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ADDRESS BY THE PREMIER, MR. DON DUNSTAN.

TOWN AND COUNTRY PLANNING ASSOCIATION SEMINAR ON ADELAIDE.

CITY PLANNING.

14.10.72

MR. CHAIRMAN, LADIES AND GENTLEMEN;

THANK YOU FOR INVITING ME HERE THIS AFTERNOON.

I MUST SAY THAT I FEEL SOMEWHAT AT A DISADVANTAGE IN ADDRESSING THE CLOSING SESSION OF YOUR SEMINAR, HAVING NOT BEEN HERE DURING IT, AND THEREFORE NOW NOT BEING IN A POSITION TO DISCOVER HOW FAR YOU HAVE GONE IN YOUR DISCUSSIONS. WHAT I AM ABOUT TO SAY MAY HAVE ALREADY BEEN SAID IN ONE WAY OR ANOTHER, - OR MAY HAVE BEEN DISPOSED OF IN ONE WAY OR ANOTHER - OR PERHAPS EVEN DEMOLISHED, IN ONE WAY OR ANOTHER. YOU MUST BEAR WITH ME IF ANY OF THESE IS THE CASE.

2.

IT IS AN APPROPRIATE TIME TO CONSIDER, AS YOU HAVE DONE, THE FUTURE OF THE CITY OF ADELAIDE. AS YOU WOULD ALL BE WELL AWARE, BOTH THE GOVERNMENT AND THE CITY COUNCIL, SEPARATELY AND TOGETHER, HAVE FOR THE PAST YEAR OR SO BEEN CONSCIOUS THAT SOME OF THE CITY'S DEVELOPMENTAL TRENDS WERE NOT AS DESIRABLE AS THEY COULD HAVE BEEN. WE HAD REACHED A WATERSHED. IT WAS FELT THAT THE CITY COULD RUN INTO EITHER A SLOUGH OF DESPOND OR, IF YOU WILL EXCUSE ME, A RIVER OF LIGHT.

NOW I THINK THAT BY AND LARGE THE RIGHT DECISIONS HAVE BEEN MADE TO ENABLE THE CITY TO TAKE THE LATTER COURSE. FURTHER, BECAUSE OF THIS WE HAVE THE OPPORTUNITY TO ACHIEVE IN ADELAIDE CITY A STANDARD OF URBAN DEVELOPMENT UNKNOWN IN AUSTRALIA, AND RARE IN THOSE PARTS OF THE WORLD THAT HAVE OUR KIND OF ECONOMIC AND SOCIO-POLITICAL ORGANISATION.

AND WHEN I SAY THAT I THINK THE RIGHT DECISIONS HAVE BEEN TAKEN, I AM OF COURSE REFERRING EQUALLY TO THE INTERIM DEVELOPMENT CONTROL LEGISLATION THAT HAS RECENTLY BEEN PASSED BY PARLIAMENT, TO THE CITY OF ADELAIDE DEVELOPMENT COMMITTEE TO BE ESTABLISHED UNDER THAT LEGISLATION, AND TO THE DECISION OF COUNCIL TO APPOINT CONSULTANTS ABLE TO GIVE THE CITY FIRM DEVELOPMENTAL GUIDELINES. THE CONSULTANTS WILL WORK VERY CLOSELY WITH THE DEVELOPMENT COMMITTEE, AND THE COMMITTEE IN ITSELF WILL BE A SOMEWHAT REVOLUTIONARY BODY IN THAT ITS VERY COMPOSITION WILL REFLECT THE POLICIES AND JOIN TOGETHER THE TWO GOVERNMENTAL ORGANISATIONS MOST IMMEDIATELY CONCERNED WITH THE EFFICIENT WORKING OF THE CENTRAL CITY AREA. IT WILL HAVE SIX MEMBERS, THREE NOMINATED BY THE ADELAIDE CITY COUNCIL AND THREE NOMINATED BY THE GOVERNMENT. ITS CHAIRMAN WILL BE THE LORD MAYOR.

