

INDEX TO MAPS, PLANS, AND DIAGRAMS

	Page No.
Melbourne and Suburbs, 1927	20
General Index—Map No. 1	22
Population Increases	24
Density of Development	24
Local Topography	26
Traffic Flow—Map No. 2	26
Directions of traffic at a four-way intersection	27
Traffic Census—Suburban—	
Form used for recording	28
Card used for recording at Junctions	28
Charts of Traffic—	
Newport Railway Gates	30
Sydney-road—between Bell-street and Park-street	31
Haymarket, Elsternwick, and Camberwell Junctions	32
St. Kilda and Moonee Ponds Junctions	32
Suburban Bridges	34
Traffic Census—City—	
Card used on City Census	35
Chart on which City Traffic was recorded	36
Traffic on Queen's and Prince's Bridges	40
Chart of City Traffic	42
Railway and Tramway Time Zones—Map No. 3	44
Street Accidents	46
Melbourne in 1855—early stages of development	52
Cross Sections of Roadways	61
General Roads Scheme—Diagrammatic Map	62
Port Melbourne to Melbourne Highway	63
East-West By-pass Route, south of Central Business District	65
Victoria-street and Dynon-road Scheme—East-West By-pass, north of Central Business District	69
St. George's-road at Northcote—cross-section	76
Punt-road and Hoddle-street—North-South By-pass Route, east of Central Business District	98
Spencer-street (Batman) Bridge and Hanna-street Improvement—North-South By-pass, West of Central Business District	114
Transportation System—Map No. 4	118
Railways—	
Melbourne Electrified System	129
City Underground Railway	130
Kew to Doncaster Railway Scheme—Camberwell Section	134
Works requiring Immediate Action—Map No. 5	148
Heights of buildings in the most valuable City block	167
Distribution and use of Existing property—Map No. 6	168
General Scheme of Use Districts—Map No. 7	184
Large Reserves within 2-mile radius of the Central Business Area	193
Distribution of existing Open Spaces (and State Elementary Schools)—Map No. 8	198
Gardiner's Creek Parkway in the Municipalities of Hawthorn, Camberwell, and Malvern—	
Key Plan	220
General Scheme	220
Recreational System—Map No. 9	228
Maidstone Replanning Scheme—	
Existing Conditions	252
Recommended Scheme	252
Housing Area, Fisherman's Bend	256
Unco-ordinated Streets	259
Remodelled Subdivisions—	
Scheme "A"—The original layout as approved by the Council	261
Scheme "B"—The layout as amended to include main roads	261
Brighton Town Planning Scheme—Unco-ordinated development in vicinity	262
Proposed remodelling at Eastern Hill for a Parliament Square	268
Haymarket Junction—A scheme for a Haymarket Square	271
River Yarra Improvement—Queen's to Spencer-street (Batman) Bridges	274

PHOTOGRAPHIC ILLUSTRATIONS

	Page No.
Melbourne in 1928—Aerial View looking east from West Melbourne	Frontispiece iii
Metropolitan Town Planning Commission	4
Melbourne in 1840	10
Melbourne in 1928—Aerial View	11
Late Lord Melbourne	17
Late Robert Hoddle	17
Spencer and Flinders Streets intersection—Traffic	38
Queen's Bridge—Traffic	39
Prince's Bridge—Traffic	39
Parked Vehicles at Kerbs in City Streets	55
Colonnading—Houston, U.S.A., and Rue de Rivoli, Paris	59
Port Melbourne and Melbourne Highway—	
Swallow-street, Port Melbourne	63
St. Kilda-road, Melbourne	63
Dynon-road Bridge at North Melbourne, Traffic Congestion	70
Sydney-road, Brunswick—showing Extensive Shopping Development	74
Sydney-road—showing contraction from 198 feet to 66 feet	74
Rathmines and Barker's roads at Hawthorn—Arterial Road connexion	81
Chapel-street, Prahran—showing Traffic and Shopping	85
High-street, St. Kilda—looking south and looking north	87
Foreshore Road at Brighton—proposed	90
Bridge-road, Richmond—Traffic in narrow portion	99
Parkways—	
Kooyong-road, Toorak	116
Alexandra-avenue, Melbourne	116
Alexandra-parade, Fitzroy	117
Beaconsfield-parade, South Melbourne	117
Safety Zones—types of	121
Harbour Facilities—	
Victoria Dock and River Yarra	141
Port Melbourne Piers	142
Williamstown Piers	142
Bourke-street, Melbourne—Shopping Area	158
Shops and dwellings in a Brunswick Residential Area	159
Sydney-road at Parkville—Mixed Development	159
Waverley-road, East Malvern, showing occupied shops, and vacant land and shops	160
Earle-street, Windsor—Mixed Development	160
Noxious Trades on River Yarra at Collingwood and Richmond	161
Richmond—Mixed Development	162
Fitzroy-street, St. Kilda—Flats and Private Residences	163
Collins-street Block showing buildings not up to maximum height	165
Portion of Swanston-street, Melbourne—showing low buildings on valuable sites	167
Chapel-street, Prahran	173
Wellington-parade, East Melbourne—Mixed Development	182
Botanical Gardens	186
A View in Studley Park	188
Queen's Park, Moonee Ponds	188
Cricket Teams in Albert Park	188
Children's Playground—Ross-street, North Richmond	190
Wading Pool and Playground—Prince's Gardens, Prahran	190
Children's Playground—Powlett-street, East Melbourne	191
Flemington Racecourse—Melbourne Cup Day	194
Melbourne Cricket Ground—Test Cricket Match, England v. Australia	194
Henley-on-the-Yarra	195
Sandy Beach and Bathing Facilities at Sandringham	196
Typical Tea-tree Reserve along Foreshore	197
Reclaimed Foreshore at St. Kilda	198
Rest-house and Municipal Gardens—Brighton Beach	201

