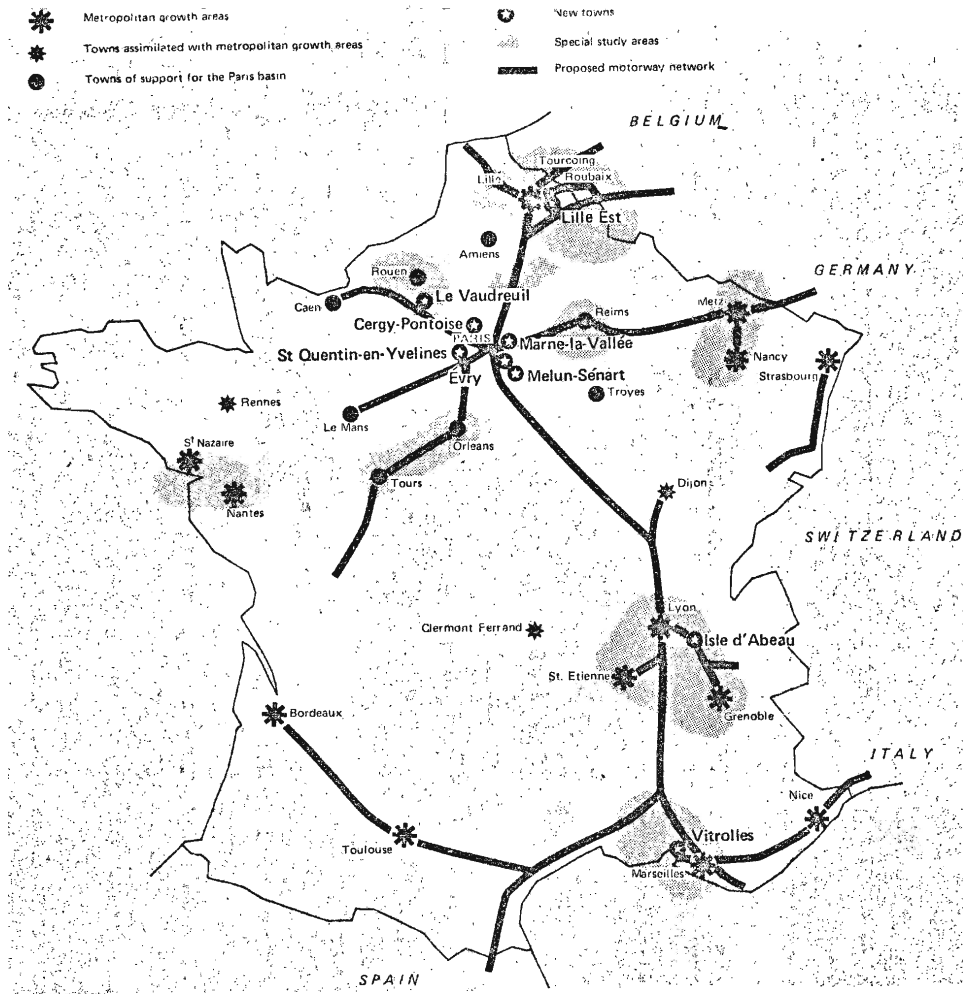
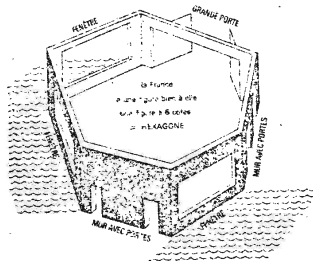
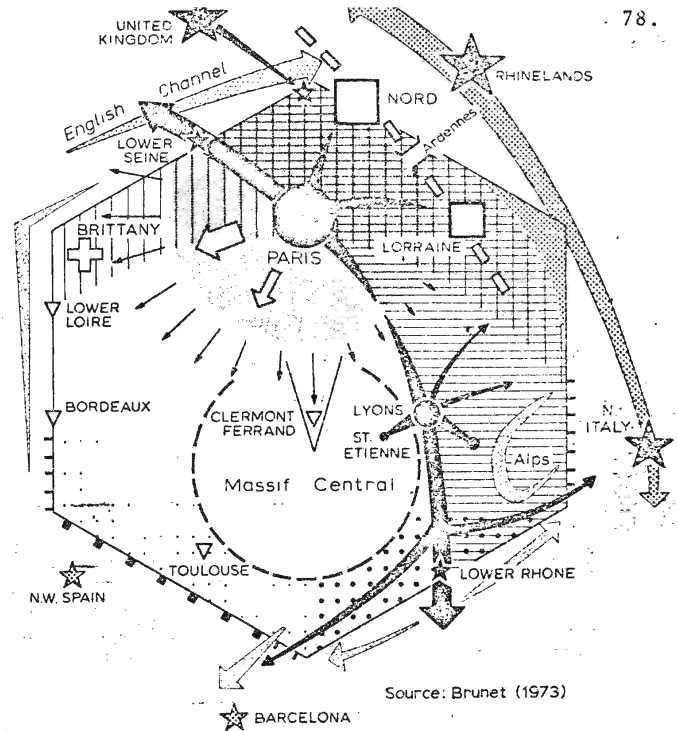


Figure 5-4.

The Organization of Urban Development in France.
 Source: A. CAVE - French New Towns A.D. Journal
 Vol. 9 (1975) p.535.



View of France as a Hexagon.



Source: Brunet (1973)

- 1 Industrial and urbanized areas.
 - 2 High rates of natural increase of population.
 - 3 'Southern France'.
 - 4 Rhinelands axis and its 'overspill' into France.
 - 5 Major industrial growth centres in neighbouring countries.
 - 6 Main maritime routes.
 - 7 Mountainous international frontiers.
 - 8 Major industrial focus.
 - 9 Main axes of communication.
 - 10 Major national growth area.
 - 11 'Area of repulsion'.
 - 12 Old industrial regions in need of renovation.
 - 13 Upland core, dividing an axis of nineteenth-century industrialization.
 - 14 Major port complex.
 - 15 Outward expansion of economic activities from the inner Paris Basin.
 - 16 Rural labour surplus.
 - 17 Large provincial urban centres.
 - 18 Major areas of tourism.
- R. Brunet and *L'Espace Géographique*.)

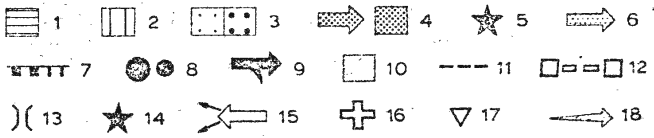


Figure 5-5.
The Spatial Structure of France.

Finance has been made available since 1950 for the setting up of factory estates and special corporations from state, private and Local Authority sources. Other forms of government aid include low interest loans for factory construction and indemnities for covering part of the dismantling, transport, reassembly costs for machinery relocated from Paris to the Provinces. Land prices are also pegged at low levels on estates where factory jobs are needed and finance is made available for retraining and training workers. Also, new factories in western France may be eligible for exoneration from taxation for a number of years. These funds are available to assist relocation of industry and to create employment outside the Paris Region.

Zones have been designated for allocating levels of assistance to industry. These zones are illustrated on Figure 5-6.

The total amount of assistance available for decentralization purposes has gradually increased. In 1970, F.426,000 were made available. This figure compares with F.50,000,000 in 1961 and F. 1000,000,000 in 1966.

The value of grants has increased dramatically. However, this investment compares favourably with that provided by Great Britain. France, in 1970, allocated approximately 1/10th of the sum used for the same objective in Great Britain. (15) On the basis of these figures, impressive results have been achieved in France with the use of decentralization policy as a tool for regional planning.

5.04 COMMENT ON THE FRENCH SYSTEM.

5.041 The most impressive aspect of the French planning system is its co-ordination of the three levels of planning, together with the strategies employed for planning at each level.

(15) H. CLOUT (1975) p.127.

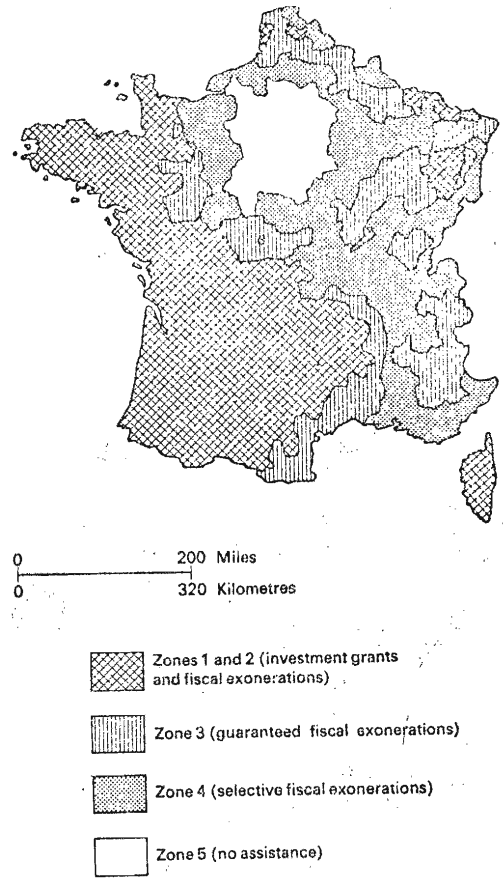


Figure 5-6

France Zones of Financial Aid for Industrial Development.

Source: J. GLASSON (1974) p.291.

France has a strong centralist system of government which has not been undermined by the introduction of regional planning. On the contrary, it has tended to strengthen the national government by facilitating implementation of national government policies.

The present success of the planning system and implementation of policies is attributed to the highly centralised form of government, which has allowed decisions on a large scale to be carried out effectively and quickly.

Regional issues are popular in France, so have consequently tended to dominate planning thought and practice, while the other two levels of planning have developed more in response to regional planning.

5.042 It is unlikely that regional planning policies will modify the strong underlying tendency of the French economy towards concentration of population in the major urban regions. Economic life in France is expected to continue to be dominated by the urban areas.

However, as a result of regional planning, a shift is occurring in urban domination away from Paris in order to allow the sharing of growth opportunities between the provinces and their respective growth centres. Further, regional planning has been successful in order to alleviate some of the problems that would develop if proper planning had not been instituted.

5.043. A redefinition of the 21 original regions will be necessary in France because of the domination of the eight growth centres in their respective regions. Possibly, reform will be required by Local Authorities' administration in the future to accommodate for the new urban centres growth.

5.05 CONCLUSION.

The dominance of Brisbane in comparison to the size of other urban centres in Queensland, and the centralised form of the State Government operations indicate that aspects of the French regional planning system should be seriously considered in this State. The uniqueness of the French system is not the complete answer for Queensland, but a good start towards thinking on regional planning.

On the basis of a development scale, Queensland is at present in its second stage of development in regional planning in comparison to the four stages outlined in the French System. It could be said that following on from that, as a next step, Queensland would need to establish an administrative framework to implement a programme of plans in order to achieve the goals of a central government. From the French experience, it would appear that use of the regional concept is the most satisfactory means of achieving this.

The French government is characterised by interdepartmental rivalries and suspicions. A similar situation occurs in Queensland. The French have overcome these rivalries by adopting a planning system with parallel bodies. The chart on Figure 5-3 shows that few responsibilities are vertical in nature. A similar regional planning system with more horizontal responsibilities should be examined for Queensland.

These horizontal and vertical responsibilities in France, centre on the appointment of a regional "prefet" who is appointed by the central government. The purpose of the "prefet's" appointment as a central figure in the system, is for control by the central administration of the regional parts of the planning system for economic planning. In Queensland the Co-ordinator General partially fills the role of "prefet". Few responsibilities in terms of economic planning have been given to the COG, and no technical committees, or Local Authority and public representative committees have been established to assist the Co-ordinators in economic planning.