FURTHER, THE LEGISLATION EFFECTIVELY ENDS A MAJOR LEGAL PROBLEM THAT AROSE FOLLOWING THE PASSING OF THE PLANNING AND DEVELOPMENT ACT, WHICH UNDER THE 1962 PLAN, LEFT THE CENTRAL CITY AREA TOTALLY GIVEN OVER TO COMMERCIAL USAGE, A USAGE FAR IN EXCESS OF REQUIREMENTS EVEN AS FAR AHEAD AS FIFTY YEARS.

HAD THE LEGISLATION NOT BEEN PASSED, NO PROPER SUPPLEMENTARY DEVELOPMENT PLAN OTHER THAN ONE POSTULATED ON COMMERCIAL DEVELOPMENT WOULD HAVE BEEN POSSIBLE, AND WE WOULD HAVE FACED IN ADELAIDE THE KIND OF GROSS DETERIORATION THAT SIMILAR CITIES IN THE UNITED STATES NOW ENDURE. THAT IS, PUT CRUDELY, A CENTRAL CITY AREA THAT IS COMPOSED LARGELY OF HIGH RISE OFFICE BLOCKS, ASPHALT CAR PARKS AND A FEW SERVICE INDUSTRIES. THERE WOULD HAVE BEEN AN INCREASINGLY HAPHAZARD SCATTERING OF URBAN ACTIVITIES THROUGHOUT THE METROPOLITAN AREA, AND THERE WOULD HAVE BEEN A CONSTANTLY INCREASING NEED FOR PRIVATE MOTOR TRANSPORT BETWEEN THESE DISPOSSESSED UNITS. IN AREAS SUCH AS NORTH ADELAIDE,

EVEN THOUGH ZONED LARGELY RESIDENTIAL IN 1962, AN URBAN ENVIRONMENTAL DISASTER COULD HAVE BEEN EXPECTED. HIGH-RISE TOWERS, FREEWAYS, SMALL OFFICE DEVELOPMENTS, EXPANDING SMALL-SCALE RETAILING, COULD HAVE MEANT A LOSS TO THE STATE OF ONE OF ITS MOST VALUABLE URBAN ASSETS.

AND I THINK THAT IN UNDERSTANDING THE PRESSURES ON OUR URBAN ENVIRONMENT, IT IS IMPORTANT TO REMEMBER THAT GIVEN THE ENVIRONMENTAL, SOCIAL AND ECONOMIC PRESSURES THAT ARISE WITH AN ADVANCED TECHNOLOGY SUCH AS OURS, AND THE WORK AND LAND USE PATTERNS THESE CAN IMPOSE, THE CITY AS A STABLE INTER-REACTIVE URBAN UNIT IS NOT REALLY NECESSARY. TAKE LOS ANGELES. IT IS BOTH THE BIGGEST SUBURB AND THE BIGGEST FREEWAY IN THE WORLD. IT IS AN UGLY PLACE TO BE IN. AND YET IT WORKS IN ITS WAY. ITS MASS OF PEOPLE ARE WEALTHY. FOOD SUPPLIES ARE MAINTAINED. EMPLOYMENT IS KEPT

AT MORE OR LESS AVERAGE AMERICAN LEVELS. THE ONLY DANGER IT FACES IS CHOKING ITSELF OUT OF EXISTENCE.

SIMILARLY, THE METROPOLITAN AREA OF ADELAIDE COULD, IF WE WISHED, SPREAD ENDLESSLY WITHOUT PROPER CONTROLS AND WITHOUT DESIGN. IT IS WELL WITHIN OUR TECHNOLOGY AND ECONOMY TO ALLOW IT SO TO DO, AND IF IT DID SO IT WOULD SPELL THE EFFECTIVE END OF A VIABLE CENTRAL CITY AREA SUCH AS I BELIEVE WE ALL WISH TO SEE.

