

*Australian Town Planning Conference and
Exhibition.*

Volume of Proceedings
of the
*Second Australian Town Planning
Conference and
Exhibition*

(Under the Official Recognition of the Queensland Government).

*Brisbane (Queensland),
30th July to 6th August, 1918.*

The Conference

*Was held in the Examination Hall, Central Technical College (near
Parliament House), George Street.*

The Exhibition

*Took place in the Exhibition Concert Hall, Bowen Park, and in the
adjoining Annexe and Grounds of the National Agricultural and Industrial
Association of Queensland.*

Paper No. 2—Section IV.

South Australia—Soldiers' Settlements.

*Repatriation in Relation to the Establishment of
New Industries for Returned Soldiers, and the Town
Planning Problems Connected Therewith.*

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Introductory.

THE repatriation of Australian soldiers generally is a work concomitant with the war itself, and second only in importance to the task which this Commonwealth has set herself in aiding the Allied Nations to defeat the menace of Prussian militarism. Apart from any obligation due to returned soldiers, it is generally recognised that in the best interests of the nation their satisfactory re-establishment in civil life is of paramount concern. Without a well-defined scheme which will deal effectively with the subject in all its aspects, it is patent that little but chaos will result in the social and industrial realms when attempt is made to absorb such a large body of men, which will contain individuals in every conceivable condition of physical capacity, financial standing, and civilian ability. Indeed, a considerable number will present in themselves problems for separate consideration, and, therefore, any scheme should possess the quality of elasticity in order to provide for any unit which cannot be comprehended within the four corners of a uniform arrangement.

The underlying principle of repatriation should, in its broader application, correspond with that which actuated the raising of contributions towards the many voluntary patriotic funds—viz., the relief of hardship and distress occasioned by the war, which, in effect, means that the dependents of men who have enlisted in defence of their homes and freedom shall not have their positions in life impaired to the extent of needless suffering in consequence of the sacrifice which is involved.

In regard to repatriation, the onus is on the State to ensure, so far as possible, to our returned and returning soldiers, a position in civil life equal at least to that occupied prior to their joining the military forces. All suggestion of compensation should be rigidly eschewed. It is fully realised that no man can be adequately compensated for having braved or suffered the dangers of the battlefield, in his country's behalf, and it is not supposed that the men who enlisted in the true spirit of patriotism look for such compensation; but it is feared that an impression of this nature has already gained ground in some quarters, to the detriment of the effective handling of the problem.

Initial Operations.

The first definite move in connection with repatriation was made in April, 1916, with the launching of the Australian Soldiers' Repatriation Fund, and the various State War Councils were charged with the duty of administering the fund in their respective States.

With the proclamation of the Australian Soldiers' Repatriation Act, on 8th April, 1918, certain work passed to the control of the Commonwealth Repatriation Department, and a new set of regulations, covering precise conditions of assistance, was put into operation.

In this paper it is not proposed to deal with the Commonwealth scheme, but rather to treat with matters which are outside the Federal sphere. The purview of the paper will cover two main divisions—namely, "Work Already Accomplished," and "Proposals for the Future."

Division I.—WORK ALREADY ACCOMPLISHED.**Land Settlement.**

The settlement of returned soldiers on the land is, in the nature of things, a phase of repatriation which devolves upon the State Governments, and as Australia is essentially a primary producing country, offering considerable scope for the practice of agriculture, land settlement doubtless will form a large part of

the State's activities. It is obvious that the settlement of some thousands of families in rural occupations is pregnant with immense possibilities to the State. Under peace conditions it would be unlikely that any State would venture on so bold a policy without the most mature consideration—for the scheme is fraught with difficulties which will tax all the ingenuity of the authorities to surmount. The exigencies of pre-

ensilage pits, or silos. It must be admitted that in the handling of the latter certain obvious difficulties may be anticipated. They are, however, not likely to prove insuperable.

Recreation grounds, a common meeting hall, and possibly a co-operative store, would complete the essentials of the common central area.

The cutting up of land on the lines suggested may, at first sight, appear to result in individual farms awkward and unworkable in shape, because of their tendency to taper away from the main centres of activity. We are, however, dealing with essentially livestock farms, on which such blemishes are of inconsiderable importance. As a matter of fact, these fan-shaped farms, with steadings at the narrow end, admit very readily of small home paddocks, and larger fields in the background, which arrangement is

in perfect keeping with the most approved everyday practice. The most serious objection that can, perhaps, be made to farms of this design is that the steadying is necessarily excentric—a defect, however, of minor importance on the small farms we have in view; and if defect it be, it is more than amply balanced by the many advantages that could not be realised in any other way.