CHAPTER 6

UNITED STATES OF AMERICA.

6.00 There is a reluctance in the United States of America to establish a planning system that provides more than general guidelines for regional planning purposes. Co-ordination of National and Local levels of planning in the U.S.A. does not occur in a similar fashion to the French planning system described in the previous chapter. The U.S.A. system is experimental, loose and informal. Nevertheless, it offers an alternative system for analysis and comparison with the Queensland planning system.

The nature of the planning system and the strategies employed are the result of the economic and social forces that have shaped the U.S.A. historically. In many ways, the planning system reflects basic values of the U.S.A. society, such as democratic government and individual liberty.

6.01 DEVELOPMENT OF THE PLANNING SYSTEM.

Two distinct periods can be identified in the development of the U.S.A. regional planning system.

Stage (1) - 1933 to World War II.

During this period, regional planning was concerned with water resource management schemes. The outstanding example is the Tennessee Valley Authority Programme. Other examples followed, such as Columbia, Central Valley, Missouri and Arkansas. These studies involved resource management in order to improve living conditions in a particular area.

Stage (2) - Post War Era.

This was a period of rapid development that resulted in a number of problems associated with metropolitan decay and sprawling suburban growth. Also, the rapid pace of development left behind regions that lagged in terms of industrial growth. This created pressing economic and social problems.

6,011 - 1933 to World War II: The Tennessee Valley Authority.

The Tennessee Valley authority had a large measure of autonomy to deal with an entire river basin. It managed a natural system of rivers into a controlled system of waterways.

According to the preamble of the enabling legislation, the aims of the TVA were to:

- (a) Improve the navigability of the river and to provide for flood control.
- (b) To provide for reforestation.
- (c) Provide for agricultural and industrial development in the Valley. (1)

The Tennessee Valley was an economically backward area in 1929. Income per capita was 45% of the national average with most of the population engaged in subsistence farming.

The wish of the administration under the Roosevelt New Deal Policy was to build a series of dams as a means of providing work for the unemployed during the depression years. (2)

(1) G.R. CLAPP (1955) p.55.

(2) W.H. DROZE (1965) p.21.

Because of low depth, the Tennessee river was unnavigable. By 1945, a major portion of the construction was completed to provide a minimum water depth of 2,700 m.m. for a distance of approximately 1,000 k.m. from Chattanooga to Ohio River. The TVA also constructed terminal facilities for the purposes of freight transport and by 1952, the terminals were leased to private operators who used these facilities successfully.

The TVA sells hydro and coal fired steam and nuclear generated electrical power to local authorities, industry and the Federal Government. (3) Employment and per capita incomes in the regions have greatly increased since the beginning of the programme. Also, technical assistance became available to the area.

The main concern of the TVA experiment was the development of physical resources during an economically depressed period. This is the possible reason why a comprehensive regional planning exercise equal to the Tennessee Valley scheme has not been repeated in the U.S.A.

The powers of the Federal Government were restricted during this period because of a general lack of suitable legislation for regional planning. One of the cautions of the Roosevelt administration, to minimise the chances of the Supreme Court declaring the entire project unconstitutional, was to emphasise the provision of employment and the specialised nature of the works programme. (4)

The National Resources Committee in 1935 wrote that:

(3) W.H. DROZE (1965) p.72.

(4) W.H. DROZE (1965) p.31.

"Regional planning should in the main confine itself to dealing with physical resources and equipment out of which socio economic progress arises". (5)

In this way, regional planning was identified with water resource management and development. The delineation of the river basin district became the proper region to implement effective regional planning.

Other similar projects developed since TVA which are listed earlier in the chapter, however, the TVA, which is a special purpose authority, remains the only authority in full charge of a comprehensive development programme during this period.

6.012 The Post War Era.

Major expansion of industrial and commercial concerns followed the war period which created a highly competitive mood in all 48 States. The expansion resulted in urban migration and associated problems of inner city decay, and relative economic decline of rural areas. A vast number of organizations and institutions, which were concerned with a variety of aspects of regional development, developed in an unco-ordinated manner, because of the pace of economic expansion during this period.

The methodology for regional planning that developed was a perfection of the process of problem solving rather than an exercise in integrated regional planning. The U.S.A. methodology of regional planning is loose and informal. This reflects the pragmatic attitude of the U.S.A. society. The system consisted of a vast number of organizations with little synthesis involved in planning and development.

The planning effort, which aimed at resolving some of the major problems being experienced in the United States of America, concentrated on two aspects:

(5) NATIONAL RESOURCES COMMITTEE (1935) p.156.

- (i) Identification of depressed areas and provision of assistance to these areas.
- (ii) Co-ordination of projects concerned with development within each urban area.

Despite the fact that the causes of problems existing in the United States of America were common to both these areas, co-ordination of the two aspects of planning was not attempted.

The dominant reason for the pragmatic problem solving approach to regional planning rather than adopting a co-ordinated Federal, State and Local Government approach is that serious problems exist in the United States of America and their nature is so varied that it is thought that these cannot be solved by the institution of a centralized and synthesised planning system. With a population of over 200 million in an area 22% larger than Australia's, the modern development processes tend to become complex, and more difficulty is involved in their resolution.

The American disposition to planning is also reflected by the society's adherence to tenets of a private enterprise and freemarket economic system of land use.

"In matters of land planning, it is generally assumed that land uses are most efficiently organised if the decisions are made by the market and the objectives of control under these circumstances is simply to moderate the maladjustments of the process". (6)

This attitude to land planning in the post war period, coupled by the rapid expansion of the nation caused racial, urban and regional problems that required to be solved. The second world war period was characterised by a mass migration of low-income,

low skill workers from the declining agricultural areas of the south into the inner areas of the large northern cities. The vast majority of the immigrants were black. They became increasingly trapped in urban poverty, and lack of opportunity which was increasingly becoming a problem in the inner areas of metropolitan cities. (7)

There was a general migration of middle income persons from the central areas to the periphery of the metropolitan cities. This occurred because of increasing affluence of middle income earners as they migrated to suburban rings of the cities where detached housing was available at a moderate cost. This outward migration also influenced a gradual decay of the central areas of these cities.

The migration to metropolitan cities for improved job opportunities and economic security and generally, the economic dynamism of the cities, abetted stagnation and decline in rural areas. Areas of decline included Appalachia, The Ozarks, The Upper Great Lakes and New England and were labelled "lagging regions".

In order to relieve problems associated with metropolitan decay, metropolitan expansion and problems of depressed areas, funds were made available by Federal and State authorities in terms of specific purpose grants. Legislation for the allocation of these funds to specified districts was passed in 1965, during the 'Heyday of President Johnson's Great Society Programmes'.

The following regions - referred to as "areas" in the United States of America - were selected for development programmes:

- (a) Appalachia.
- (b) Ozarks.
- (c) Four corners.

- (d) Coastal plains.
- (e) Upper Great Lakes.
- (f) New England.

(Refer Figure 6-1).

The policies involved in the institution of these programmes are the basis of the United States of America's post war regional planning system.

6.02 PLANNING POLICY AND STRUCTURE OF THE PLANNING SYSTEM.

It was noted in the previous section that the post war planning effort in the U.S.A. concentrated on the identification of depressed areas, provision of assistance to depressed areas and co-ordination of projects concerned with development in urban areas.

Federal legislation passed in the 1960's allowed for the provision of public funds for facilities in declining and stagnating communities. Legislation, entitled the Area Development Act, established the Area Development Administration (ARA) in 1961, within the United States of America's Department of Commerce to promote development in lagging areas of the nation.

The legislation included the definition of regions, preparation of an overall economic programme prior to the issue of loans and grants for commercial and industrial development and provision of public facilities. The ARA legislation was intended to provide assistance to regions that did not participate fully in the development of the national market or had suffered from changes in the structure of the national market.

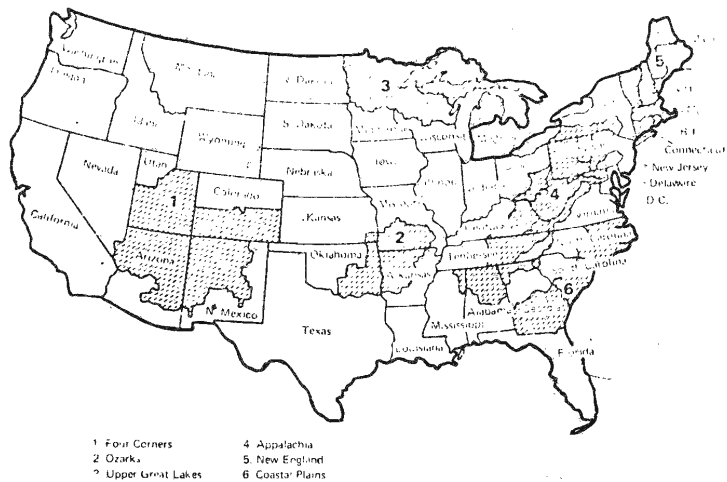


Figure 5-1.

Economic Development Regions.

Source: N.M. Hansen (1974) p.294.

In order to analyse the United States of America's policy for the establishment of a Queensland Regional Planning system, the levels of planning in the U.S.A. Federal System are of particular significance.

6.021 Federal Level.

Federal principles involved in provision of funds to depressed areas has been inspired by two main concerns.

- (a) Equity between regions.
- (b) Responsibility of metropolitan populations towards non-metropolitan development.

The programmes of assistance to lagging regions consisted of a package of improvements in the form of educational programmes (especially in the vocational and retraining field) health programmes and housing programmes. In cases where a region included more than one State area, a commission was formed to administer the development programmes. The Commissions of the Ozarks, Upper Great Lakes, Four Corners and Appalachia were commissions which provided assistance across state lines.

On the other hand Federal Policy is concerned with co-ordination of urban development. The main agency for this purpose is the Department of Housing and Urban Development (HUD) which was given powers by the Federal Government and these it has pursued energetically. This department has inherited responsibility for agencies concerned with housing whose functions were brought under administration of the Housing and Home Finance Organization in 1949. HUD in 1949 became responsible for the model cities programme and has attempted an integrated approach to the problems of housing, education, health and welfare in poor city neighbourhoods and by 1968 its attention was drawn to the creation of new neighbourhoods.

The aim of the new cities programme administered by HUD was to draw a part of the population of metropolitan areas away from contiguous suburbs to reasonably self contained communities, and to work towards social balance by ensuring that reasonable proportions of low income and non white residents inhabited new neighbourhoods. (8)

The Federal Government channelled through HUD grants for sewers, open space, education and urban renewal. This made the preparation of comprehensive metropolitan plans mandatory for any authority that required federal funds for a wide variety of purposes by requiring Local Authorities to submit their plans to HUD for approval prior to the release of funds.

The Federal Housing Authority (FHA), the Department of Agriculture (USDA) and the Department of Transport (DOT) are examples of Federal Authorities that provide massive funds for specific purposes, resulting in the generation of economic growth. Loans and grants for housing underwriting activities, national freeways programmes and agricultural development have increased national productivity as a result of their participation in specific development programmes.

The rationality for the provision of funds to distressed areas appears to be based on the notion that because funds are available for national growth through various government authorities in urban problem areas, funds should also be available for regions in predominantly rural areas identified to be in a distressed state.

6.022 Local Level.

A multiplicity of specific purpose agencies exist at the Local Level in the U.S.A. such as the planning commissions, boards of education and sewerage commissions.

(8) P. HALL (1974) p.261.

A citizen may live in an area with a multiplicity of Local Government Specific Purpose Authorities operating along different boundaries. Some of these agencies are separately controlled and often separately elected. Private agencies also play a strong role in the development process which makes the co-ordination of planning more difficult than the typical Queensland Local Government situation. Land use planning is further complicated because in the U.S.A. the process of planning and zoning consists of separate operations.

