

4 the amending planning scheme

4 The Amending Planning Schemes

Two amending planning schemes have been prepared by the Board and are released for public exhibition in conjunction with this report. Amendment No. 3 relates to the area of 1,254 square miles which was added to the metropolitan area in 1968 (the extension area), and Amendment No. 21 relates to the former metropolitan area of 688 square miles. Plan 11 shows a summarised version of existing proposals in the metropolitan scheme together with these new proposals.

Whilst it has been necessary to produce two separate schemes for legal and administrative reasons, the schemes involve common objectives, and together they contain the Board's proposals for a first stage in the implementation of the objectives contained in the earlier parts of this report.

The planning schemes contain ordinances and 111 maps which define the forms of control which are intended to be applied in the various zones and reservations of the schemes. The maps relating to the extension area have been prepared at a scale of 2,000' to 1", whereas those relating to the former metropolitan area are at a scale of 800' to 1", and thus accord with the existing maps for that area.

Primary Objectives of Schemes

The planning schemes are intended to establish an integrated planning framework within the portions of the metropolitan area, which are not yet committed to urban development.

The existing framework within all urban zones will generally continue to apply. However, there are some exceptions, particularly in relation to the proposed transport network, where amended reservations for future works have been included.

The Board intends to substantially modify the framework of planning control within existing urban areas, particularly in relation to the introduction of a new zoning structure and standards for residential development, arising out of the reports relating to residential planning standards. In addition, other major amendments will arise in relation to transport network, urban renewal, and other matters. However, these will be the subject of subsequent amending schemes.

Having regard to the above, the primary objectives of the

planning schemes are to provide additional areas for urban development, define potential areas for future development, and establish permanent non-urban areas of various types.

Existing Development

Prior to the release of the Board's original planning scheme in 1954, a survey of existing land use through the metropolitan area was undertaken by the Board in accordance with the requirements of the Town and Country Planning Act.

In the course of preparing information for these proposals, a further major survey of existing land use was carried out, covering the whole of the extended metropolitan region.

The survey was undertaken by the Board's planning staff with the assistance of university students during the summer vacation of 1968/69, and was revised in 1970.

The basic techniques used involved field inspection and recording, supplemented by interpretation of aerial photographs. The resultant information has been presented on a map series at a scale of 2,000' to 1" and part of this data, dealing with land use within portions of the extension area which are currently not included in urban zones in approved municipal planning schemes, will be displayed with the Board's amending planning scheme, in accordance with the Town and Country Planning Act.

Summary of Proposals

The main components of the planning schemes are as follows:

1. Additional areas for urban development to give a margin of 20 years. These areas are primarily designated as reserved living and reserved light industrial zones.
2. Areas which are currently included within some form of urban zone in a Council planning scheme approved by the Governor-in-Council, in the extension area. Such areas have generally been included in a local authority development zone in Amendment 3.
3. Areas within which any further urban growth may occur. These have been designated as corridor zones in the planning scheme.



4. Areas which are intended to be preserved as non-urban in character, in perpetuity. Such areas are included in one of five zones, designated as conservation zone, landscape zone, special extractive zone, intensive agriculture zone, general farming zone and according to the local characteristics of an area, attitudes of the various bodies who have made submissions to the Board, and the Board's views as to the most dominant or significant characteristic of the area concerned.
5. Areas reserved for various public uses and purposes, including major public open space reservations.

Urban Zones

The reserved living, reserved light industrial, local authority development and corridor zones, together with the various urban zones now defined in the metropolitan scheme, comprise the total area within which the Board proposes that any form of intensive urban development may occur in the future in accordance with the corridor concepts contained earlier in the report. The areas contained within these zones, and the various types of non-urban zones, are as follows:—

Figure 11

Basic Zoning	
Zone	Area (Square Miles)
Existing urban zones	533
Additional urban zones	94
Corridor zones	284
Sub-Total—existing and proposed urban zones (including potential)	911
Various non-urban zones and associated reservations	1,031
Total	1,942

It can be seen from the above table that, of the total planning area of almost 2,000 square miles, it is intended that approx-

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imately one half would be potentially available for future urban growth, and the balance preserved primarily in its present character.

Reserved Living Zones

At the present time, areas now zoned for residential and associated development in the approved metropolitan scheme, and municipal schemes within the extension area, have a capacity to absorb further growth representing about 13 years' development.