As to the grouping of the remaining farm buildings on individual farms, it must vary considerably with local topical features, and essentially with local drainage conditions. In addition to dwelling houses, these buildings need not consist of more than shelter sheds and storage rooms required for working teams, pigsties, calf yards, and such shelter as is deemed necessary for milch cows in the depth of both winter and summer.

Division III.—GARDEN SUBURB.

More definite proposals than those outlined in (1) or (2) have been formulated in respect to a modern garden suburb, providing for the housing of the returned soldier engaged in urban occupation, as well as other classes of the community. The site proposed (298 acres) was purchased in 1916 by the South Australian Government for such purpose, but with the advent of war the greater part of the area has been used for, and is at present known as, the Mitcham Camp. It lies about three and a-half miles from Victoria Square—the centre of the city. It lies, also, close under the Adelaide Hills. As the details of the project are illustrated herein, and will be explained to the Conference, I need do no more than traverse the main outlines. The plans and proposals have been prepared by the Government Town Planner (Mr. Charles C. Reade), but, as yet, have not formally been submitted to the South Australian Government for consideration.

The Preliminary Plan.

The site (75.14 chains in length) is practically level passing from north to south, whilst east to west, for the greater part, there is a regular cross fall of about 50 feet in a distance of 39.98 chains (total width). Towards the south and west boundaries there is a natural dip in the ground, into which at the present time the camp drainage is conveyed, and allowed to percolate away. The obvious use for this area is that of a park, and, as the deed of purchase stipulates that at least 10 acres shall be so reserved, provision has been made in the plan to locate the principal park and recreational area accordingly. The site is otherwise devoid of topographical feature, other than a slight rise at the extreme south-east corner, where the land commences to ascend towards the foothills. Use

has been found for this rising ground by placing a principal church thereon, on the axis of the main circumferential avenue, traversing the suburb.

The plan anticipates the extension of the electric car route, which at present terminates less than half a mile away, at Goodwood. This extension will provide the chief means of transit to the suburb from the city. Suburban railway stations are situated also close to the eastern boundary of the area, but as factors in aid of development, their sphere of influence at present is limited by distance and existing train services. Provision for the proposed car route is made by widening the Goodwood Road (66 feet), where it adjoins the suburb, to 1½ chains in width. The design of this main arterial route is shown in illustration No. 3.

Influences upon Design.

Certain existing features and circumstances necessarily influence the design. Briefly, these are—

1. The site, for its entire length (75.14 chains), is traversed by hot winds in summer, travelling from north to south.
2. The disposal of storm waters coming from the hills, both in volume and velocity, requires to be provided for.
3. The utilisation of certain roads constructed for the purpose of the camp, together with an existing dwelling—the old farm house.
4. Temporary preservation of certain clumps or plantations of eucalypti, the life and utility of which appear to be limited.
5. The installation of deep drainage at the camp, with a view to the subsequent utilisation of the service.

6. Avoidance in street lines as much as possible of parabolic or irregular curves, so as to simplify the problems of the surveyor.

Principal Centres.

The principal centres of the proposed plan are as follows:—

1. Main entrance or circus, adjacent to tram line, enabling pedestrian and vehicular traffic concentrated at this point to enter or leave the suburb without interference one with another, and around which are grouped certain commercial buildings, offices, shops, &c., adjoining the principal shopping centre itself.

2. Central Square, the principal aesthetic feature, containing public buildings, including churches and recreational institute (with games and rest park in rear). The buildings are placed to make architectural terminals to main avenues, and, subsequently, their detailed planning will be correlated in accordance with a unified design.

3. Administrative Centre, comprising Town Hall, Fire Station, Public Offices, &c., architecturally correlated, and treated as above.

4. Shopping Centres.—The principal centre (No. 1) is adjacent to the main circus, from which the initial development will begin. Shopping centre No. 2 is proposed to be kept in reserve until the final stages of development are reached. Both areas are intended to be treated architecturally as in 2.

Roads and Avenues.

These centres are linked up by a radial network of streets, designed to direct and concentrate the flow of through traffic along the routes specially constructed for their use, and away from residential streets, where lighter and more economical construction, providing amenity, as well as utility, is proposed. These roads (apart from the main arterial route aforesaid) comprise—

1. Broadway (99 feet wide), double track avenues and floral or botanic treatment, and terminated at either end by the two principal public buildings. (See illustration No. 3.)