The use of land is controlled by two authorities; the Planning Commission and the Zoning Commission. The Zoning Commission does not need to take account of the plan created by the Planning Commission for a Local Authority area.

The Planning Commission has traditionally been agency for planning the city area. The commission is appointed by the Mayor from among citizens who are not members of the Council and who advise in the planning and programming of public investments, improvements and the administration of subdivision regulations. A master plan may be prepared by the commission which involves improvements to the city by a programme of public works. However the Council reserves to itself the right to approve changes to the zoning map to which the Planning Commission may be invited for comment. (9) However, the Zoning Commission is under no obligation to take account of the plan of the Commission and the planning exercise in Local Government usually consists of a limited and negative control over changes in land use.

The system relies on the concept of "police power" which allows a government to pass laws in the interests of safety and welfare and by these means zoning can achieve some aims of the statutory land use planning scheme by causing the separation of incompatible uses. However it has difficulty in preventing a persistent developer from continuing a development programme or preventing subdivision of open country areas.

The system of planning at the Local Level makes the process of land development difficult to co-ordinate.

6.023 State Level.

Programmes devised by the Federal Government such as those of HUD are left to the State Government and Local Governments to administer. Requirements are laid down for the content and character of the schemes and subsidy is provided by the Federal Government in preparation of master plans which amounts to half their cost. The States have taken a low key role in planning in the past, however there is evidence that in the future they will undertake planning programmes more frequently by co-operating with Federal Government programmes. At present all States have designated a unit to handle general planning which is usually a new independent department consisting of the Governors Office, the Department of Commerce or Economic Development and the Department of Finance. The planning process at the State Level in the U.S.A. is still in its infancy.

The States functions are mainly concentrated in programmes of State roadworks by their own departments. The State Road Department is responsible for the construction and maintenance of interstate and state highways and the department receives assistance from the Federal Government for construction purposes. The 41,000 mile Forty one million dollars interstate Highways Programme was executed by the individual State Governments. The functions of the States in planning has traditionally been in areas of domestic importance such as Local Government affairs and planning. However the power and influence of the Federal Government in domestic affairs has increased. The decision to plan is through the use of Federal Funds and the States and Local Authorities take a secondary role in programmes implemented by the Federal Government in regional and metropolitan planning.

That the States and Local Governments are the least effective partners in the U.S.A. federal system is in part the result of changing circumstances. The first national government under the articles of the confederation was the tool of the States purposely kept weak and relatively ineffectual so that the States could retain the dominant position in the union. Two world wars and the depression of the thirties demanded quick and efficient action and the Federal Government filled this role well. With increasing nationalization of the economy over those years national power was increasingly felt while the State and Local Government units were unprepared for changing circumstances and unaware of their role in government. (10)

Because of the weakness of these two levels of government, U.S.A. planning policy lacks adequate control for implementing effective programmes in regional development. The weakness of the system in terms of implementing co-ordinated programmes rests with the permissive controls of the legislation. Policy needs to be explicit if it is to be effective. However a review of strategies implemented in the U.S.A. gives a positive direction for strategies that can be useful in the analysis of a Queensland Planning System.

6.03 STRATEGIES FOR REGIONAL PLANNING.

The strategies utilized by the U.S.A. are aimed at decentralizing "distressed" areas and stimulating depressed areas. This is achieved for the most part by -

- (1) Federal aid in the form of grants, loans or loan guarantees for industry;
- (2) Provision of public facilities by the Federal government; and
- (3) Manpower retraining, funded at a Federal level.
- (4) Delineation of Regions.

(5) Preparation of Community Programmes.

6.031 Decentralization of Industry.

Low interest loans are available to firms locating or expanding in "lagging areas". The ARA Act required that the local area participate in the financing of projects in redevelopment areas, by providing 10% loan or equivalent in land and buildings. Also, the ARA is empowered to grant loans to small businesses up to 100% of cost. This provision was intended to show some measure of faith by local financial groups in the implementation of an Economic Development Plan (OEDP).

Industrial decentralization policy in the U.S.A. is therefore seen to be aimed towards directing industry in problem areas by providing monetary assistance to encourage industries located within the area to develop and to attract new industries to the area.

Such concentration on problem areas contrasts sharply with the nation wide approach used in France and the system in Queensland where the Queensland Government will assist industry to establish itself in any part of the State so long as it is in Queensland. The decentralization policy for industry in the U.S.A. is an integral part of the U.S.A. regional planning policy.

6.032 Decentralization of Public Facilities.

The Area Redevelopment Administration also provides funds for making loans and grants to improve the infrastructure in local community areas.

Under the Act, the funds are provided for public facilities that conform to the OEDP. In this way, the public sector is recognised as well as the private sector in the development of a particular area. The Area Redevelopment Administration also

co-operates with other special purpose authorities such as the Health Department, Education Department and Welfare Department, for provision of public service facilities to meet the requirements of the approved development programmes.

6.033 Growth Area Policy.

Although the Area Redevelopment Act provided for public facilities in declining and stagnating areas, planning was carried out on too small a scale and little attention was given to human resource development. However, in 1965, the passing of the Appalachian Regional Development Act (ARDA) and the Public Works and Economic Development Act (PWEDA) introduced an unprecedented effort to deal comprehensively with regional problems. Still attention was focused on alleviating high unemployment and low income.

For the first time, investment in terms of industrial assistance and provision of public facilities was concentrated in areas where the return on dollars was to be greatest. In this way, efforts to aid depressed areas was a sharp contrast to the original policy of scattering public investment over the whole area of the region.

The Appalachian programme is an example of the growth area policy. Under this programme, 62% of investment funds went to the dominant growth areas, during the 5 years of the programme's operation.

Table 6-1 shows the investment in terms of growth area levels for each of the State areas involved in the programme. The Appalachian region was divided into areas and a growth level was applied to each area. Growth level 1 had the highest growth potential and growth level 4, the lowest potential for development.

CONCENTRATION OF APPALACHIAN PROGRAM INVESTMENTS

IN GROWTH AREAS, BY STATE, 1965-1970.

State	Growth area levels			
	1 (percent)	2 (percent)	3 (percent)	4 (percent)
Alabama	84.3	1.4	-	14.3
Georgia	33.2	27.1	-	39.7
Kentucky	2.2	45.8	42.0	9.9
Maryland	86.0	14.0	-	-
Mississippi	87.2	6.9	-	5.9
North Carolina	17.3	36.5	43.4	2.8
New York	80.5	9.9	-	9.6
Ohio	87.2	9.7	-	3.1
Pennsylvania	86.1	4.8	2.9	6.2
South Carolina	68.6	9.1	-	21.3
Tennessee	38.7	26.5	24.3	10.5
Virginia	61.5	-	-	38.5
West Virginia	67.3	3.0	9.5	20.2
Region	62.1	13.9	10.3	13.7

Source: M. Newman (1972) p.156.

Table 6-1.

A selective growth area policy was developed under this programme for the allocation of public funds to the region. Public funds for assistance to industry and for provision of public infrastructure are recognised under the U.S.A. policy as essential to the development of distressed regions. This approach was used consistently under both sets of legislation through the 1960's and 1970's. A selective growth area policy and a manpower retraining policy are also integral parts of the U.S.A. redevelopment strategy

6.034 Delineation of Regions.

The task of defining regions eligible for aid or "areas" as they were referred to in the Act - was given to the Area Redevelopment Administration, with broad guidelines for their delineation being provided under Sections 5a and 5b of the Act.

- (i) Section 5a provided that industrial regions eligible for aid should be where counties were experiencing serious unemployment specifically - unemployment averaging at least 6% for 12 months preceding the application for aid; unemployment at least 50% above the national average for one or two preceding years; whereas
- (ii) Section 5b provided that rural and smaller urban regions eligible for aid should be counties where farm families had low gross incomes and low levels of living standards.

Other bases for eligibility were:

- (iii) Counties which were so closely associated with other qualifying counties that they were, in effect, an

- integral part of that region (area); and
- (iv) Simply by varying the boundary line of the region.

As a result of this method of selection, the areas determined to be eligible were numerous and widespread. Within two years, ARA had designated as eligible for aid, 1,061 separate areas, including approximately one-third of all the United States of America counties, with at least one county in every State. (11)

Hansen has identified three categories of regions that were eligible for Federal assistance.

- (i) Not so poor depressed rural areas - these were characterised by high unemployment, income below the national average, and a basically rural setting, e.g., Great Lakes region, Pacific North West and Northern New England.
- (ii) Poor depressed rural areas - these were predominantly defined in the south on the basis of underdevelopment, e.g., Appalachia, large city ghettos and Indian Reservations.
- (iii) Rich rapidly growing distressed areas - this area was identified in California. Employment is rapidly increasing, however, unemployment is still high because of the rate of immigration to the area. This was identified as a problem peculiar to the U.S.A. (12)

Methods for delineation of regions in the U.S.A. were designed to alleviate specific problems. There has been no attempt to divide the nation into separate homogeneous or administrative units similar to efforts in Queensland and France.

(11) J.H. CUMBERLAND (1973) p.73.

(12) N.M. HANSEN (1974) p.282.

6.035 Preparation of Community Programmes.

Provisions of the Area Redevelopment Act included the requirement for preparation of a comprehensive development Programme (OEDP). The plan was to be prepared by a broadly representative committee of local citizens who are responsible for specifying goals and objectives for the region. The plan involved an analysis of the region's growth potential and preparation of an economic programme for achievement of goals stated in the plan. (13) Thus, the Area Redevelopment Administration Act made some contribution to the establishment of a regional planning system involving co-operative multi-State and community participation programmes.

In the U.S.A. system, the legislation accommodates for adequate public participation. However, because of lack of control by government and lack of standards, serious disadvantages have resulted in the preparation of regional plans.

6.04 COMMENTS ON THE SYSTEM.

The disadvantages of the U.S.A. system include the following inadequacies:

6.041 The plans that were prepared (OEDP) consisted of economic development programmes, for which funds were not provided by ARA for employment of expert staff. The staff that was in fact provided by the ARA to assist was inadequate for the complex task of assessing the region's potential.

6.042 Volunteer labour was recruited or engineering physical design teams were employed to assist. These groups do not usually qualify for preparing a suitable programme for economic development.

6.043

The OEDP did not consist of a comprehensive planning effort. The community participation provisions in the Act, which are sound in principle, guided the programme towards serving sectional interests rather than improving the quality of life of the region.

6.044

The committee of local citizens was usually represented by local financial and business construction groups, who had much to gain from regional development. Local business interests were therefore prone to be incorporated in the preparation of the OEDP programme.

6.045

The rationale for identification of regions and allocation of funds to specific programmes appears to be based on the selection of problem areas which are considered to be suitable for specific development projects. On this basis, certain areas have not shared the growth because of their isolated location and lack of suitable economic resources.

6.046

Delineation of regions is based on the premise of unemployment and level of income. The United States of America's system can, therefore, offer an alternative to delineation of regions for the adoption of a regional planning system in Queensland. However, delineation of regions in the United States of America on the basis of being specific problem areas rather than homogeneous or functional regions, is not considered appropriate.

6.05 CONCLUSION.

The Appalachian Regional Programme serves to illustrate some of the above points. The authorised money for the Appalachian Programme was 1.1 billion dollars. 840 million dollars of this amount was allocated to highway construction over the 5 year period. The eleven other major categories for the implementation of the programme were allocated 281 million dollars. (14) The emphasis on highway construction for this programme can illustrate how a plan may benefit outside business interests, rather than to benefit the hard pressed people of the region.

Although public participation in the regional planning process is desirable, it is also a difficult exercise to implement properly as the U.S.A. experience indicates. The lack of central control exercised by the U.S.A. Federal Government for the implementation of regional planning means that community groups must assume initiative to implement a regional planning scheme. This is a useful measure for economic planning in a depressed region.