PHOTOGRAPHIC ILLUSTRATIONS—(continued)

	Page No.
Canterbury Gardens	202
River Yarra from Fairfield Park	205
Malvern Gardens	206
Prahran Gardens	208
Prince's Bridge about 50 years ago	212
Prince's Bridge to-day showing the improvements which have been effected	213
Yarra Valley, looking east from Clifton Hill	216
Maribyrnong River Valley	217
At Bulla within the proposed large reservation along Deep Creek	218
Gardiner's Creek Valley, where it joins the River Yarra at Heyington	219
Wattle Park	220
A typical scene on Darebin Creek in the Preston Municipality	221
The Merri Creek in the Preston Municipality	222
Lake at Coburg on Merri Creek, showing the undeveloped nature of the adjacent land	223
Edwardes Park and Lake on Edgar's Creek, at Reservoir	223
A typical section of the Foreshore Road	225
Dandenong-road, Windsor	227
Brighton-road, St. Kilda	227
Zoological Gardens	234
Watershed Areas	237
Old Housing in North Melbourne	247
Old Housing in North Richmond	247
Bad Housing in Port Melbourne	249
Typical Average Housing Conditions—	
(1) Mangalore-street, Flemington	250
(2) St. James-parade, Gardenvale	250
Lempriere-avenue, East St. Kilda	250
Fisherman's Bend, Port Melbourne—State Savings Bank Housing Scheme	255
Crichton-avenue, Fisherman's Bend, Port Melbourne	255
The Public Library, Art Gallery, and Museum	266
The Houses of Parliament	267
The Treasury Building (State Government Offices)	267
Melbourne Boys' High School, South Yarra	268
Melbourne Town Hall and Administrative Buildings	269
The Law Courts at Lonsdale and William streets	269
Houses of Parliament, Government Offices, St. Patrick's Cathedral, St. Peter's Church, the Fitzroy and Treasury Gardens, with East Melbourne in the background	269
National War Memorial of Victoria	273
Tree-lined Residential Streets in East St. Kilda	275
Footpath Plantation Strips maintained by Residents in South Camberwell	275
Tree-lined Residential Streets in Camberwell	276
Bourke-street, Melbourne—Old Verandahs obstructing vista of Parliament House	277
St. Kilda Junction—Objectionable Signs, Advertisements, &c.	278
Unightly hoardings in Malvern	278

THE TOWN PLANNING MOVEMENT IN MELBOURNE

For some years prior to the introduction of the Act of Parliament constituting this Commission, a constant agitation had been set up which paved the way for the legislation. The present Town Planning Association and its predecessor organizations were mainly the instruments of expression of these advocacies. The following resolution, which was moved by Councillor (now Alderman) Frank Stapley, was carried by the Melbourne City Council at its meeting on 26th July, 1920—

“That this Council considers that the rapid growth of the City and the Metropolis is creating unsatisfactory conditions, which require immediate attention, and that it is therefore necessary to further regulate development on modern scientific lines, so as to provide for the future demands of business, recreation, housing, traffic, and other matters, and that the Lord Mayor be requested to call a conference of representatives of the Metropolitan Municipalities to consider the best means of carrying out this proposal.”