However the margins for growth in urban zones in various parts of Melbourne are by no means uniform and the margins in the north and west are a good deal larger than in the south and east. This is partly because of the relatively strong growth in eastern and southern areas and also because of past action by the Board and other planning authorities in providing very generous urban zoning in the north and west to assist a more uniform growth distribution.

Of this total stock of unused urban zones, land which has already been subdivided but not yet used for dwellings or associated uses represents approximately 6 years' development, whereas the balance, still in broad acres, represents approximately 7 years' development overall. The subdivided land generally has already been provided with at least minimal basic services of water supply, electricity, gas, and local roads, and recent development within the area of the approved metropolitan scheme is, in addition, being provided with sewerage facilities.

In giving consideration to the extent of additional land which should be made available for development, the Board has had regard to the following factors:

1. Any land designated for development should be capable of being provided with basic trunk services within a reasonable period.
2. A medium term programme period of 15 years is considered to be appropriate for future basic trunk service networks.
3. Past indications suggest that the pressures for further urban zoning occur when the stock of raw land falls below that which represents about 10 years' development.
4. It is generally desirable that any major review of urban zoning should occur at periods not exceeding 5 years.
5. It is desirable that an adequate but not excessive stock of undeveloped subdivided land should be maintained, so



Figure 12

Reserved Living Zones				
Corridor				Additional Reserved Living Zones (Acres)
Werribee	..	..	..	1,400
Melton	..	..	..	7,200
Merri	..	..	..	2,400
Plenty	..	..	..	5,400
Lilydale..	..	..	..	12,900
Berwick	..	..	..	15,600
Frankston	..	..	..	1,100
Total	..	..	..	46,000

as to give reasonable choice to developers and home builders.

As indicated above, the present stock represents about 6 years' demand, and should action be taken which will discourage the speculative holding of such land, it is considered that a future stock representing about 5 years' demand would be appropriate. (This represents twice the minimum supply suggested by the task force of the Institute of Urban Studies, in its report "The Price of Land," released in July this year).

Having regard to the above factors, the Board is of the view that the total stock of land which should now be available for development (comprising existing undeveloped residential zones, and the additional land provided in the current schemes) should represent about 20 years' demand, comprising a 15 year supply of raw land, and approximately a 5 year supply of subdivided land ready for development. This total stock would reduce to not less than a 10 year margin prior to any major scheme review.

In determining the particular areas proposed to be available for development in each potential corridor, the Board has sought to provide growth areas on the above basis, but this allocation has been modified having regard to the probable phasing and cost of basic networks, the level of accessibility of potential areas to existing and potential employment centres and other urban activities, the preservation of generous areas to the north and west, and other factors.

The resultant distribution of future zones for residential and associated development is shown in Figure 12.

Within the reserved living zones, land may only be subdivided or developed with the approval of the planning authority. Factors which will be taken into account prior to any approval being given, include a determination of the location, nature and intensity of basic land uses (including housing, shopping centres, school and recreational areas, and main transport routes), and the availability for reticulation of the necessary bulk utility services.

It is intended that for each basic part of the reserved living zones an outline development plan as described in Part 3 and Appendix 1 be prepared. Only portions of the total areas proposed would be available for early development, the remainder becoming progressively available for development over a period of about 15 years as services and other facilities become available.

Reserved Industrial Zones

It is desirable that all forms of industrial activity and especially those which are located in close proximity to housing areas, should conform with increased performance standards in relation to the creation or discharge of all forms of pollutants. For this reason, a major proportion of all industrial zones provided in the planning schemes are reserved light industrial zones; however, where the area concerned is bounded by other industrial zone types, the land has been included in reserved general industrial or offensive industrial zones. It is important to appreciate that the term "light" industrial zone does not relate to the nature of an industrial process, but to performance characteristics, in that the process may not cause nuisance through the emission of noise, smoke and other pollutants. (The detailed requirements are set out in the principal scheme ordinance).

The basic activities which may establish in industrial zones are the various types of manufacturing activity, however there is also a wide range of additional activities which may be established. These include wholesaling, transport and storage, and a wide range of service activities. According to location within the metropolitan area, the types of manufacturing and other activities vary to a considerable degree, and the basic objective in providing industrial zones in the planning scheme