Regional Planning policy in the U.S.A. is effective in quickly implementing major regional programmes for specific projects. The policy includes identification of problem regions and public participation in the programme. Massive funds are also provided to implement these programmes. The need for funds to be provided to assist problem regions has also been recognised.

The overall performance of the United States of America's economic policy is impressive in terms of generating overall rising levels of personal income. However, this economic performance is marred by the number of people affected by poverty in some States and regions and among certain groups and individuals. Regional planning in the U.S.A. has been directed towards alleviating the regional disparities that exist in the nation with the aim of promoting economic growth in distressed areas.

(14) N.M. HANSEN (1974) p.291.

Regional planning in the U.S.A. is specialised in its nature and is a problem solving exercise rather than part of an overall policy for national economic growth. As a problem solving exercise, it has much to offer in the organization of a regional planning system for Queensland, for instance:

- * Identification of problem regions.
- * Delineation of regions by performance standards such as income levels and employment.
- * The preparation of regional plans and the establishment of a region's goals and objectives.
- * A process of public participation.
- * Provision of funds for decentralization of industry and manpower retraining.
- * Provision of funds for public infrastructure.
- * Selectivity in the provision of such funds and the development of a growth area policy.

CHAPTER 7

C A N A D A.

7.00 Canada is one of the closest parallels to Australia in political structure geography and socio-economic environment. As a result of this, more direct comparisons can be made in regional planning between Australia and Canada than between Australia, France and the United States of America.

The planning system in Canada is a three level system. Fiscal and monetary planning is performed at the Federal level, while regional planning is a provincial responsibility. In order to examine the Canadian regional planning system, the development, structure, strategies and policies are discussed in relation to National and local levels of planning. The relevance of the Canadian system to Queensland is highlighted by an examination of policy in various Canadian provinces.

7.01 DEVELOPMENT OF THE PLANNING SYSTEM.

The concern of regional planning in Canada is in response to the following national problems -

- (1) Economic disparities between regions.
- (2) Unemployment.
- (3) Low incomes in parts of the country.
- (4) A fragmented country. (1)

Canada consists of a mosaic of cultures, economies and politics. Political fragmentation occurs because of the size and economic strength of the ten provinces,

(1) N.M. HANSEN (1974) p.309.

There are two dominant groups - the English speaking and French speaking. These groups are differentiated by location and life style as well as language and history. Regional differences exist between these two groups that strengthen moves for independence and cause the questioning of continued federalism.

There is the problem of ethnic and physical isolation of the Indians, Eskimos and the Metis which are marginal economic groups, dependent mainly on primary resources such as fishing, forestry and farming. The economic life style of these groups is usually at a subsistence level.

Canada is also externally dependent on the United States of America in terms of the country's economy. Foreign ownership, economic independence and pressure for national identity have recently become major social issues.

Canada consists of a vast quantity of mineral and agricultural resources. These resources are not distributed evenly across the country and this has caused uneven economic activity.

The east and west are separated by the Great Canadian Shield. This vast expanse of precambrian rock makes up half the area of Canada. The lack of certain resources on the shield in comparison to those of the East and West regions has caused enormous impact on settlement of the country.

Population and industry distribution also varies greatly. There has been an increase in population to the west and a decline in population experienced in the eastern provinces which shows little sign of slowing down. (2)

(2) N.M. HANSEN (1974) p.305.

There is a concentration of population in the large metropolitan areas. An over concentration occurs in population in Montreal, Toronto and Vancouver and over 1/3 of the national population live in these rapidly growing urban complexes. Problems arise because of the low population base (National population - 22,998,000 - June, 1976) located in a limited settled area of the country. (Table 7-1).

A variation occurs in incomes between metropolitan areas and the provinces. Incomes vary as much as 50% higher in the metropolitan areas than in the predominantly rural areas.

These social, economic and physical problems have shaped regional development policy in Canada. The policy, which is aimed at reducing disparities in population, income and industrial growth and at stimulating development activity, was instituted by use of the following methods -

1. Equalization payments.
2. Aid to depressed areas.
3. Industrial location incentives.
4. Aid to special areas.

The introduction of the policy was first seen in the 1930's when the depression led to the Federal grants to the poorer provinces in order to enable these provinces to maintain a standard of public services equal to that of other provinces.

Early Federal policies in regional matters were decided largely as a result of the problems of a rural economy. These policies aimed to improve the plight of rural farmers by improving agricultural land capability farming practices and later by encouraging rural

THE URBAN HIERARCHY AND METROPOLITAN CONCENTRATION
IN CANADA, 1871-1971.

	1871	1901	1921	1941	1961	1971
1. No. of centres with populations:						
100,000 and over	1	2	7	8	18	23
30,000-99,999	2	8	11	19	28	35
5,000-29,999	16	43	70	85	147	170
Total centres over 5,000 population.	19	53	88	112	193	228
2. Percent population urbanized.	18.3	34.9	47.4	55.7	69.7	76.1
3. Percent population in three national metro. areas.	5.3	13.3	18.8	22.2	35.0	39.3
4. Total population in three national metro. areas (in thousands).	197	717	1,651	2,551	4,725	6,453
5. Percent population in all metro. areas.	-	26.0	35.4	40.2	48.3	55.4

Source: L.S. BOURNE (1975) p.162.

Table 7-1.

emigration and farm abandonment. These policies culminated in the introduction in 1961 of legislation known as ARDA and consisted of the provision of funds by the Federal government in terms of outright grants, conditional grants and shared cost programmes.

These grants have continued up to the present time and amount over a billion dollars per year. Conditional grants and shared cost programmes have also been made available to the provinces by the Federal government for various purposes such as hospital services, assistance to the aged, road construction and development of resource projects.

The expenditure of condition grants and shared cost programmes have not always been channelled towards the preferred activities of the individual provincial governments. This has influenced individual provincial governments to undertake planning to establish their own priorities in order to direct funds for development into preferred activities.

The more progressive of the provinces such as British Columbia and Ontario adopted the region as the basis unit for planning. Regional planning systems have thus been established in these provinces.

During the 1960's, programmes were stepped up by the Federal government in order to assist lagging regions. Expenditure on these programmes are now greater on a per capita basis than in the United States of America. The reason for the increase in expenditure and stepping up of Federal government interest is that the political scene in Canada is often dominated by regional issues. Efforts to aid particular regions have

therefore commanded wide public support. Identification of regional problems and public support of regional programmes has resulted in greater activity in regional planning. The roles of Provincial and Federal governments in regional planning have been redefined and legislation has been introduced for the institution of a more comprehensive policy. However, as yet a comprehensive system of regional planning has not been widely developed. The institution of such a policy is complicated by the fact that there are ten Provincial governments in Canada. The constitution that has established the Federal system of government can be interpreted to seriously inhibit national oriented action. Decisions have to be made as to which level of government has jurisdiction over certain aspects of planning and development.

Under the Constitution, Provincial governments have substantial powers, and further, in some parts of the country, regional rather than national loyalties predominate, further complicating co-operation in the institution of a systematic and comprehensive policy on regional planning.

The development of planning in Canada has been influenced and shall continue to be influenced by the United States of America philosophy of a free enterprise economy.

This influence is in terms of:

- (1) The desirable level of participation in the development process by private individuals and companies; and
- (2) The desirable level of government intervention in national economic development.

Debate on these issues affects the institution of a comprehensive planning system.

Canada mirrors Australia in the availability of poor data sources, absence of explicit goals and concepts to guide research in the development of a systematic urban and regional process. (3) However, more initiative has been taken in Canada in order to implement a comprehensive regional policy. The elements of Canadian regional policy and initiatives are now discussed for their relevance to the establishment of a Queensland Regional Planning System.

7.02 STRUCTURE AND STRATEGIES OF THE PLANNING SYSTEM.

7.021 Federal Policy.

An economic research arm called the Economic Council of Canada co-ordinates national policy. The council was set up in 1964 for the purpose of studying how national economic policies can best foster balanced development of all areas of Canada.

Under this system of national economic planning, policy making was developed aimed at reducing economic disparities in the nation.

The main instruments of Regional Planning Policy in Canada at the Federal level can be identified as:

- (i) Programmes associated with the new Department of Regional Economic Expansion (DREE).
- (ii) Equalization programmes that consist of fiscal arrangements between the Federal and Provincial levels of government.

(3) L.S. BOURNE (1974) p.159.

(i) DREE.

The Department of Regional Economic Expansion is the main Federal department concerned with regional planning. It has been described as a small and effective unit and exists in order to reduce urban and regional disparities by increasing opportunities in deprived parts of the country. (4) This is performed under four categories of expenditure.

- (a) Direct assistance to the private sector mainly in terms of industrial incentives provided under the Regional Development Incentives Act (RDIA) programme and the General Development Agreement (GDA).
- (b) Public Sector non-rural assistance which consists of funds for infrastructure designed to make certain locations more attractive to business such as the Special Highways Agreement, the Special Areas Programme and the Atlantic Development Board (ADB) infrastructure programme for the Atlantic provinces.
- (c) Public Sector rural assistance provided under the Fund for Rural Economic Development (FRED), Agricultural and Rural Development Act (ARDA) and General Development Agreement (GDA), which were designed to improve infrastructure and methods of production in areas heavily dependent on primary industry.
- (d) Manpower retraining programmes and related studies of research projects.

The expenditure pattern of DREE is illustrated on Figure 7-1.

DREE was established under the Government Organization Act. (5) The Minister for the Act is responsible for regional development efforts and for Special Areas in which special measures are needed for development purposes. The measures taken by DREE consist of certain strategies for regional development purposes. These strategies can be summarised under the following headings. Strategies listed together with the Equalization programme of fiscal measures are the bases of operations of the Canadian Regional Planning System.

(i) Aid to Rural Areas.

In 1961, the percentage of low income families was found to be three times as high in rural areas as in metropolitan areas and in 1971, the census taken showed little change. The rural poor, who tended to rely on subsistence farming for prime support, are found to be located principally in seven areas within the Atlantic provinces and Eastern Quebec.

Legislation passed in 1961 to provide for the rehabilitation of rural areas in Canada, known as ARDA, provided for joint Federal-Provincial Action. This action was directed to -

- (a) Facilitate economic adjustment of rural areas.
- (b) Increase standard of living and income.
- (c) Increase employment opportunities and to improve the use of productivity of resources in those areas.

(5) ECONOMIC COUNCIL OF CANADA (1977) p.148.

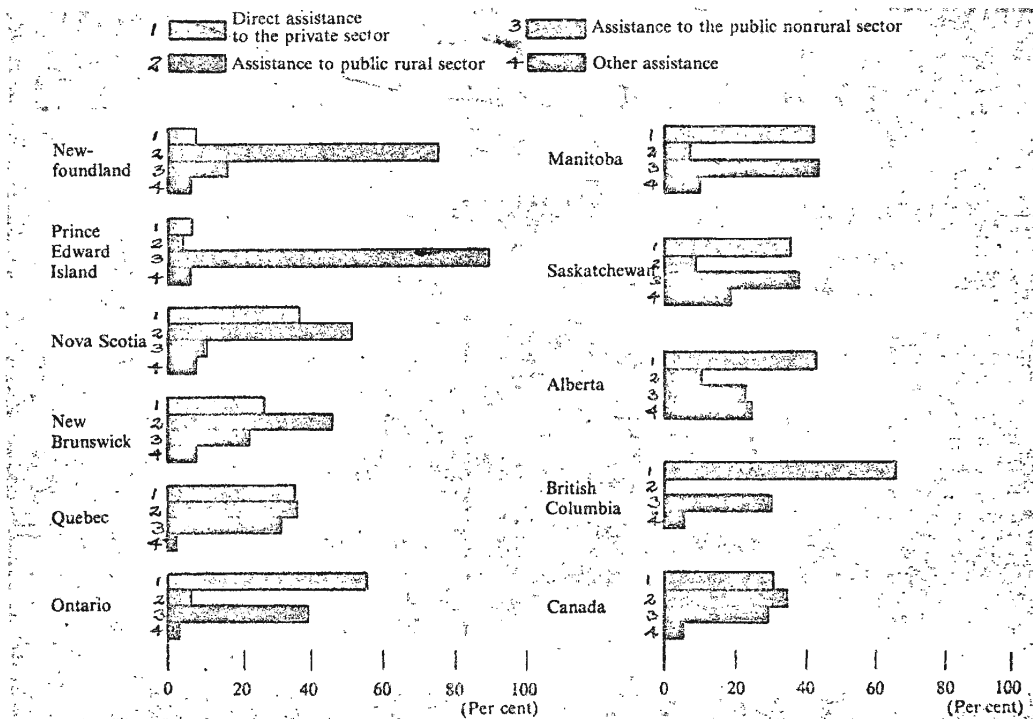


Figure 7-1.