In accordance with that resolution, the then Lord Mayor (Councillor Aikman) issued a Memorandum, dated 9th September, 1920, heartily supporting the proposal. It is interesting to read the following words which that Memorandum contained—

“Prevention is invariably better than cure, and mistakes can be avoided now which will be tremendously costly to undo even in ten years' time, and provision for the future can be made at a tithe of the cost if taken in hand now, and dealt with promptly. I think you will agree with me that it is a matter of extreme interest to the whole of the Municipalities, and if we do not take it in hand and shape it for the benefit of the future citizens, we shall be neglecting a duty to ourselves and to posterity.”

Then followed the Conference of Metropolitan Municipalities, held in Melbourne Town Hall on 1st October, 1920, at which the Memorandum by the Lord Mayor, referred to above, and papers by Councillor Stapley and the late Town Clerk of Melbourne (Mr. T. G. Ellery) were submitted. Only five out of 26 municipalities were not represented. The Conference unanimously approved of the resolution adopted by the Melbourne City Council on 26th July, 1920, and then appointed a Committee to consider and report to the Conference on the means to be taken to give effect to the resolution.

Councillor Stapley was appointed Chairman of the Committee which presented a report, dated 27th January, 1921. The Committee recommended “that the appointment of a City Planning Commission is imperative, and it ought not to be longer delayed,” that the Commission should consist of fourteen members, representative of municipal and professional interests, and that the cost of same be apportioned amongst the Municipalities, the Railway Department, the Harbor Trust, the Tramways Board, and the Chambers of Manufactures and Commerce. After the submission of the Committee's report to the Conference, the recommendations were endorsed, except that Conference decided to favour the payment of all estimated expenses by the Municipalities, and that the Commission should consist of only nine members, five to be municipal representatives, and four technical members.

The recommendations were later submitted to the Government, and eventually a Bill was presented to Parliament by the Hon. F. G. (now Sir Frank) Clarke, M.L.C., Minister of Public Works, the second reading of which took place in the Legislative Council on 16th December, 1922. It passed all stages in Parliament during the next few days, and received the assent of the Governor on 31st December, 1922, becoming Act No. 3263. The Act provided, *inter alia*—

- (a) for the appointment of an advisory and honorary Commission of nine members to be elected as under—

One member (being an alderman or councillor of the City of Melbourne) nominated by that Council.

Four members, one of whom was to be nominated by each of the four groups of the remaining contributing Municipalities, and to be councillors of one of the Councils within the groups they were to represent.

Four members appointed by reason of their respective qualifications in the business, technical, and professional matters to be investigated.

- (b) for the appointment by the Commissioners of their staff.
- (c) that the total expenses should not exceed £7,500.
- (d) for the allocation of the expenses amongst the 26 municipalities proportionately, according to the annual rateable value in each year of contribution.
- (e) the specification of the duties to be performed (this section of the Act is quoted on page 7 of this Report).
- (f) instructions to consult all authorities concerned in the matters being investigated.
- (g) reports to be sent to the Minister of Public Works and simultaneously to all other authorities interested.
- (h) for the taking of evidence.
- (i) that the Act should continue in operation only until 31st December 1925.

The members of the Commission were appointed by an Order in Council, dated 27th March, 1923, and they were assembled under the Chairmanship of the acting Minister of Public Works (Hon. J. W. Pennington), on the following day. Alderman F. Stapley was nominated for the Chairmanship, and unanimously elected by the Commissioners. The Commission thereupon immediately commenced its labours.

As it became clear early in the Commission's "life" that an extension of time and the provision of additional funds would be necessary, a memorandum, dated 19th May, 1925, was forwarded to the Minister of Public Works, fully setting out the state of progress made, and the financial position.