FURTHER, AS MANY OF YOU WOULD KNOW, THERE IS A SUBSTANTIAL BODY OF OPINION WHICH HOLDS IN VARYING DEGREES THAT IT SHOULD SPREAD ENDLESSLY. THERE IS THE BELIEF THAT THE MARKET PLACE - THE LAND MARKET PLACE - IS THE PLACE WHERE THE NATURE OF LAND USAGE SHOULD BE DETERMINED. IF TOWN PLANNING IS TO BE INVOLVED AT ALL, THEN THE ARGUMENT HOLDS THAT IT SHOULD ONLY BE INVOLVED TO THE EXTENT THAT EVERYONE IN THE MARKET HAS AN EQUAL CHANCE TO MAKE A QUICK KILLING. PLANNING MAY INTRUDE ONLY TO ENSURE THAT THE KILLING

BE MADE QUICKER OR GREATER WITH THE ADDITION OF WATER, SEWERAGE, POWER, SCHOOLS AND PERHAPS A BIT OF TREE PLANTING.

IT IS A LAISSEZ FAIRE POSITION THAT SHOULD HAVE REMAINED WITH ADAM SMITH, BUT IN FACT IS ALIVE AND WELL AND LIVING WITH US ALL. AND THE TRUTH IS THAT HEAVY LAND SPECULATION IS INIMICAL TO THE PLANNING PROCESS IF THAT PROCESS IS ONE WHICH HAS REGARD TO MORE THAN THE LAND MARKET'S IDEA OF THE ECONOMIC EFFICIENCY OF A CITY.

AND WHAT IS A CITY? WELL, THE EASIEST DEFINITION IS, I SUPPOSE, THAT IT IS THE SUM TOTAL OF ALL THE ACTIVITIES, BEHAVIOUR PATTERNS AND ASPIRATIONS OF ITS CITIZENS.

OF COURSE, THERE IS A KIND OF DEMOCRATIC SHAKEOUT IN SUCH A TOTAL. THE CITY MAY CONTAIN THE ACTIVITIES, SET THE PATTERN, AND DETERMINE THE ASPIRATIONS OF A REVOLUTIONARY, BUT IS ONLY

RARE THAT IT AGREES TO REVOLT WITH HIM. AND WHILE IT IS HARD TO GO MUCH FURTHER IN THIS MATTER OF DEFINITION, IT DOES FOLLOW FROM THE 'SUM-TOTAL' ARGUMENT THAT A CITY IS, OR SHOULD BE, MORE THAN AN AGGLOMERATION OF WORK AND LIVING AREAS DISPOSED TO ACHIEVE SOME KIND OF PROFITABILITY FOR THOSE WHO ORGANISE THE WORK OR MARKET THE LIVING SPACE.

NEVERTHELESS, THERE IS IN OUR ECONOMY - AND IN OUR PARTICULAR DEMOCRATIC SHAKEOUT - ENORMOUS PRESSURES FOR A CITY TO BE JUST THAT. AND THE NUB OF ALL OPPOSITION TO PLANNING OCCURS IN THIS AREA.

IF LAND USE CONTROLS ARE BROUGHT IN TO STOP SUBDIVISION, OR RETAIL DEVELOPMENT, OR CAR PARKING IN CERTAIN AREAS, NO MATTER HOW SOCIALLY OR ECOLOGICALLY DESIRABLE SUCH CONTROLS MAY BE IN RELATION TO OTHER CRITERIA, SUCH CONTROLS NEVERTHELESS FIND IMMEDIATE OPPOSITION, AND OFTEN VOCAL OPPOSITION, FROM LAND HOLDERS WHO WERE EXPECTING THE MARKET PLACE WITH ALL ITS

VAGARIES TO HAVE ITS HEAD.