DREE: Expenditures on Grants and Contributions, Canada by Province, 1969-1970 through 1974-1975.

Source: Economic Council of Canada (1977) p.151.

(ii) Special Areas.

Special Areas were designated on the basis of relative employment rates and attempts were made to designate the distribution of capital incentives to those areas. These special areas are shown on the attached map (Figure 7-2). The legislation was modified in 1974 and Development Regions (D.R's.) were designated for grant purposes. The extent of the 1974 regions cover approximately 50% of Canada's area.

At first, the D.R's. covered 18% of the area of Canada under the ADIA legislation. This was essentially a growth centre strategy for the purposes of regional development. The modification to the original legislation by the introduction of the 1974 legislation changes the growth centre policy to that of a growth area policy. A wider area for the purposes of aid has thus been designated (Figure 7-3).

(iii) Equalization Programme.

In 1967, an equalization formula was adopted by the Federal government and the Provincial governments in order to equalize the revenue raised by the Provincial governments.

The formula involved classification into 16 categories and a tax rate applied to each category of Provincial revenue sources. If Provincial revenue fell below the national average, an equalization payment was made by the Federal government to the Provincial government. Because such payments are made to the Provincial governments to spend as they choose, the Provincial governments are in a position to participate more in the economic planning process.

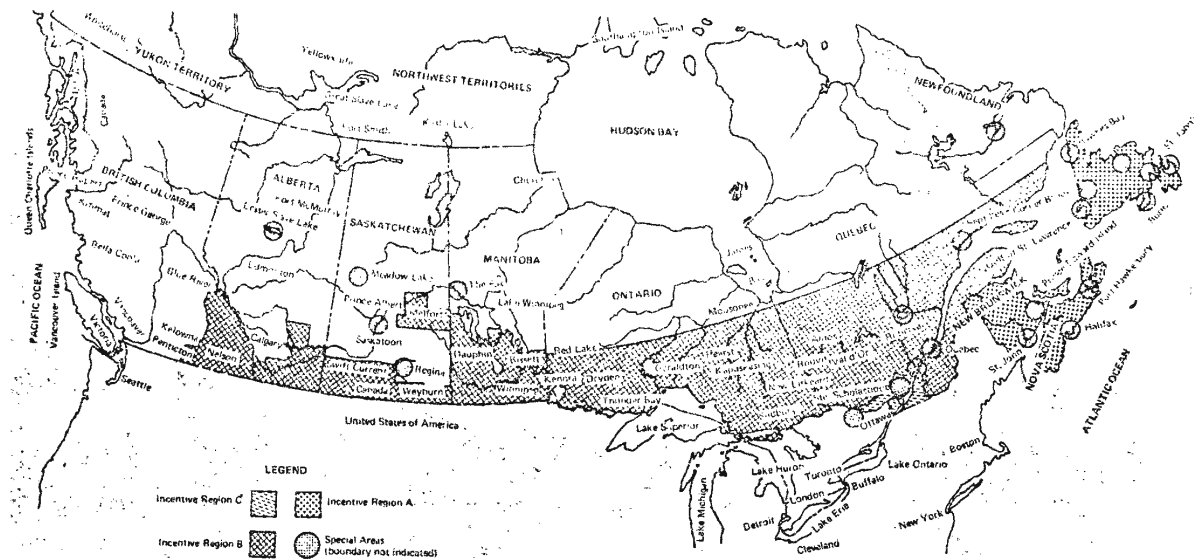
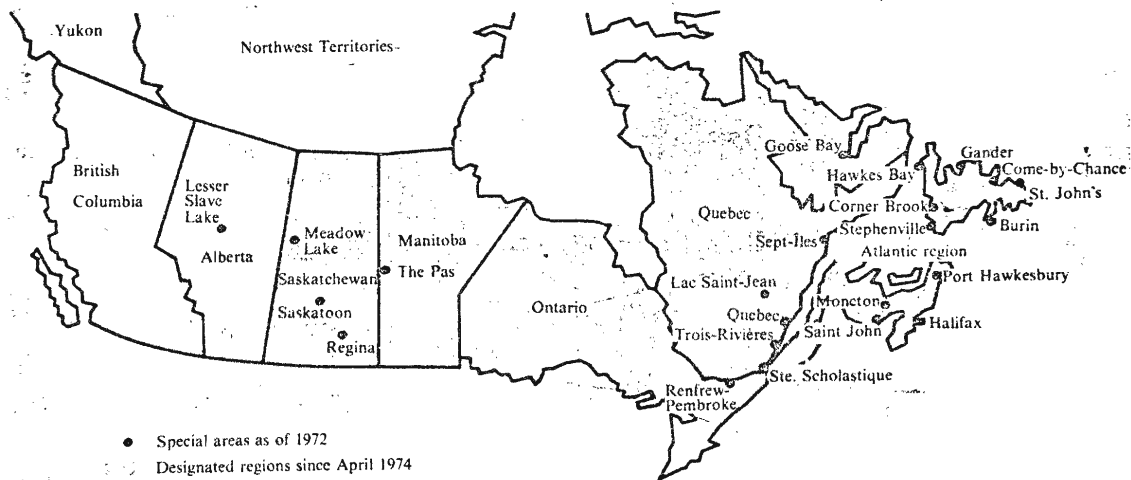


Figure 7-2.

Designated Regions and Special Areas, 1972

Source: N.M. Hansen (1974) p.321.



SOURCE: Department of Regional Economic Expansion.

Figure 7-3.

Special Areas and Designated Regions, Canada
(1974)

Various Provincial governments are developing input-output tables to use as instruments for preparing a case for equalization payments. These tables assist the collection of data for regional planning purposes.

The aim of the equalization programme is a national economic tool to reduce some of the regional problems that were listed earlier in the chapter. The Australian equivalent to the equalization programme is during the Premiers' Conference when funds are distributed to each State annually. However, the guidelines of the Canadian approach appear more effective an instrument for researching and reducing the problem of disparities between regions and assisting the regional planning process, largely as a result of the way in which the system operates.

The formation of a Department of Regional Economic expansion and the establishment of an economic research arm of the Federal government in the form of the Economic Council of Canada assist to co-ordinate the planning process. Better co-ordination exists under this system between Federal and Provincial levels of government in order to formulate planning policy to regional problems.

7.022 Provincial Policies.

The Province has a pivotal role in the Canadian Planning System. This is partly because of the Provincial powers provided by the Canadian constitution and partly because the Federal system emphasises separate planning levels. Provinces have acted as consultative bodies for local planning agencies and are usually initiators of system wide standards of urban and regional development. Some of the most interesting developments in land planning have occurred at the Provincial levels. The Provinces have enacted a variety of regional planning systems. Three of the Provinces have been chosen for comment on their regional schemes.

(i) Ontario.

Ontario has gone further than the other Provinces in the re-organization of its administrative structure in regional planning. In 1973, with the introduction of the Planning Development Act, the Minister of the Department of Treasury Economic and Intergovernmental Affairs (TEIGA) was empowered to prepare plans on a regional or subregional scale. These plans set out guidelines for conformity by regional and local authorities in the provision of services and also set out goals, policies and strategies regarding future development. The legislation brings together under one Minister, several boards, commissions and departments formerly involved with aspects of land use control and management. (6)

The Ontario planning system has been set up on the basis of British regional planning.

Since 1966, planning policy has focussed on the orderly development of the Province. Regional Co-ordination councils have been formed and Development corporations have been set up to implement the plan.

The ten economic regions which had been designated previously were reduced to five in number. The five regions were designated on the basis of -

- (a) A major urban centre of its entire tributary region.
- (b) The necessity of integrating social economic and environmental aspects of an expanded regional development programme.
- (c) The desire to regionalise Provincial administrative functions. (7)

(6) I.M. ROBINSON, PLAN CANADA 17/3 (4 Sept. - Dec. 1977) p.168.

(7) L.O. GERTLER (1972) p.80.

The regionalization of Provincial administration, the integration of the various aspects of the Ontario government concerned with regional planning and the delineation of regions on the basis of a major or urban centre are important aspects for the establishment of a regional planning system in Queensland.

(ii) British Columbia.

British Columbia has a history of regionalization that dates from 1965. The main aim of the regional policy is to -

- (a) Preserve high capability agricultural land from further subdivision.
- (b) Allow co-operation among municipal governments.

Regional districts were set up under the British Columbia Municipal Act in 1965 to overcome problems associated with smaller and isolated municipal governments, by allowing co-operation between these governments.

The boundaries of the regions were designed to include a major urban centre and a trading region surrounding the centre. The statute provides for the establishment of a regional body to which the Province can refer for the purpose of -

- (a) Decentralization of departmental operations.
- (b) Acceptance of regional grants.

An environment and land use committee in Cabinet with a Secretariat under the committee has been set up in response to land pressure and for the purpose of preserving high capability agricultural land. In 1975, resource management committees (BRNC's) were created in the seven resource management regions. These committees examine

resource and land conflicts of Crown land as 93% of the Province is owned by the Crown. (8)
The move is intended to prevent further subdivision of agricultural land for other than agricultural purposes. An inventory is being prepared on land capability and this shall be drawn up on a regional basis.

The reason for this legislation is based on the idea that Canada may not be able to feed its population by the year 2000, unless the present land development practices are improved by placing a greater priority on preservation of prime farm lands. (9)

The British Columbia experience in regional planning highlights two areas of interest for Queensland.

- (a) Establishment of policy in relation to agricultural land for preservation of highly productive purposes. Such a policy has particular significance for Queensland because of the States strong rural base.
- (b) Amalgamation and co-operation of isolated local authority units for economic and regional planning purposes. The decentralization of certain government departments on a regional basis would permit more co-operative planning of departmental functions and a move away from the sectoral approach to planning.

(8) I.M. ROBINSON, PLAN CANADA (Sept. - Dec. 1977) p.169.

(9) I.M. ROBINSON p. 177.

(iii) Quebec.

The strategy for planning in Quebec is based on the French model of regional planning.

- (a) There is a strong attempt to redirect growth from the metropolitan centre of Quebec to the provincial areas.
- (b) A growth pole concept has developed as a result of recognition of the benefits arising from urban concentration.
- (c) A centralist approach to planning.

In 1963, Quebec passed its own ARDA legislation and established an investment corporation to encourage industrial development. Financial incentives were given to stimulate growth in ten designated regions. All inhabited areas of the Province have been included in one region or another.

A working paper tabled in the National Assembly in 1972, gives an indication of the course of future regional planning policy in Quebec.