On 14th July, 1925, a circular letter was sent to all contributing municipalities by the Public Works Department, under the direction of the Minister, advising that the Commission had requested an extension of its term for a further two years, and inviting the opinion of all Councils on the proposal. The contents of the circular became known to the press, and many eulogistic references to the work of the Commission were made by all the metropolitan daily newspapers. Many of the replies sent by the Councils were equally complimentary. Out of the 26 Councils concerned, only two replied opposing the proposed extension of the term of the Commission. After further correspondence, and interviews with the Honorable the Minister, and with members of the Cabinet, the Government invited the principal public authorities operating in the metropolitan area to contribute towards the funds of the Commission. Each of them subsequently agreed to do so. The Government Bill for the extension of the term of the Commission was submitted to the Legislative Assembly during the closing days of the session—18th December, 1925. It provided for an extension of two years, and for additional funds, to be contributed by the public authorities referred to above. It also provided for the appointment of an additional Commissioner to be nominated by the Victorian Railways Commissioners. The Bill was passed by both Houses on the last day of the session, the Minister of Public Works at that time being the Hon. G. L. Goudie, M.L.C. Many complimentary remarks on the work performed by the Commission were made by Ministers and Members of Parliament.

As a result of the passing of this amending Act, the Victorian Railways Commissioners nominated Mr. C. H. Fethney as their representative on the Commission, and the Order-in-Council, confirming his appointment, is quoted on page 5 of this Report.

Owing to the fact that only the minimum of the time, and less than the minimum funds, asked for by the Commission, had been granted, and further, that at the request of the Government the Commission had devoted many months of its time to a complete investigation of the problems associated with the proposal to remove the sale-yards, &c., and in attending to other requests for special reports as outlined in pages 8 and 9 the Commission found itself compelled to apply for further extensions of its term. The Public Works Department adopted the same policy of inviting expressions of opinion from all contributing municipalities, with even more gratifying results. The publicity given to the matter caused many other public institutions to join in requesting the Government to authorize an extension of the term, and to create a permanent organization. The extensions of the term were granted by Parliament on each occasion. The Ministers of Public Works concerned in these further extensions were the Hons. J. P. Jones and A. E. Chandler, M.L.C.

During the Commission's term, and in the absence of a Town Planning Act, the Commission has endeavoured to prevent developments in conflict with its considered schemes, and this has resulted in securing, without cost many of the improvements recommended. Details of these achievements are given in this Report. Although the Commission was not obliged to perform this additional work, which has been extensive, it will have, as a result of this necessary supervision saved the municipalities many thousands of pounds in the ultimate cost of carrying out the schemes proposed by the Commission. It is of greatest importance that this supervision should continue until a definite Town Planning Authority with executive powers is appointed.

At the request of the then Minister of Public Works (Hon. J. P. Jones, M.L.C.), the Commission supplied to the Parliamentary Draftsman the outlines of a Bill suitable for State-wide operation. Details of this Bill are contained in Part X. of this Report. The present and past Governments had expressed themselves as being favorable to such legislation, although it had not been presented to Parliament, and the Commission's reason for urging an extension of its term until a Town Planning Act was passed was in order to ensure a continuity of operations.

This Commission was the first of its kind to be appointed in Australia. There has been a Government Town Planner in South Australia since 1921, and there is a Town Planner associated with the recently established Greater Brisbane Council, but the nature of the work undertaken is entirely different from that performed by the Melbourne Commission. During 1928, a Metropolitan Town Planning Commission was appointed in Perth, Western Australia, and like this Commission, acts in an honorary capacity. Its Act is almost identical with the original Melbourne Act. In the same year the Town Planning and Development Act was passed in Western Australia, and this Act authorizes the appointment of a Government Town Planning Commissioner and a Town Planning Board. The Act is framed to a large extent on the lines of the New Zealand legislation.



METROPOLITAN TOWN PLANNING COMMISSION.

Front Row.—Cr. J. J. Liston, Mr. E. Evan Smith, Cr. Chas. E. Merrett, Alderman Frank Stapley (*Chairman*), Cr. Edw. C. Rigby, Mr. H. E. Morton.
Back Row.—Mr. A. N. Kemsley (*Secretary*), Mr. W. A. Wharington, Mr. C. H. Fethney, Mr. T. P. Strickland, Mr. Saxil Tuxen, Mr. F. C. Cook (*Surveyor*).

[*Photograph by "Tatua."*]

PERSONNEL OF THE COMMISSION

1. *Metropolitan Town Planning Commission Act 1922* (No. 3263).

APPOINTMENT OF MEMBERS OF THE METROPOLITAN TOWN PLANNING COMMISSION.

