

To encourage the present Central Business District to remain as the dominant centre serving the metropolitan region, the process of specialisation now occurring should continue, and action be taken to encourage employment growth to rise from the current level of about 155,000 persons within the core, to about 175,000 by 1985. If this trend is established then a rise to about 200,000 by the end of the century could be expected.

Achievement of the new figure would still be very much dependent on the execution of substantial improvements to both the public and private transport networks serving and by-passing the CBD.

If the above objectives are to be realised there is an urgent need for new planning approaches to be adopted if the best locations and development intensities for the CBD area are to be properly and realistically defined.

In particular, attention should be paid to the current trend which favours concentrations of high volume office blocks in selected areas of the CBD while other areas are being neglected.

If allowed to get out of hand, this tendency could have serious long-term consequences in terms of traffic and pedestrian circulation and congestion.

A policy that positively encouraged buildings of smaller volume more evenly distributed throughout the CBD could have significant long-term advantages and would be more compatible with the existing and proposed communications network.

The extent to which high volume buildings are being proposed by developers is illustrated by the following examples of projects either planned, completed, or in the course of development when this report was being prepared.

- Victoria Market redevelopment (approx. 2.2 million square feet)
- Proposed Flinders Street Station (tentative figures are first stage 2 million square feet; ultimate development 8 million or 28 times the floor space of Princes Gate)
- The proposed Collins Place Twin Towers (600 ft. high containing approx. 850,000 square feet)
- The Commonwealth Centre (approx. 1.7 million square feet)
- The existing A.M.P. and the new B.H.P. buildings in William Street (approx. 950,000 square feet).

It is obvious that there is a limit on the extent to which the

CBD can absorb large structures of this kind, concentrated in limited areas, without creating major traffic and pedestrian problems for which there will either be no solution or solutions at very great cost to the public purse.

The proposed underground rail loop will provide an incentive for distributing new buildings more evenly and at the same time encourage a greater use of public transport by office workers.

This consideration should be a major factor in future planning both by the planning authorities and the investors and developers sponsoring major projects in the CBD.

The present Melbourne City Council policy of encouraging residential development, if necessary by incentive, should be continued but the resultant numbers of population will be relatively small. Accessibility and internal mobility from now on will be the key factors governing the future viability of the area.

Attention could also be paid, with advantage, to the visual qualities being created in the environment of the CBD. There is scope for planning the arrangement of new buildings to promote a more open and less dominating character and to get away from the tendency to turn the main streets of the city into concrete and glass canyons as has occurred in parts of the U.S.A.

There is a need to remind investors and developers that if the primary aim is to retain the CBD as the central focus, a major factor will be the sensory impressions that are created by what is built and how the buildings are arranged in relation to each other from the viewpoint of the human beings whose continued interest it is desired to attract and retain. In this context, massiveness of the building may not be the best criterion.

All these aspects point to the need for a review of the presently permitted ratios of total floor space to site area.

Central Sector and Inner Ring

Within areas adjoining and near to the CBD it is proposed that there should be limited increases in commercial and service activities, concentrated at locations which are associated with major public transport routes. These locations would include areas close to rail and tram transport between St. Kilda Road and Albert Park, and in the vicinity of Royal Parade and the Kingsway. Some modification of current zoning in the approved scheme may be desirable, but this should generally not involve a loss in residential zoning.

3 Regional Planning Policies

Intensification or extension of industrial and commercial activities within other portions of the Central Sector should be carefully regulated in view of the transport implications and the losses in residential areas that could be entailed.

As previously mentioned, overall increases in population in the Central Sector other than the CBD are not occurring and are unlikely to occur, and within this Sector and the rest of the Inner Ring, estimates show that the works involved in carrying out the present Transportation Plan could entail the rehousing of a population of up to 40,000 persons, including the relocation of many industrial, commercial and other activities. If, in addition to this, steps are also taken to conserve local environments of special significance, there is little chance of population increase.