2. Parkway Avenue (80 feet wide), encircling the suburb, and passing through the principal park en route, also connecting the main diagonals entering the suburb, in accordance with the direction of traffic. (See illustration No. 3.)

3. Secondary traffic and shopping streets, varying from 66 to 80 feet in width.

4. Residential streets, planned as above, and varying from 42 to 52 feet in width.

Building line requirements are provided for in every street, so as to ensure a greater width between the buildings than that of the street itself.

Where streets junctions, or a traffic centre, are created, houses and buildings are placed to afford the maximum of visibility to traffic, and thus minimise the risk of accident.

Public Utility Ways.

In addition to streets and roads, public utility ways are provided for, so as to enable the installation and reticulation of sewerage works to be effected along the most direct and economical lines, without reference to roads or expensive street works. These ways are planned 16 feet wide, in accordance with the requirements of the Hydraulic Engineer. At the entrance to or from streets they will be closed to vehicles or animals by a series of posts, but otherwise they will be open to the public for use as public footways, providing direct routes to trams, &c.

Provision is also made for placing in these ways gas mains, telephone cables, or poles, &c. The objective, again, is economy, also the preservation of the appearance of the street, as well as the foliage and growth of its trees.

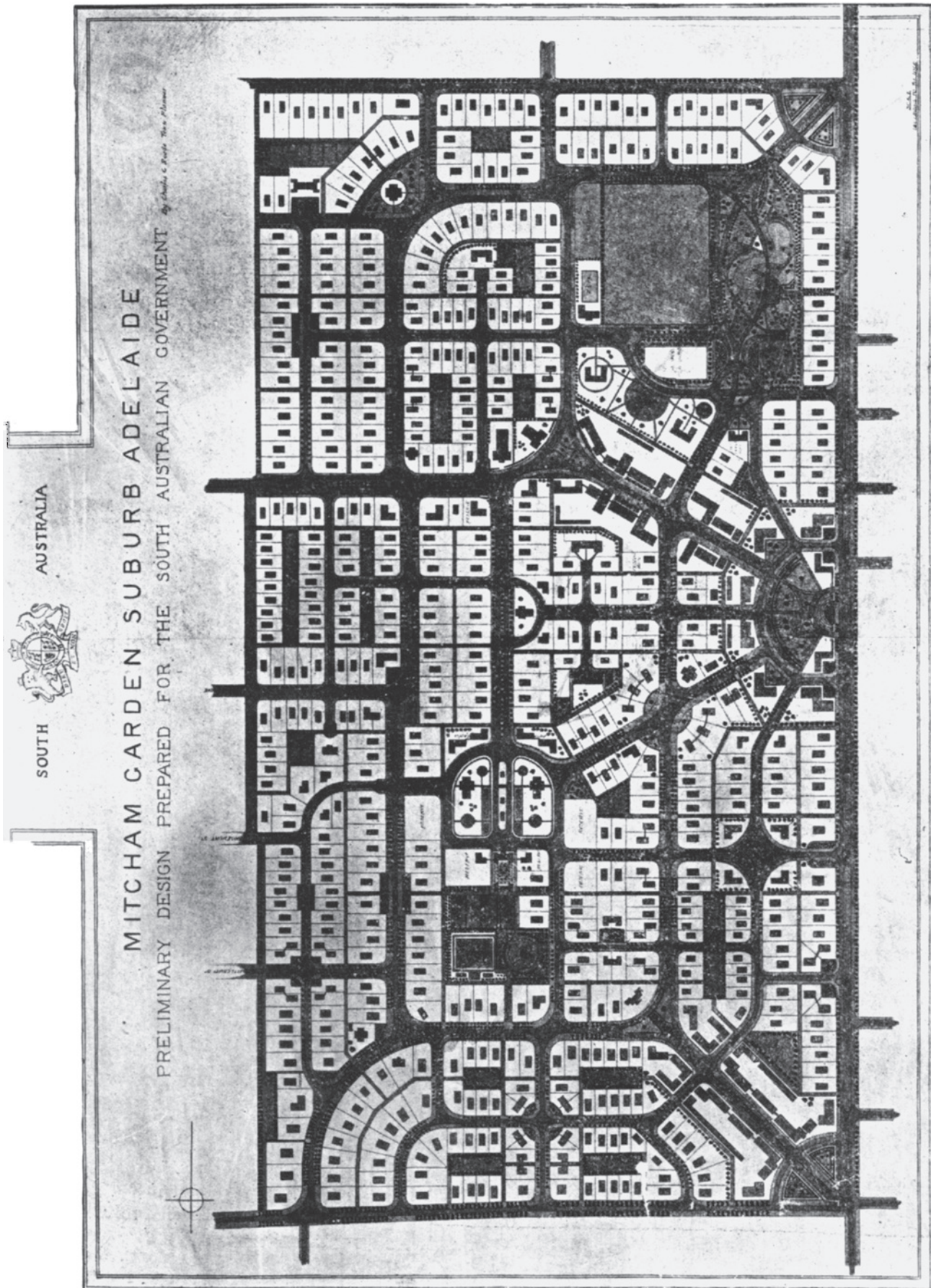
Public Buildings and Reserves.