It firstly provided for the establishment of a new agency responsible to the Premier, known as the Quebec Planning and Development Bureau. Secondly, it proposed that the following regional policy be adopted:

- (i) The preparation of a hierarchy of Provincial, regional, sectoral, local and special plans.
- (ii) Provincial and local plans be conceived as guidelines for physical, environmental and social development.

- (iii) Sectoral plans be tailored for regional restructuring of local government.
- (iv) The linking of local physical and land use plans to fiscal planning and budgeting.

The Quebec approach is directed at providing guidelines to enable the various levels and activities of planning to be co-ordinated. Of particular interest is the attempt to orient the field of physical and land use planning towards the broader fiscal planning policies.

7.03 CONCLUSION.

The Canadian Federal and Provincial authorities are developing a regional outlook for planning purposes.

The lesson that Canada offers for the establishment of a regional planning system in Queensland is that a balance must be found between political and financial centralization on the one hand and decentralization on the other, and that this must be matched with appropriate planning policy. As Queensland has its own characteristic social and economic problems, we learn from Canada that these problems must be grasped and a framework established to solve them.

CHAPTER 8

A N A L Y S I S.

8.00

This study was based on the premise that existing arrangements for governing metropolitan, provincial and rural areas in Queensland were inadequate to provide essential services to residents and to provide comprehensive plans for area development. Regional planning was investigated because it offered some kind of regional machinery for democratic government and a worthwhile approach to a nation which is particularly large in area with a relatively small population and where regional economic input is required for its development.

Conclusions drawn from each chapter support the notion that regional planning is essential to the ultimate development of the State and the analysis gives a course open for the establishment of a regional planning system. The study has recognised the universality of the problem by reviewing French, Canadian and American responses to it. In the light of evidence advanced certain questions are raised: What are the prospects of remedial action and what direction must such a course take?

The Federal Government, State Government and Local Government all play an important part and reform of all three levels of government is required if regional planning is to be instituted in a comprehensive manner. Legislation, policies, structure and strategies, the framework for analysis presented in Chapter 2, should be examined in order that a single framework can be established for co-ordinated planning in five particular areas.

- (1) Federal Economic Planning.
- (2) State Economic Planning and Co-ordination.
- (3) Metropolitan Regional Planning.

- (4) Provincial Regional Planning.
- (5) Planning for Sparsely Populated Areas.

8.01 FEDERAL ECONOMIC PLANNING.

8.011 National Government Initiative.

The development of a planning system depends on the importance that governments place on resolving national issues and problems. The analysis reveals that Federal initiatives are essential towards establishing regionalism and regional development policies. Initiatives that the Federal Government has taken in the past included tied grants to the States which caused regional policies to be formulated. (Refer: Qld. Sect. 3.041). Similarly the overseas study shows that national government initiatives were a prerequisite for formal regional planning structures to be developed in those nations. (Refer: France. Sect. 5.01 (4), U.S.A. Sect. 6.021, Canada. Sect. 7.021). To understand the role of the Federal Government in a regional planning system some explanation is needed of Federalism.

8.012 Federalism.

Federalism involves two higher levels of government each of which assumes that their powers have been derived directly from the people in a democratic society. Each level therefore considers itself supreme in areas of power assigned to it. Each is protected constitutionally from undue encroachment or destruction by the other and each level insists on its right to act directly upon the people. The people of a Federal system are held to possess what amounts to dual citizenship.

The third level in the Australian Federal System, Local Government, is a creation of the State Governments and derives its powers from the State. Because of this power over Local Government that the States have, they are capable of increasing or reducing the importance of Local Government by legislative changes.

Balancing the finances and functions of each level of government in the federal system will demand a willingness for co-operation across governmental lines and the exercise of restraint and forbearance in the interests of the entire nation.

The role the Federal Government can play in redressing the balance of Local Government in our federal system is through its own role of economic planning by undertaking national planning on a regional basis.

8.013 National Economic Planning.

It is doubtful that the Federal Government shall succeed in solving major issues such as unemployment, inflation and achieve national economic growth unless the administration of the economy and national budgets are regionalised with local input provided from each region for national economic planning purposes. The creation of National Economic Regions will cause a framework to be established for regional organization of Local Government units for economic planning. These units can in turn provide to the National Government, valuable local information for economic planning and development.

8.014 Regional Economic Accounting.

A possible approach to creating a regional economic structure is through the development of regional accounts or regional input-output tables to present the inter-relationships of major sectors of the economy. This step is an essential prerequisite before regional planning can be undertaken. France for instance has developed a comprehensive income data by departements. (Refer: Stage (4) 1960 Onwards Sect. 5.01). Regional accounts and regional input-output tables can provide a valuable basis for regional policy and decision making as in Canada where input-output tables are to be used as instruments for preparing a case for equalisation payments (Refer Sect. 7.02 (II)).

The economic planning problem is being overcome by the preparation of input-output tables for Queensland and these shall be published in due course by the Bureau of Statistics. However national planning would be more effective if this move was undertaken for the nation as a whole in order that inter-regional planning can also be conducted.

Once transaction tables have been compiled it is a simple procedure to derive input-output income and employment multipliers for each sector of the economy. An accounting statement is presented between sectors of the economy for a given time period and contains a great deal of information for study and comparative purposes when tables for studies of regional economic analysis and development are available for a nation as a whole. The input-output tables currently being undertaken for Queensland should therefore be extended in order to be fully utilized.

8.015 Strategies.

Federal policy should aim to identify specific problem areas in the State i.e. high unemployment rates, low levels of living standards and analysis of the regions' growth potential, and finally, an economic programme can be devised to achieve particular goals.

(i) Industrial Location.

An industrial location strategy would be essential to such an economic programme. Co-operation of the States is required to provide low interest loans and subsidy to small business operations to encourage local involvement and to establish essential new industries. Federal funds can be allocated on the basis of zones identifying under-industrialised areas outside the metropolitan centre in a similar manner to the French method (Refer: Figure 4-5).

A selective policy is required to be adopted by the Federal Government in co-operation with the State Government to allocate funds to under-industrialised areas and in particular to growth centres or growth areas designated in those regions. (Refer: France - Planning Strategies, Sect. 5.031).

Investment should be concentrated in areas where return on dollars will be greatest. A table similar to Table 6-1, adapted for Queensland regions and centres within those regions, can be prepared to identify areas of growth potential.

Such an area can be developed as a regional centre for a particular region for industrial location and for administrative purposes.

An economic analysis of a region may show that an existing single centre can be identified, or alternatively, two or three centres in proximity may be developed as a centre. An example to illustrate the method is to consider the centres of Bundaberg, Maryborough and Hervey Bay.

(ii) Aid to Depressed Areas.

Aid should be provided to depressed rural areas where unemployment is known to be high, where farm families are experiencing low income and low standards of living, and where serious emigration is occurring, yet the area is determined by the economic study to have potential for development. The potential of regions can be gauged so that federal investment can be distributed wisely. Maps need to be produced similar to Figs. 5-1, 6-1 and 7-2 where areas of low household income in Queensland are identified.

Local Authorities in the region should be advised by technical planning teams provided by the Federal Government through a regional economic council to assist and to investigate regional economic and social problems and where these teams can act as

mediators to guide public investment. How public investment will be spent by the Federal Government will be a ministerial responsibility. However the technical planning teams, in conjunction with the regional council, can prepare a preferred strategy for investment and development. (Refer: Fig. 8-1).

Local Business Participation: Manpower Retraining.

The implementation of the preferred strategy will also depend on the willingness of local business to participate in such a strategy. Loans can be allocated to small business groups to encourage local participation in a similar manner to Community Programmes prepared in the U.S.A. (Refer: Sect. 6.035). Furthermore the Employment Bureau, the Department of Industrial Development and the Education Department must prepare manpower retraining schemes to develop the expertise and know how of business and technical groups who can participate in the economic change for long term benefit to a region.

Job Creation Schemes.

Particular attention for investment and retraining can be directed by the Federal Government to the South-West of Queensland where communications need to be improved and a viable urban centre needs to be created to improve essential services. The Central West and the South-West Regions of the State are the only regions that have undergone a population loss due to emigration. (Source: Commonwealth Department of Census and Statistics 1971-1976). Mining, agricultural and tourist industries, need to be expanded, and also more direct involvement by the Federal Government in conjunction with the State Government will be required because of the dimension and nature of problems that need to be resolved. Job creation schemes to improve communications such as the construction of a trans-Australian railway to connect the East and West coast which passes through Longreach is suggested to assist the growth of a centre in this region.

(iii) Regionalism of Federal Government Administrative Framework.

The main aim of the Federal Government in regional planning will need to be the regionalism of its existing administrative framework on a basis which takes into account regions for State administration and Local Government administration. Legislation to establish regional economic planning at the Federal level is needed. The regions delineated for this purpose can be the basis for State Government regional administration, Local Government reorganization and for Federal Government aid investment and budgetting purposes.

8.02 STATE ECONOMIC PLANNING AND CO-ORDINATION.

The State Governments command a pivotal role under the Australian Constitution. They must act as consultative bodies for regional and national planning and be initiators in the area of regional development standards.

Responsibility for resource management and establishing regional planning legislation rests with the States. Co-ordination of Federal and Local Government programmes can be achieved more effectively by the State Governments because of their legislative powers over Local Government, their powers under the constitution and their functions which are crucial to redirecting the development process.

8.021 Regional Policy: Inquiries into Government Reorganization.

The degree of success of the regional planning system proposed in this thesis depends on the willingness of Federal and State Governments to regionalise their functions and those of specific purpose authorities on the basis of detailed enquiries into three areas of particular interest:

- (i) The distribution of functions between Federal, State and Local Governments.
- (ii) The delineation of Regions.
- (iii) The financing of Regional Governments and Regional Organizations.

- (i) A committee needs to be set up, preferably by the State Government, to investigate the present distribution of government functions with a view to redistribution of functions with the formation of regional governments.
- (ii) A study should be undertaken into the delineation of planning regions in order to determine the most suitable areas for regional planning purposes. These regions would be the basis for the setting up of Federal Government Economic Planning Regions. A committee needs to be appointed jointly by the Federal and State Governments for this purpose and such a committee should consist of some Local Government representation.

The delineation of planning regions must be the result of research into formal and functional criteria using mathematical techniques to identify the most suitable areas. Each region would consist where possible of a centre of at least 30,000 population. (Refer: Sect. 1.03). This centre would be located within a designated growth area for the purpose of decentralising State and Federal Government administrative functions and also act as a centre for locating the new regional government head offices.

- (iii) A third committee needs to be appointed to inquire into regional development and regional government financing. The present rating system of Local Government is inflexible, inequitable and generally an inefficient way of raising revenue. (2)

(2) C.P. HARRIS - Local Government and Regionalism in Qld. (1978) p.208.

Regional governments require access to broader-based taxes which are now available to the State Government. This will prove to be a more favourable tax base than the present land rating system. An inquiry would investigate how a more favourable taxation system can be implemented for regional government authorities.

A regional planning organization needs to be formed and funds must be made available to this organization for regional planning. Its functions are explained later in this section, however a research and regional development organisation will expend a considerable amount of public money and such an organisation needs to be adequately funded by independent means if it is to be effective in promoting development which in many cases would hold little interest for private organizations. One possible method of financing would be similar to that used in France where a motor vehicle tax is collected by the planning authority and this tax invested towards regional development projects. (Refer: France, Structure and Function of the Planning System. Sect. 5.021). A committee could investigate the most equitable form of revenue raising for regional planning purposes.

8.022 An Administrative Structure for Regional Planning.

An administrative framework to deal with regional planning must be implemented by the State Government. It is suggested that a Department of Resources and Regional Planning be established to be responsible for identifying and resolving regional problems and needs.

(i) Research Branch.