It is considered that the target for the Inner Ring, outside the CBD particularly, and in those parts which are currently losing population, should be to maintain the current population levels and at the same time to create improved standards of amenity and convenience. This does not mean that the area will not undergo some quite substantial changes. The transportation proposals alone, even in modified form, must lead to substantial redevelopment which will require comprehensive renewal action if people and activities are to be provided with opportunities to remain in or near their present location. Densities would need to be increased substantially in some local areas if these targets are to be achieved. It is believed that there is some demand for limited areas of high density living but these should be carefully selected close to important centres of urban activities, well served by public transport and having a relatively high standard of amenity. Redevelopment of this nature should be supported by action to expand public facilities.

Suburban Ring

Within those portions of the present built-up areas which have stable or increasing levels of population and employment (including a small portion of the Inner Ring), the target should be aimed not towards major increases in population but towards providing higher levels of amenity, safety and convenience which would result only in limited increases in population and employment. These aims would be achieved by new residential zoning standards based on the reports on residential planning standards currently being considered

by the Board. Overall residential densities cannot be expected to differ greatly in these areas from those existing at present, but in selected parts, mainly along the main transportation routes, increases to higher densities can be expected and should be actively encouraged.

Transportation

As the targets for urban structure take shape, consideration must be given to the need to modify the nature and phasing of transport improvements. In general this would be aimed towards placing greater emphasis on the execution of works which would give increased levels of accessibility to and within the growth corridors in addition to those required to give appropriate levels of service within the present built-up area.

Continuing Studies

As part of the development of planning techniques, the Board sponsored a feasibility study by the Commonwealth Scientific and Industrial Research Organisation. This involves the development of an urban planning model based on mathematical programming techniques. The development of this and associated models is proceeding, and the information and insights gained to date, have been of assistance in the preparation of the Board's current proposals.

The Long Term Future

Although this report is concerned with the metropolitan region over a period of about the next 30 years, it is necessary to consider the possible course of events after that time and where the framework plan for Melbourne, as proposed in this report, might be expected to lead.

While areas for potential urbanisation exist on a relatively uniform basis around the existing metropolis, capable of containing at least a doubling of Melbourne's population with all associated activities, it is evident that the most favourable areas in terms of environmental qualities continue to be to the east and south-east; and it is to be expected that a major part of Melbourne's growth will occur in these directions, despite any action taken to stimulate growth elsewhere. The growth opportunities within the metropolitan area, to the east and

south-east, may therefore be taken up before the end of this century, whereas areas to the north and west provide longer term opportunities. In the short term, further development can proceed on a relatively broad front to the south-east, supplemented by lesser extensions within potential corridors in other directions.

Decisions as to the location and timing of development within the urban corridors should take account of policies and action in areas beyond the Board's planning area.

The Minister for Local Government has recently indicated intentions to develop planning policies aimed at stimulating growth at Geelong and Western Port.

To the south-east, an opportunity exists for development to occur within a corridor based on existing transport networks between the metropolitan area and the Latrobe valley, as one major outlet for long term growth. A significant capital-intensive industrial complex may be established adjacent to Western Port Bay in accordance with government policy. This development may ultimately be supplemented by a more diffuse industrial structure. Workforce requirements would initially be relatively low, but could expand at a rapid rate in later years. Population supporting such activity may locate both within the metropolitan area, east of Berwick and south-east of Frankston, and in other areas defined by the Western Port Regional Planning Authority.