The preliminary design (see illustrations Nos. 1 and 2) provides a number of sites for public buildings and sundry reserves, some of which ultimately will be disposed of in the usual way. Sites for two schools, primary and technical, adjoin the Children's Playground, which is treated as part of the landscape features of the park and recreation area generally. An open air swimming bath is included in the recreational equipment. It is placed at the highest point within the park area, and will be so built that the waste waters can be run off and used for the maintenance of gardens and the ornamental lake.

Adjacent to the park entrance is placed also a proposed home for the aged. The accommodation will provide mainly for the parents of persons resident in the suburb. A cottage hospital and convalescent home is also included, as well as ecclesiastical buildings, theatres, fire station, hostel, &c.; also municipal depôts.

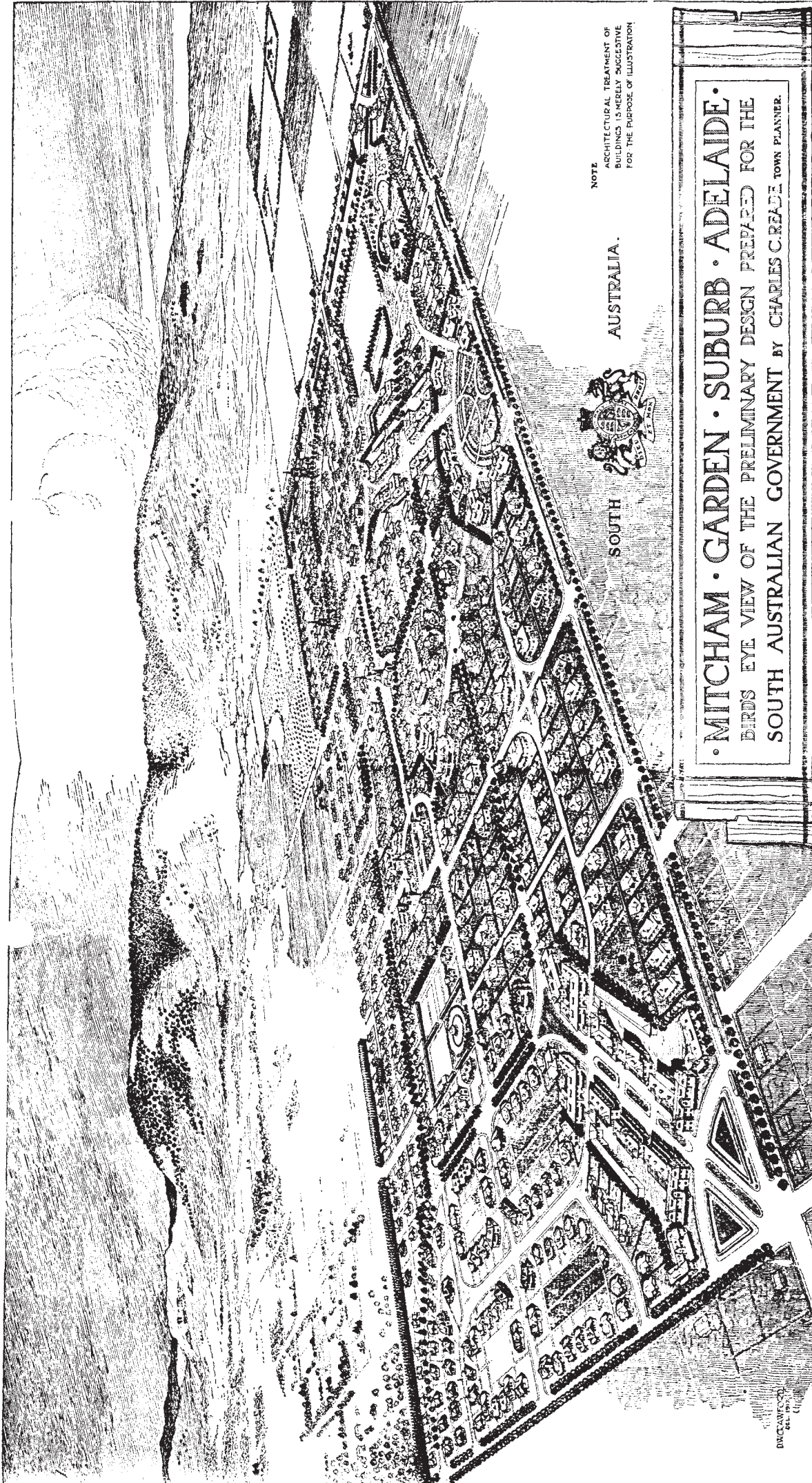
For Returned Soldiers.