SO THAT ULTIMATELY, THE ARGUMENT FOR PLANNING REFINES ITSELF DOWN INTO ONE WHICH ENDEAVOURS TO SEE THE CITY AS FAR MORE THAN A MACHINE OR A SHOP. IT IS A PLACE IN WHICH EDUCATION, GOVERNMENT, AND CULTURE ARE AS EQUALLY IMPORTANT AS RETAILING, MANUFACTURING AND SERVICING. IT IS A PLACE, IN OTHER WORDS, THAT IS IN NO WAY ENTIRELY, OR EVEN LARGELY, UTILITARIAN IN ITS CONCERNS.

AND IF WE CONCEDE ALL THIS IN RELATION TO THE CITY OF ADELAIDE, AS THE CENTRAL URBAN PRECINCT IN A METROPOLITAN AREA THAT IS DEVELOPING A NUMBER OF URBAN PRECINCTS, THEN IT FOLLOWS THAT OUR PLANNING SHOULD TAKE INTO ACCOUNT THE ACTIVITIES OF THE CITY AS THEY ARE NOW - AND AS THEY MAY BE, AND SEE THEM IN RELATION TO A VERY ORDINARY HUMAN SCALE.

SUCH A SCALE WOULD MAKE ONE LESS IMPRESSED BY A PLAN FOR A 40 STOREY OFFICE BLOCK IN KING WILLIAM STREET, THAN BY A SHAKE-OUT IN LAND VALUES THAT ALLOWED UNSUBSIDISED RESIDENTIAL DEVELOPMENT IN, SAY, GILLES STREET. IT WOULD BE A SCALE THAT SAW THE CENTRAL CITY AS A PLACE WHICH SET STANDARDS FOR THE WHOLE STATE. IT WOULD NOT BE A MINI MANHATTAN, IT / WOULD BE QUITE DIFFERENT FROM ANY OTHER AUSTRALIAN CENTRAL CITY AREA. IT WOULD BE MORE CHEAP AND ACCESSIBLE THAN SYDNEY, MORE ALIVE AND COMPACT THAN CANBERRA. IT WOULD BE A FAR MORE PEDESTRIANISED CITY, DEVELOPED AND CONSERVED WITH A GREAT DEAL OF CARE PAID TO BUILDING HEIGHTS, THE SCALE OF STREETS, AND THE SIGHT LINES FROM TERRACES AND GARDENS. THE BUSINESS AREA WOULD REMAIN ABOUT WHERE IT IS FOR A LONG TIME. THERE WOULD BE PERFORMING, MEETING AND ASSEMBLY PLACES, A NOT TOO EXPENSIVE NIGHT LIFE, SECLUDED PARKS AND GARDENS, AND LARGE AREAS PROTECTED FROM EXCESSIVE TRAFFIC AND AS FAR AS POSSIBLE SERVICED AND CAR-PARKED FROM OUTSIDE ITSELF.

IN FACT IT IS NOT TOO HARD TO ACHIEVE THIS KIND OF THING IN ADELAIDE BECAUSE THE WHOLE DEMAND FOR CENTRAL CITY SPACE IS MODERATE ENOUGH TO CONCENTRATE INTO ONE WALKABOUT HALF MILE. FOR THE REST (EVERYTHING THAT CAN BE SPARED FROM THE CITY'S ESSENTIAL SERVICES) WE CAN AIM TO CONSERVE AND REBUILD A MEDIUM DENSE, LOW-RISE, MIXED USE TOWNSCAPE WITH A STRONGLY RESIDENTIAL CHARACTER. MOST OF IT COULD BE QUITE CLOSELY BUILT, BUT TREE AND VINE COVERED, HORIZONTAL, EVEN MEDITERRANEAN IN STYLE. IN FACT, UNIQUELY THE KIND OF ENVIRONMENT THAT PARTS OF NORTH ADELAIDE ALREADY DISPLAY. SCATTERED TOWERS WRECK THE SCALE OF THIS SORT OF CONCEPT, AND THEREFORE ROOM SHOULD BE FOUND IN SUCH A CONCEPT FOR ALL THE LIKELY HIGH-RISE RESIDENTIAL AND HOTEL/MOTEL INVESTMENT IN A FEW CLUSTERS WITH STRENGTH AND CHARACTER OF THEIR OWN, IN APPROPRIATE PLACES.