The Department should consist of a research arm to identify energy and resources in the State and to prepare inventory maps. Research can also be carried out by

economic, social, rural, physical and mineral planning teams who submit their studies for analysis and planning. (Figure 8-2). This information can be distributed to Local Authorities and the public and be used to formulate future planning strategies and policies. The mineral planning teams for instance would investigate mineral resources in isolated regions in order to attempt to improve the economy of those areas. The physical planning team would investigate the States communication network of roads, railways in order to improve communications in the State as a whole. Reports from the various teams would be published and also submitted for policy formulation through an administrative arm of the Department.

(ii) Planning and Administration Branch.

An administrative arm of the Department of Resources and Regional Planning shall conduct Central Planning, Future Planning, Local Government Affairs, Co-ordination of Public Works and distribute information. The central planning branch will be involved with day to day planning in the State and receive and interpret research information from specialised planning teams for ministerial consideration. On the basis of their recommendations, the government will decide what future action will be taken by the investigating teams. This information will also be submitted to the Long Term planning branch which will be involved with the preparation of five, ten and twenty year planning strategies.

A Local Government branch will also be part of the administrative arm of the department and in this way, land use planning, regional planning and local and regional government affairs can form part of a single ministry. (Refer: Sect. 3.042).

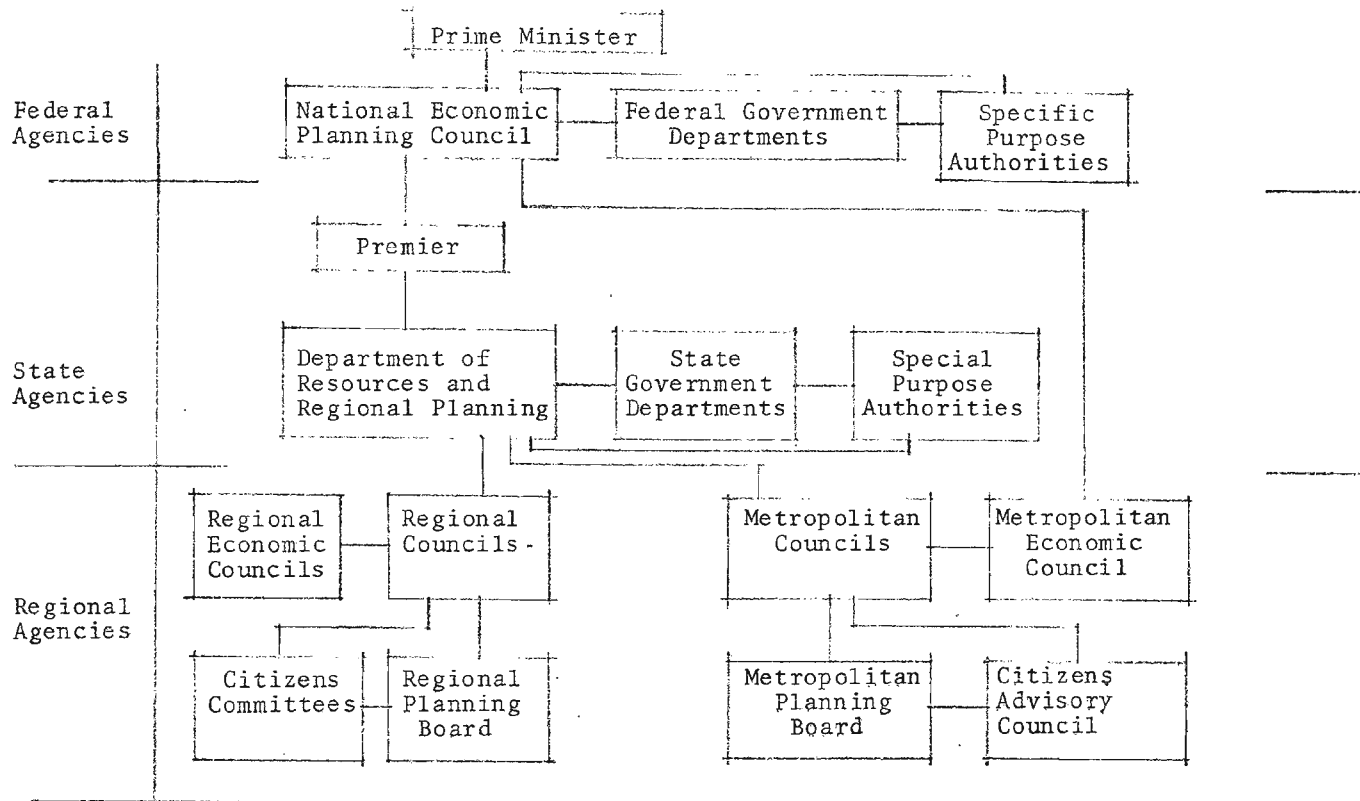


Figure 8-1.

An Administrative Structure for a Queensland.
Regional Planning System.

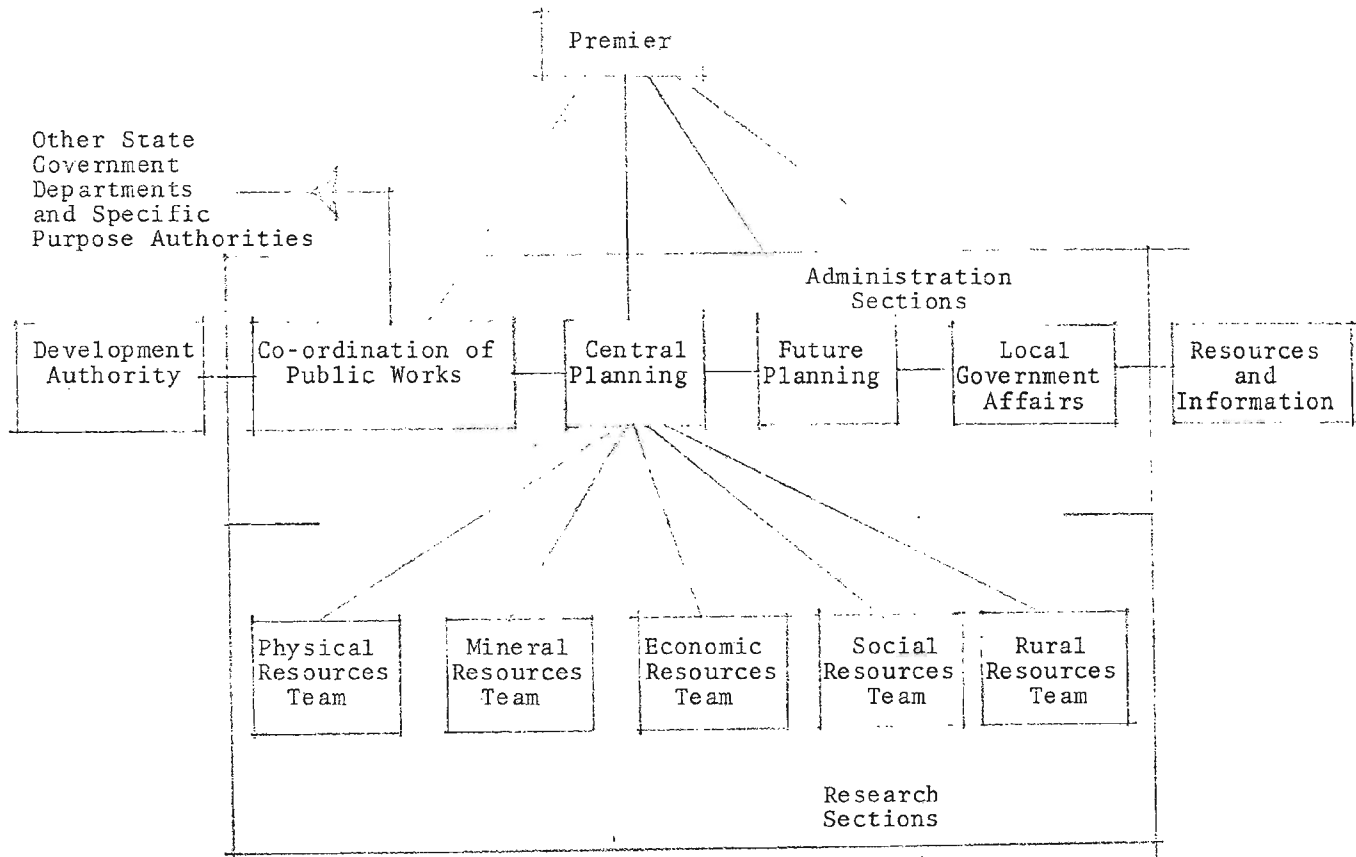


Figure 8-2.

An Administrative Structure for a Resources and Regional Planning Department.

(iii) Development Authority.

A development authority is needed to implement engineering programmes to improve communications and physical infrastructure of each region. A board is envisaged for this purpose which is staffed with environmental planners, social planners and consisting of a majority of representation from engineers, architects and other persons involved with the construction industry. Local Government representation should be provided on the Board of the Construction Authority. The boards will implement the programmes of the central planning branch which are considered to be of national importance. A majority of the finance collected for regional planning purposes will be channelled through the board which will check major projects under construction and also act in a supervisory capacity by sub-contracting many of its projects to small business firms in the locality.

(iv) Co-ordination Branch.

The new department must also co-ordinate the programmes of other State Government Departments, specific purpose authorities and consult with private enterprise organizations. A section of the Department of Resources and Regional Planning must perform this task.

(v) Resource Information Branch.

Public receptiveness to regional planning will need subtle treatment in order to overcome parochialism and antagonism towards regionalism. A section of the Department will be needed to issue press statements, approach Local Authorities and address public meetings in an attempt to explain the aims of the new department and to overcome some of the innate conservatism and strong local rivalries that exist in Queensland. This section can have the role of publishing, distributing and explaining research information documents produced by the new department.

(vi) Ministerial Responsibility for Regional Planning.

The minister responsible for regional planning should be the Premier. This is similar to the system adopted in France where the Prime Minister is responsible for co-ordinating and implementing regional planning. (Refer: The National Level, Section 5.02). This line of responsibility is not incompatible with the existing structure in Queensland where the Co-ordinator General who is responsible directly to the Premier for the co-ordination of public works has enjoyed an eminent position in the State Bureaucratic Structure. (Refer: Sect. 3.011). Prominence can in this way be given to regionalism and the functions of the department. Because of its unique position in the ministry the department will command a great deal of respect from other government departments to carry out its co-ordinating and planning role.

The French administrative system (Refer: Fig. 5-3) gives some guide in the creation of an administrative system for Queensland as suggested on Figure 8-1. Legislation will be required to outline the responsibilities of each level of Government once agreement is reached on the type of regional planning framework that will be implemented by Federal, State and Local Governments.

8.023 Legislation.

A new Act for regionalism and regional planning must be prepared to include items such as the establishment of a regional administrative structure, procedures for Local Authority amalgamations, preparation of regional planning schemes, appeals to such schemes and a statement on the goals of the legislation.

(i) Goals of the Legislation.

Matters of national importance would be stated briefly in the commencement of the legislation with reference to social, cultural, environmental and economic goals.

Social goals would be concerned with the improvement of the physical infrastructure in order to provide essential services to the bulk of the States' population. The various State Government Departments and specific purpose authorities must co-ordinate their works programmes and implement new works programmes for this purpose.

Cultural aspects of the legislation would involve preservation of Queensland national heritage. The Aborigines and their culture should be protected by preserving ancestral lands and customs.

Environmental goals are concerned with the enhancement and protection of the environment. The preservation of the natural character of our coastal areas, lakes and rivers and the protection of these areas from unnecessary subdivision and development. Rural land of high potential value for food production must be prevented from unnecessary development, subdivision and encroachment by urban areas.