Special provision for returned soldiers is contemplated on a special reserve overlooking the park, where it is proposed to place a medical block equipped with baths, massage and electric curative installations. Also adjoining it a technical institute, where various crafts, such as printing, weaving, building, woodwork, &c., can be acquired.



No. 1.—MITCHAM GARDEN SUBURB.

The scheme provides for two shopping and business areas, No. 1, adjoining the circus, constituting the main entrance to the suburb, from which the roads radiate by direct routes to the different districts. No. 2 is proposed to be held in reserve for the present. The plan provides for a central square, with public and ecclesiastical buildings, correlated architecturally, including the recreational institute forming the western terminal to the Broadway, 1½ chains wide. Recreations pavilions, lawns, and rest park are shown in rear of the institute. The eastern terminal is provided by the principal municipal building, whilst other public offices are similarly placed, with a view to proper setting and public convenience.



NOTE

ARCHITECTURAL TREATMENT OF
BUILDINGS IS MERELY SUGGESTIVE
FOR THE PURPOSE OF ILLUSTRATION

AUSTRALIA.

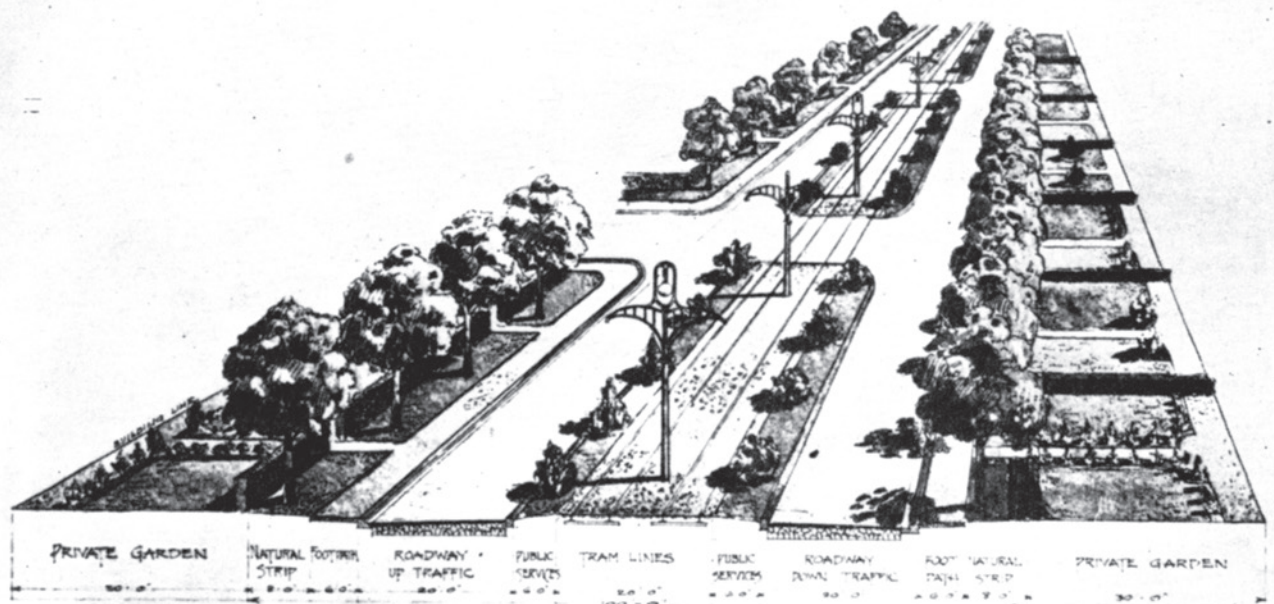


SOUTH

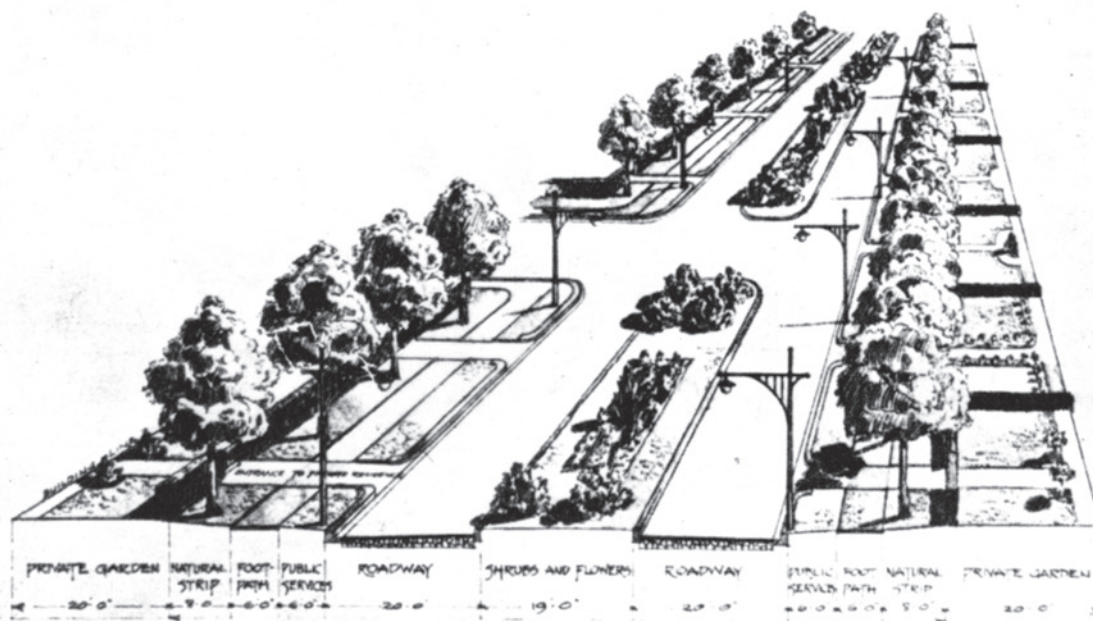
MITCHAM · GARDEN · SUBURB · ADELAIDE ·
BIRD'S EYE VIEW OF THE PRELIMINARY DESIGN PREPARED FOR THE
SOUTH AUSTRALIAN GOVERNMENT BY CHARLES CREADE TOWN PLANNER.

No. 2.—GENERAL VIEW OF THE PROPOSED MITCHAM GARDEN SUBURB PROVIDING FOR THE HOUSING OF RETURNED
SOLDIERS IN CONJUNCTION WITH OTHER CLASSES.

The area (208 acres) is situated about three and a half miles from Victoria Square, Adelaide, and was purchased by the South Australian Government in 1916 for the purpose of laying out a Garden Suburb in accordance with the principles of Modern Town Planning.



GOODWOOD ROAD - WIDENED FROM 60 TO 100 FEET WITH SEPARATE TRACK FOR TRAMS
BUILDING LINE WEST OF GOODWOOD ROAD TO BE FIXED UNDER TOWN PLANNING ACT.



BROADWAY - 99 FT (1½ CHAINS) - WIDTH BETWEEN BUILDINGS 139 FEET (TO BE VARIED)

No. 3.—TYPES OF PRINCIPAL ROADS, MITCHAM GARDEN SUBURB.

The scheme also provides for a parkway, 82½ feet wide, with four rows of trees encircling the suburb and passing through the park on route, and residential roads not less than 40 feet wide (in accordance with existing law), with building line regulation throughout.

Houses and Allotment Gardens.