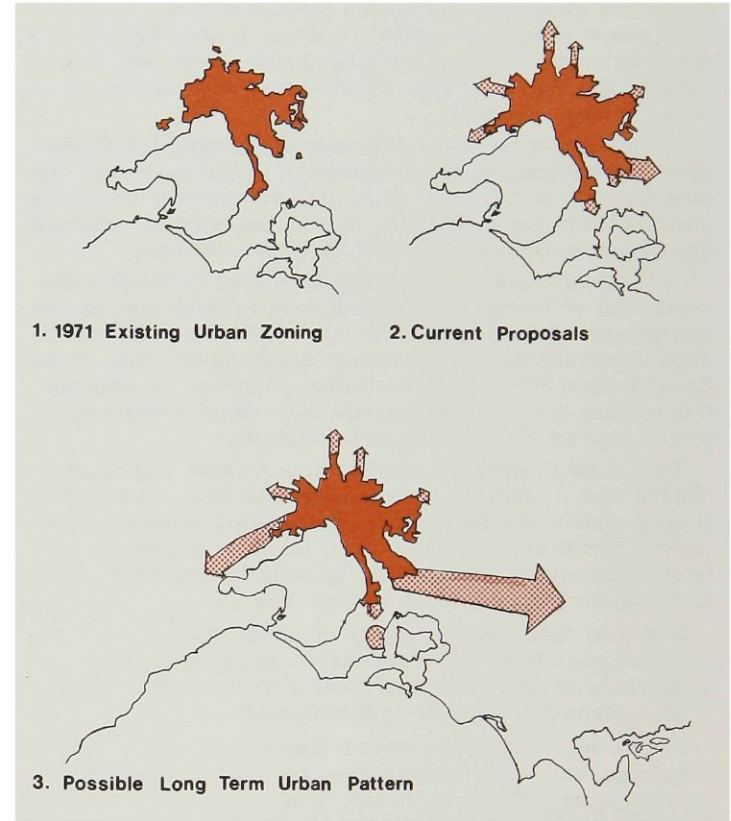
There are indications that a second international airport designed to supplement Melbourne Airport at Tullamarine may be established in the south-eastern area, probably outside the Board's present planning area.

However, should its eventual location be close to land presently within the Board's area, this could have an inhibiting effect on local residential growth areas in this fast growing corridor.

This situation should not be allowed to occur unless there are very strong overriding operational and economic factors demanding such a site selection. In general the selection of a site should have regard, inter alia, to achieving minimal disturbance to urban activity.

The location of another airport in this sector of Melbourne will, however, provide a further stimulus to growth in the southern and eastern corridors. The influence of these activities on Melbourne's expansion cannot therefore be ignored.

PLAN 10



The Long Term Future

3 Regional Planning Policies

To the north-east, in the outer part of the Yarra catchment, the area should be primarily conserved as a recreational and water resource, in accordance with the Government's Statement of Planning Policy No. 4.

To the north, rail and highway linkage towards Sydney may be factors which would generate pressures in this direction, but it would seem undesirable that major development should occur within the upstream portions of river valleys discharging towards the Murray, unless effective measures can be taken to avoid water pollution.

To the north-west, areas enclosed by the Macedon Ranges offer some prospects for settlement in association with the development of Sunbury. This area will remain physically separate from the metropolis, due to the need to conserve substantial buffer areas around Melbourne Airport.

To the west, there may ultimately be a case for major settlement west of Melton shire, but Bacchus Marsh and its immediate environs comprise a unique fertile flood plain which should desirably be preserved for horticultural activities. While Ballarat might form a basis for further growth in this direction, it is unlikely that any development there would make a significant impact on Melbourne's growth pattern.

To the south-west, Geelong is now a major city of about 120,000 with a relatively diverse economic base, and as previously stated, the Government has shown interest in promoting growth at this location. This may have significant long term implications in boosting growth in the Melbourne-Geelong corridor, within the metropolitan area.

One vital factor which would influence the location and extent of any future urban development to the west and south-west would be the limited availability of water harvesting areas within reasonable distance of development.

It is evident from this analysis that the opportunities and pressures for further urbanisation beyond the metropolitan area in the next 30 years are likely to be primarily in the Western Port and Geelong regions, but Western Port development may have a bigger impact, especially in promoting residential growth in the Frankston, Cranbourne, and Berwick areas. In general then it is to be expected that intended action outside the metropolitan area would further strengthen growth pressures to the south-east and south. In the longer term, it would seem that opportunities for further growth in a linear

form would exist towards the Latrobe valley, and possibly through Geelong. Plan 10 illustrates these concepts.

The location of future population and activities throughout Victoria are matters for determination by the Government, and the purpose of referring to the long term opportunities in this report is simply to show that the present proposals are consistent with future possibilities.