The regionalisation of the economy will mean that emphasis must be placed on a policy for local control and ownership of enterprises of national and regional importance. An economic policy statement is needed to encourage local participation in development and avoidance of control of enterprises by foreign ownership.

(ii) Administrative Framework and Administrative Procedures.

The legislation should provide guidelines for the setting up of an administrative structure for a regional planning system. Representation on the various

committees and councils and procedures for establishing the new department of Resources and Regional Planning should be stated in the legislation.

(iii) Amalgamations of Local Authorities.

Legislation for regional planning must encourage the formation of regional united councils which are formed either by the amalgamation of Local Authorities or by co-operation of a number of Local Authorities in a regional economic district. A referendum should be carried out of persons residing in the district to determine what form, if any, regionalism shall take. Some Local Authority areas may wish to adopt the entire system of regional government in order to obtain maximum benefit of regional powers and functions. Other areas may wish to adopt only part of the new system and only partly benefit from new functions and powers. The legislation, in relation to Local Governments, should therefore consist of what can be described as "enabling" legislation which gives the choice to Local Authorities to either maintain the status quo or adopt the new system. Procedures for the adoption of new functions should be included in the new Act.

(iv) Preparation of Regional Planning Schemes.

The content and presentation of the schemes must be stated in the legislation in order that a standard format is adopted throughout the State. This would be achieved by the production of a procedural manual which examines the preparation of schemes in detail because only the broad concepts for the preparation of a regional planning scheme need to be covered in the legislation. Regional Planning Schemes must be prepared by qualified persons. The legislation must state the minimum qualification of persons who prepare and administer a planning scheme. The procedures for adoption of the scheme must also be stated.

(v) Appeals to a Regional Planning Scheme.

An appeals system is needed to allow for objections to the scheme. The co-operation of the three levels of government will mean that adequate channels are available to facilitate the resolution of conflict situations in regional planning between levels of government. An appeals system is envisaged where an objection to a regional planning scheme can be made by private and public organizations to allow Regional and State Governments to challenge Federal Government economic policy and vice versa. A tribunal could be organised to hear objections to the scheme and to refer matters to the courts if the subject of an appeal is of national importance.

8.03 METROPOLITAN REGIONAL PLANNING.

8.031 Policy.

The Brisbane metropolitan area needs to be treated separately from the other regions and urban areas in the State because, as an urban region, it represents almost half the population of the State. Additional responsibilities in community planning can be allocated to the metropolitan area provided that the centre acknowledges its responsibility to the remainder of the State, i.e. the responsibility of metropolitan populations to non-metropolitan development. This will create some equity between metropolitan and non-metropolitan growth throughout the State.

8.032 Strategies.

Additional functions can be allocated to the Brisbane Metropolitan Government provided that the government agrees to restrict its growth to a suitable level to allow decentralization of industries and the divergence of growth to non-metropolitan areas in a manner similar to the French system (Refer: Sect. 5.023). This move will aim to reduce migration to the Brisbane area. Strong incentives can be provided through a

comprehensive growth centre strategy to encourage resettlement from the Brisbane area to provincial and rural areas of the State. Additional functions for the Metropolitan Government will be outlined in the report on Distribution of Functions between Federal, State and Local Governments.

The metropolitan region can be demarcated in accordance with the recommendations of the report on delineation of planning regions. Brisbane's boundaries can be extended to include Pine Rivers, Redcliffe, Redlands, Ipswich, Logan, Caboolture and parts of Moreton Shire. A greater metropolitan area of this dimension would be most effective for the determination of a strategy for future planning and development appropriate to a major centre which supplies higher order services to the whole of the State.

8.033 Structure.

A metropolitan planning board can be created to prepare a regional metropolitan planning scheme. The representation on the board can include Provincial City, State and Federal Government representatives because the metropolitan area serves the whole of the State. (Refer: Section 5.023). A reasonable percentage of Provincial City representation will create more discussion between urban areas for exchange of ideas and problems experienced by Brisbane City and its solution to these problems will become familiar to representatives of provincial centres. Brisbane can also consider the problems of development in provincial centres for the preparation of its development strategy. The additional functions allocated to the Brisbane Metropolitan Government can cause the city to become the show piece of urban planning and a test case for adoption of additional functions by regional governments.

The remaining structure of metropolitan administration consists of a Council which receives advice from the Federal Metropolitan Economic Council on urban, regional

and national economic matters and a citizens committee of outside experts who advise the Council and the Planning Board on matters relating to planning policy. The citizens committee can also provide an element of public participation in the planning process.

8.04 PROVINCIAL REGIONAL PLANNING.

8.041 Policy: Amalgamation of Local Authorities.

The formation of regional governments depends on the willingness of Local Authorities in a particular region to co-operate and amalgamate to form a regional united council. Incentives regarding additional functions, and additional means of raising revenue should provide sufficient criteria for amalgamations to occur. State and Federal advisors can assist by promoting the idea of regional government and mediating on any disputes or disagreements between Local Authorities in a particular region to facilitate amalgamations.

When Local Authorities adopt the decision to co-operate for the purpose of establishing a regional council, the council for an initial period can consist of all the existing Local Authority representatives. The membership, powers and constitution of the regional councils and planning boards will be provided under the Regional Planning Act. An election will be held to determine the ultimate representation on each regional council.

8.042 Structure.

The regional planning boards can consist of a council committee of Federal and State Government Department representatives, specific purpose authority representatives and citizen groups who will assist to formulate regional planning policies and strategies. Federal and State Government department representatives will be required

to advise the Board when their departments play a significant role in the development of a region. The Department of Primary Industries, Department of Works and the Main Roads Department would be represented on most regional boards. Forestry and Harbours and Marine Departments would be represented on some regional planning boards. Other representation can include specific purpose authorities and social groups. Aboriginal representation could be provided on most regional boards. The membership would thus be representative of each catchment district crucial to the Board's planning role which will be to recommend to the Regional Council in matters of the preparation, implementation and review of a regional planning scheme.

8.043 Strategies. Preparation of a Planning Scheme.

The Regional Council will endorse the regional planning scheme after the opinion of the Department of Resources and Regional Planning and the Regional Economic Council have been obtained. The final draft of the scheme together with objections to the scheme will be submitted to the State Government for consideration.

All Regional Councils should have the power to appeal to any provisions of a regional planning scheme or any land use planning scheme which is in conflict with their own scheme.

The legislation for regional planning should provide for the Regional Councils to form a land sub-committee to investigate on the most suitable use of land in the region in respect to ecological scenic and tourist value and to obtain the assistance of the Department of Resources and Regional Planning regarding the carrying out of surveys for this purpose prior to the preparation of a regional planning scheme.

Planning Functions.

The most appropriate functions and responsibilities of a Regional Council

will be determined by the inquiry discussed previously. (Refer: Sect. 8.021 (i)). Nevertheless the larger the size of a regional authority the more diversified will be the functions that can be performed by the Council, particularly in the fields of education (pre-school and adult), fire brigade, social welfare, public health and hospitals, waste disposal, transportation and housing. Obviously the smaller the community the greater the involvement that will be required by assistance of the Federal and State Governments for provision of these services. Regional Authorities who govern significantly large urban populations should be encouraged to expand their involvement in the provision of services particularly in community social welfare matters.

8.05 PLANNING FOR SPARSELY POPULATED DISTRICTS.

8.051 Policy.

Areas of least population require more involvement by Federal and State Government Authorities. This assistance will need to be in terms of fiscal policy and monetary assistance (Refer: Section 3.041) to areas where problems have been identified such as high emigration, high unemployment and low levels of income. A concerted involvement will need to be provided by the Regional Economic Councils and the Department of Resources and Regional Planning so as not to create any major interference in the democratic functions of regional governments by higher authorities during the preparation and implementation of a regional planning scheme. Government and private works have to be co-ordinated to ensure maximum benefit is derived from any investment in the region and local initiative should be solicited in the implementation of works programmes.

8.052 Strategies.

The development authority, which is part of the Department of Resources and Regional Planning (Refer: Sect. 8.022 (iii)) will in such instances be required to

establish a base in the region and act as constructing and co-ordinating authority for works proposed in the region. The staff of the Development Authority will consist of a team of experts with a background in particular skills essential to the development role of the authority. The Authority team will sub-contract works programmes locally and can act as advisors to the Regional Council through the Regional Board by obtaining membership on the board.

The main problem associated with many isolated regions is the lack of skilled labour because of emigration. Retraining programmes are essential to sustain a change in the economic structure of depressed regions and to stimulate growth by increasing the standard of essential services to these regions. It was noted in the U.S.A. system that lack of central control and a lack of standards to implement public participation resulted in criticism of their community programmes. (Refer: Section 6.041). The problems associated with the U.S.A. method could be redressed by involvement of the Development Authority in assessing the potential of the region and to co-ordinate and implement major works programmes in the region.

Attention should be given by the Development Authority to improve communications to the regions as part of a national plan and to decentralise government administrative facilities which will assist to create growth in those areas. Many of the sparsely populated regions are rich in minerals and their potential can be realised with effective research during the preparation of a regional planning scheme.

Manpower retraining schemes as part of a social programme need to be implemented in the region through the Regional Council with the co-operation of the Education and Employment Departments. A permanent training school should be established in the region after the region has been assessed by the Regional Economic Councils and the Development Authority.

8.06 DISADVANTAGES

Finally to complete the analysis one must ask what the disadvantages are of creating regional government units and what are the disadvantages of using enabling legislation to encourage the participation of Local Government units in regional government.

The disadvantages presented are not considered insurmountable. A close examination will reveal that these are items for further research and can be overcome with good planning, administration and management of the system.

8.061.

Central Town and surrounding Local Authorities are proposed for amalgamation into one Local Government unit where the attitudes and interests of rural and urban people are fundamentally different. Each section may feel that the attractions of small town society may be lost because of the dominance by urban sections in the new Regional Government units.

8.062.

Regional government threatens the abolition of existing Local Authorities and the social political organisation which it represents. This will cause resistance to change. Strong opposition to regional government proposals may occur from Councillors inspired by protective considerations for local community interests, partly by natural resistance to organizational change and partly by mere self interest.

8.063.

Inconvenience can be caused by considerably increased distance between administration offices if a regional authority is dominated by a central urban area.

8.064.

Central cities tend to be more left wing oriented and more progressive. On the other hand rural persons are usually more conservative. The idea of incorporation as part of one large provincial urban centre may naturally arouse resistance of rural persons.

8.065.

The expansion of Local Government units will increase the distance between the citizen and Local Government administration. Consequently the citizens' influence on Local Government administration will diminish proportionately with a less favourable rate of Local Government representation.

8.066.

Appointed specialised staff would replace elected officials and consequently reduce the role of local representatives in Local Government especially in rural areas.

8.067.

At the regional government level a party political system would develop and it can be claimed that this will reduce the independence of Councillors in small Local Authority areas by causing Councillors to align with a particular party political organization.

8.068.

The use of enabling legislation may cause piecemeal amalgamations to occur and make the benefits of the system harder to realise. On the other hand, the enforcement of regional government on Local Authorities, will only be possible by a government which is firmly in the saddle and assured of continuing political support by a large majority.

8.069

A further disadvantage can be staff and administrative costs involved in setting up a comprehensive system for regional planning. However these costs can be reduced to the government if a detailed study is undertaken on this matter by the Inquiry into financing Regional Organizations (Refer: Sect. 8.021 (iii)) because an effective and efficient organization for regional planning does not necessarily involve a major outlay of capital compared to the ad hoc system presently operating in Queensland.

8.07 CONCLUSION

The system proposed shall contribute towards overcoming many of the current socio-economic and physical problems highlighted in chapter 1.

Nevertheless the effectiveness of a regional planning system depends predominantly on the willingness of the three levels of government in Queensland to co-operate.

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