NOW THAT, IN VERY GENERAL AND DESCRIPTIVE TERMS, IS WHAT I MEAN BY A HUMAN SCALE. IT IS THE VERY ANTI-THESIS OF THE MINI-MANHATTAN MENTALITY THAT AFFLICTS MOST AUSTRALIAN CITIES. BUT IN ACHIEVING IT, THERE WILL NEED TO BE A MAXIMUM RATE OF PARTICIPATION BY RESIDENTS GROUPS IN THE CITY. THEY CAN EFFECTIVELY CONDUCT A WATCHING BRIEF TO PROTECT THEIR RESIDENTIAL ENVIRONMENT FROM DEVELOPMENTS AND USAGES NOT CONSISTENT WITH THE GENERAL AREA. IN FACT, THEY SHOULD IN THEIR OWN RIGHT BE ABLE TO DEVELOP SUCH SCHEMES AS COULD HELP THEIR AREA. IN ADDITION THEY SHOULD BE MADE INFORMED OF WHAT OFFICIAL DECISIONS ARE IN THE PROCESS OF BEING MADE, FOR PLANNING SHOULD NOT BE THE PRIVATE PRESERVE OF ANONYMOUS MAP MAKERS, BUT RATHER SHOULD INVOLVE THE WHOLE COMMUNITY.

AND SO WE COME BACK TO INTERIM DEVELOPMENT CONTROL, THE ADELAIDE DEVELOPMENT COMMITTEE, AND THE CONSULTANTS WHICH WILL FORMULATE THE NATURE OF THE SUPPLEMENTARY DEVELOPMENT PLAN.

CONSULTANTS THESE DAYS ARE UNLIKELY TO MAKE A ONCE-FOR-ALL SURVEY THEN INCORPORATE ALL THEIR RECOMMENDATIONS IN A SINGLE TWENTY-YEAR SUPPLEMENTARY DEVELOPMENT PLAN. THEY ARE MORE LIKELY TO START STRAIGHT AWAY EDUCATING THE RELEVANT AUTHORITIES, MAKING OVER THE CITY'S DECISION-MAKING MACHINERY, TEACHING IT HOW TO PUT ITS LAND AND MONEY TO WORK, DRAWING THE CITIZENS INTO MORE ACTIVE PARTICIPATION, AND BUILDING UP A PERMANENT MONITORING SERVICE FOR PLANNING AND ECONOMIC INFORMATION. THEIR AIM WILL BE TO LEAVE THE CITY WITH AN EFFECTIVE PLANNING SYSTEM, RATHER THAN A 'PLAN'.

SO INTERIM CONTROL SHOULD NOT AIM TO 'FREEZE, AND WAIT'. IT SHOULD RATHER BE A FIRST SHOT AT THE ONGOING POLICIES WHICH WILL BE DEVELOPED AND REFINED IN THE COURSE OF THE CONSULTATION.

AT THE SAME TIME, SINCE THEY ARE ADOPTED HURRIEDLY WITHOUT MUCH RESEARCH, INTERIM POLICIES SHOULD KEEP OPTIONS OPEN WHEREVER POSSIBLE.

IF THIS IS DONE, AND IF IT IS ACCEPTED THAT THE MAN RATHER THAN THE BUILDING IS THE MOST IMPORTANT FACTOR IN CREATING AN EFFECTIVE URBAN ENVIRONMENT, THEN I BELIEVE THAT IT WILL BE POSSIBLE TO ACHIEVE A SPECTACULAR FUTURE FOR THE CITY OF ADELAIDE.

THANK YOU.