

Recommendations

In addition, negotiations regarding staging of development of urban zones may be appropriate, should such consortia be prepared to undertake the complete development of a substantial area, including the provision of housing, educational, social and other facilities, without detriment to programmes of the authorities concerned. However developments should not be permitted within the defined investigation areas, or deferred development zone, unless and until such areas are included within urban zones at some future point in time.

Non Urban Zones

As a matter of principle it has been indicated already that the non urban wedges should be confirmed. It is believed that the principle of the separate tenement should also be confirmed. This principle is incorporated in the proposed Ordinance, the existing Interim Development Orders and has been incorporated in the rural zone of the approved planning scheme for many years. Without this principle the concept of non-urban zones would be almost impossible to implement.

There will certainly be recommended amendments to at least some of the zoning provisions and/or their definition. The conservation zones, which are very restrictive and the special extractive zones which also present problems are two which are being examined but the recommendations must follow the detailed consideration of objections.

6. Satellite Development

The concept of this type of development first proposed in 1967 with the opportunity retained in 1971, has always been seen as one of the means of achieving a more balanced development in the north and west and a better mix of population than exists at present. The following points are relevant:—

1. Small scale developments, beyond the urban fringe, generally result in increased public and private costs.

Despite opportunities for local identity, such developments generally lack a satisfactory range of facilities for local population, and are likely to result in major social costs.

2. These adverse implications would tend to be reduced, provided that integrated development of sufficiently large scale is secured. Within the context of current procedures in Melbourne, such a development is unlikely to be attained, without major intervention by the State or Commonwealth Governments.
3. The promotion of large scale satellite development may be justifiable to achieve stated social goals, notwithstanding inefficiencies in the provision of community and public services.

The promotion of large scale satellites within northern and western areas is seen as a means of encouraging the retention of a more diverse cross section of population, and possibly provides a means of encouraging additional population from the remainder of the region and elsewhere. As a consequence, the northern and western sectors would become more self reliant in terms of availability of specialist skills to service local population.

4. Both Melton and Sunbury have established populations of over 5,000 persons, and a rapid growth rate attained largely without Government assistance, although the actual population figures are relatively small in the metropolitan context.

The local communities have socio-economic characteristics which are more representative of the region as a whole, than adjoining municipalities. (For example, in 1971, Sunbury and Melton townships contained a resident workforce of which 42.3% and 42.5% respectively were employed in white collar occupations, which is similar to the metropolitan area figure of 44.9%. By contrast, the comparable figures for the municipalities of Keilor and Sunshine, were 34.9% and 29%, respectively.) The township areas have relatively attractive environmental characteristics. For these reasons, it is believed that each location offers prospects for large scale development.

5. While the Board initially suggested that Whittlesea township also be considered, recent developments

suggest that the Whittlesea corridor will most effectively develop by outward extension.

The break between the urban fringe and the Whittlesea township is not seen as important as the country is generally suitable for development.

In the case of Sunbury, the need for a break to the south-east is most important as it contains the Jackson's Creek and Maribyrnong River valleys and adds substantially to the present character of Sunbury.

The reason for the Melton break has been mentioned earlier and is equally important.

6. Arising from proposals initiated by the Berwick Council, attention has been given to a proposal for a satellite adjoining the existing Berwick township. Whilst considerable advantages may accrue from the implementation of this proposal, it is considered that, within the context of metropolitan needs, initial attention should first be focused on the Melton or Sunbury satellites. It should be made quite clear however, that it is most desirable that development occurs at Berwick, on a well planned, integrated basis.

Satellite Summary

Resource availability from Government sources would be the critical factor influencing the rate at which appropriate development could be established.

Given the Government's commitment to Albury/Wodonga and identification of Geelong as a major growth outlet, it is doubtful whether any commitment could be made to either Sunbury or Melton as a satellite at this stage.

If, however, resources can be found it would be prudent to focus attention on one satellite. While arguments can be put forward in both cases, Melton would seem the more appropriate in that it has had a consistently higher growth rate since 1966, major growth could more easily damage Sunbury's environmental quality and there have been a number of objections to expanded growth there.

What is essential is that a firm and viable Government policy on this issue is adopted as soon as possible, as at present the situation exists where both Melton and Bulla Shire Councils could each be contemplating a scale of development which will not occur.

7. Metropolitan Region Management

The interim strategy has been produced as a first phase in the application of a management approach to Melbourne. As previously pointed out, the effective implementation of any strategy requires that actions taken by all levels of government should be consistent. There are indications that the Government is currently strengthening the functional activities of various departments and there will be an increasing need to ensure that actions of its departments are consistent with the metropolitan strategy which Government finally approves.

Under this arrangement the Board would carry out its planning role within the context of a State strategy. This role should include a definition of the future location, density and phasing of metropolitan population and activities, and broad planning of associated networks and services. Such would form a framework for subsequent modifications to the Metropolitan Planning Scheme, and implementation by all authorities concerned. One element requiring particular attention, will be planning of the transport network, which should provide for effective utilisation of existing networks, and supplementation of these with facilities intended to ensure low social and environmental impact and efficient energy utilisation.

In order that the Board may operate effectively as the metropolitan region planning authority it is essential that a more effective two way communication be established between it and the Government.

8. Implementation

When received by the Board this Report will become public and it is desirable that copies be made available for public debate, so that the Government may be aware of other views and submissions, in the process of making a decision on the course to be adopted.

It is recommended that the Board approach the Government with a view to obtaining its agreement on the following courses of action—

1. The recommendations relating to an interim metropolitan development strategy (pages 21 and 22) be adopted, including the adoption of a firm and viable policy on the Satellite issue (pages 26 and 27) and incorporated in a Statement of Planning Policy pursuant to Section 7A of the Town and Country Planning Act 1961.
2. The endorsement in principle of the Metropolitan Scheme recommendations including the definition of non-urban zones, urban zones, and corridor zones and subject to the qualifications set out (pages 23, 25 and 26).
3. The defined portions of corridor zone shown on Plan 2 page 24 be declared as "investigation areas" pursuant to section 4 of Development Areas Act 1973 and joint studies for such areas be initiated between the appropriate Departments of both the State and Commonwealth Governments and this Board.
4. The Board to be authorised to initiate investigations concerning the establishment of growth centres within northern and western sectors of the metropolitan area, with the appropriate Departments of both the State and Commonwealth Governments.
5. The Board to be supported in proceeding with further investigations into the social, economic and environmental issues raised in the Report. The Commonwealth Government should also be involved in these investigations.
6. The Board to prepare a programme for staged development of urban zones to accord with the adopted interim strategy.
7. The staged development programme to be submitted through the State Planning Council which should be requested to ensure that co-ordinated implementation of works and services occurs, in accordance with the staged programme.
8. An approach be made to the Commonwealth Government, so as to establish consistent National and State policies, to form a context for metropolitan planning, and co-ordinated implementation of strategies at the Commonwealth, State and metropolitan region levels.
9. The Government and Board to maintain and strengthen liaison regarding the implementation of the interim strategy including inter alia, considerations of public land purchase, amplification of community services and joint action between private and public sectors.