The garden city principle of allotment gardens or open spaces, placed in rear of residential allotments, has been followed in the case of houses intended for soldiers or other persons of small means. The freehold of these areas will be retained by the controlling authority, and the use of the land allowed at small rentals for such purpose as may best suit the residents, whether productive or recreational.

No standard size allotment is adopted, but the minimum area in individual cases is not less than 6,000 square feet, and this only where the allotment itself adjoins an open space in rear, as above. Otherwise houses and allotments are provided for all classes, and distributed in groups throughout the suburb, in order to avoid undue segregation of persons more or less of a class or type. The allotments generally are

planned on the basis of wider frontages and shallower depths than those usually provided in the suburbs of Adelaide.

Table of Areas.

	a.	r.	p.
(a) Garden suburb	298	1	37
(b) Roads, public utility ways, &c.	95	0	0
(c) Sites for public buildings, shops, &c.	23	0	0
(d) Reserves (including allotment gardens and sites to be sold later)	30	0	0
(e) Parks and recreational reserves (10 acres compulsory)	19	0	0
	298	1	37
Number of building allotments, omitting (d) ..	596		
Average area per allotment ..		0	0 36

Foot Frontages.

	Feet.	Feet.
Saleable foot frontage (allotments)	40,779	
Saleable foot frontage (shops and offices)*	6,200	
Saleable foot frontage (reserves or lots to be sold later)	1,360	
Total	48,339	

* This total does not include sites for churches, theatres, hostel, &c., which possibly will be purchasable at a price or become revenue producing in time. For the purposes of the present estimate, however, they are omitted.

Actuarial Estimate of Expenditure and Revenue.

	£	s.	d.	£	s.	d.
The land cost	20,193	13	9			
And assuming the cost of water and sewerage (not including connections) to be	19,360	0	0			
Roads, &c.	22,450	0	0			
Public buildings—						
Recreation institute	£2,500	0	0			
Town hall	5,000	0	0			
Parks, children's playgrounds, &c.	4,500	0	0			
	12,000	0	0			
Initial expenses, planning, and survey	996	6	3			
	54,806	6	3			
Or a total expenditure of	£75,000	0	0			

And that the expenditure of £54,806 6s. 3d. (which excludes the land) is spread over a period of, say, twenty years, the annual charge to the undertaking for these services would be, approximately, £2,740 6s. 3d., and with the roads made, and water and sewerage services supplied, the allotments (possessing town planning amenities and protection) should sell readily at from £1 to £3 10s. per foot.

There are 48,339 frontage feet, and the prices may be set down as follows :—

10,779 feet at £1	£10,779
10,000 feet at £1 10s.	15,000
20,000 feet at £2	40,000
6,200 feet (shops and offices) at £3 10s.	21,700
1,360 feet (lots to be sold later) at £2	2,720
48,339	£90,199 or, say, £90,000

Assuming that these are sold within twenty years, or £4,500 worth are sold per annum, the following table shows how the undertaking would work out in that period :—

			Services.			Interest (5 p.c.).			Total.			Sales.
			£	s.	d.	£	s.	d.	£	s.	d.	
1st Year	..	Land	20,193	13	9	2,740	6	3	1,146	14	0	4,500
2nd Year	..	Balance	19,580	14	0	2,740	6	3	1,116	1	0	4,500
3rd Year	..	Balance	18,937	1	3	2,740	6	3	1,083	17	3	4,500
4th Year	..	Balance	18,261	4	9	2,740	6	3	1,050	1	7	4,500
5th Year	..	Balance	17,551	12	7	2,740	6	3	1,014	11	10	4,500
6th Year	..	Balance	16,806	10	8	2,740	6	3	977	6	9	4,500
7th Year	..	Balance	16,024	3	8	2,740	6	3	938	4	6	4,500
8th Year	..	Balance	15,202	14	5	2,740	6	3	897	3	0	4,500
9th Year	..	Balance	14,343	3	8	2,740	6	3	854	0	6	4,500
10th Year	..	Balance	13,434	10	5	2,740	6	3	808	14	10	4,500
11th Year	..	Balance	12,483	11	6	2,740	6	3	761	3	4	4,500
12th Year	..	Balance	11,485	1	8	2,740	6	3	711	5	4	4,500
13th Year	..	Balance	10,436	13	3	2,740	6	3	658	7	0	4,500
14th Year	..	Balance	9,335	6	6	2,740	6	3	603	15	7	4,500
15th Year	..	Balance	8,179	8	4	2,740	6	3	545	19	8	4,500
16th Year	..	Balance	6,965	14	3	2,740	6	3	485	4	0	4,500
17th Year	..	Balance	5,689	4	6	2,740	6	3	421	9	6	4,500
18th Year	..	Balance	4,351	0	3	2,740	6	3	354	11	3	4,500
19th Year	..	Balance	2,945	17	9	2,740	6	3	284	6	2	4,500
20th Year	..	Balance	1,470	10	2	2,740	7	6	210	10	8	4,500
						£54,806	6	3				95,000

Administration and Control.

The whole scheme will require to be the subject of special legislation, under which administration and control is proposed to be vested in a Board consisting of not more than three members, the personnel of which will probably include—

- (1) A financier, with knowledge of real estate, housing, &c.
- (2) A technical expert.
- (3) A local government representative.

In the first instance, all three will be appointed by the Governor, but as population multiplies, and the local interests acquire one-third of the residential area, it is intended that (3) shall be elected from the community direct by the residents to the Board. Similarly, when two-thirds of the area are settled, two local members will be elected in place of (2) and (3). Finally (1) will make way for a third resident, when the whole area will either become a separate municipality, or be absorbed by an existing local authority. The collection of rates (other than water and sewerage) in the meantime, and the maintenance of roads, &c., will be the function of the Board.

The Board will have the services of a Manager and a Supervising Architect, whose chief duty will be to approve designs of all buildings proposed to be erected in the area. The Supervising Architect will not design buildings, as a rule. The policy of the Board, instead, is to be directed towards encouraging architects in independent practice to design houses and buildings generally.

The Board will be vested with full power to buy, sell, lease, exchange, or otherwise dispose of land in the suburb (or areas immediately adjacent thereto), and generally be responsible for the supervision and administration of the whole project. The basis of carrying out will be that which will eventually return to the Government any charges incurred, including the whole of the moneys invested therein, together with interest at not less or more than 5 per cent. Any surplus is to be spent on improving the amenities of the area.

The Board is further to be empowered to enter into any arrangement, or make agreements with the State Bank of South Australia, with respect to the cost of erecting any buildings required within the area.

It will also make its own by-laws for the proper control of land, buildings, &c.

Its members will be entitled to fees for attendance at meetings. Salaries will be paid only to the staff.

Conditions of Occupation.

The land is proposed to be sold outright, and title granted to the purchaser, subject to certain conditions, which are intended to prevent "speculation," or soldiers being deprived of their right of habitation through pressure of economic circumstances. These include—

- (1) That where sales are effected without permission to transfer having been first obtained, the Board to have the right to repurchase the land back

at the original price, and acquire, without compensation, existing buildings at valuation, not exceeding the original cost.

- (2) Buyers of allotments to commence building operations within two years of purchase.

The Board may also lease or let buildings erected by it, or sites, where it is intended that the freehold shall be retained—namely, allotment gardens, public or semi-public buildings, shopping areas, or allotments otherwise held in reserve.

It is proposed, in the first instance only, to sell allotments at a price which will return neither more nor less than will cover the outlay and expense, as stated above.

The price of each allotment will be determined beforehand, and marked on the plan. Applications to purchase will then be invited. Where there are more than the one applicant for each block, a selection will be arrived at by ballot.

In purchasing his allotment, the buyer will secure also facilities for roads, footpaths, public services, public buildings, and recreation areas, as provided for in the above estimate. In other words, the cost of the land to the successful applicant will include provision for these services by the Board.

Returned Soldiers.

Special provision will be made for returned soldiers (or their dependents), for whom not less than 200 building allotments will be reserved, interspersed with other residential allotments, intended for normal occupation or sale. The public institutions of the suburb, such as Recreation Institute, Cottage Hospital, Technical School, &c., will be adapted to meet the requirements of men partially disabled, and who desire recreation, rest, or vocational training suited to urban life. Preference will be given to soldiers also in the case of the allotments where they desire to cultivate vegetables, grow fruit, keep poultry, or otherwise indulge in semi-rural occupations.

Conclusion.

These, briefly, are the main ideas governing some of the constructive proposals in South Australia for "Soldiers' Settlements, covering repatriation in relation to the establishment of new industries, and the town planning problems connected therewith."

Clearly a fundamental and immediate requisite for dealing with such problems, as part of national development and reconstruction, is an up-to-date Town Planning Act, in which the powers of the State, the Councils, and the statutory authorities concerned, will be adequate for the purpose in view.