His Excellency the Governor of the State of Victoria, by and with the advice of the Executive Council thereof, and under the powers conferred by section 3 of the *Metropolitan Town Planning Commission Act 1922*, by Order made on 27th day of March, 1923, appointed—

EDWIN EVAN SMITH,
HENRY EDGAR MORTON,
TOM PERCIVAL STRICKLAND,
SAXIL TUXEN,
Alderman FRANK STAPLEY,
Councillor CHARLES EDWARD MERRETT,
Councillor JOHN JAMES LISTON,
Councillor EDWARD CHARLES RIGBY,
Councillor WILLIAM ALBERT WHARINGTON,

to be members of a Board to be called the Metropolitan Town Planning Commission, constituted under the said Act.

(Signed)

F. W. MABBOTT,
Clerk of the Executive Council.

At the Executive Council Chamber,
Melbourne, the 27th day of March, 1923.

2. *Metropolitan Town Planning Commission Act 1922* (No. 3263) and 1925 (No. 3435).

APPOINTMENT OF A MEMBER OF THE METROPOLITAN TOWN PLANNING COMMISSION.

His Excellency the Governor of the State of Victoria, by and with the advice of the Executive Council thereof, and under the powers conferred by the *Metropolitan Town Planning Commission Act 1922* (No. 3263) and the *Metropolitan Town Planning Commission Act 1925* (No. 3435), has, by Order made on the twenty-sixth day of January, 1926, appointed—

CHARLES HAROLD FETHNEY

to be a member of the Board called the Metropolitan Town Planning Commission, constituted under the said Acts.

(Signed)

F. W. MABBOTT,
Clerk of the Executive Council.

At the Executive Council Chamber,
Melbourne, the 26th January, 1926.

Alderman FRANK STAPLEY, F.R.V.I.A., Member, Melbourne City Council; Member, Commission of Public Health; Commissioner, Melbourne and Metropolitan Board of Works; Architect: was appointed on the nomination of the Melbourne City Council, and subsequently elected Chairman by the Commission.

E. EVAN SMITH, F.R.I.B.A., F.R.V.I.A., M.R. San.I., Lond., Chief Architect, Public Works Department of Victoria

H. E. MORTON, M.Inst. C.E., M.I.E., Aust., L.S., formerly City Engineer, Melbourne City Council, now member of Sydney Civic Commission

T. P. STRICKLAND, B.E., M.Sc., M.I.E.E., M.Amer. I.E.E., M.E.I., Canada; M.I.E., Aust.; Chief Engineer, Melbourne and Metropolitan Tramways Board; and

S. TUXEN, M.V.I.E., A.M.I.E.A., M.Amer. C.P.I., Licensed Surveyor, Certificated Municipal and Water Supply Engineer

were appointed in pursuance of section 4 of the Act which provides for the appointment of four members "by reason of their respective qualifications in the business, technical and professional matters to be dealt with or investigated by the Commission."

Councillor Colonel C. E. MERRETT, C.B.E., V.D., J.P., Member of the South Melbourne Council; Commissioner Melbourne and Metropolitan Board of Works; Merchant; was appointed on the nomination of the cities of Brighton, Port Melbourne, Sandringham, South Melbourne, and St. Kilda.

Councillor J. J. LISTON, J.P., Member of the Williamstown and Melbourne City Councils; Commissioner Melbourne and Metropolitan Board of Works; Secretary; was appointed on the nomination of the cities of Brunswick, Coburg, Essendon, Footscray, Northcote, Preston, and Williamstown.

Councillor EDW. C. RIGBY, Member of Hawthorn Council; Solicitor; was appointed on the nomination of the cities of Collingwood, Fitzroy, Hawthorn, Kew, Richmond, and the Shire of Heidelberg.

W. A. WHARINGTON, J.P., ex-Member of Caulfield Council; Manager; was appointed on the nomination of the cities of Box Hill, Camberwell, Caulfield, Malvern, Oakleigh, Prahran, and the shires of Blackburn and Mitcham and Moorabbin.

C. H. FETHNEY, Superintending Engineer, Way and Works Branch, Victorian Railways, appointed on the nomination of the Victorian Railways Commissioners in accordance with section 2 of the 1925 Act.

METROPOLITAN TOWN PLANNING COMMISSION

APPOINTMENT UNDER *METROPOLITAN TOWN PLANNING COMMISSION ACT* 1922.

The duties of the Commission are defined by section 10 of the Act as follow :—

“ Section 10. (1) The Commission shall inquire into and report upon the present conditions and tendencies of urban development in the metropolitan area, and shall in such report set out—

- (a) General plans and recommendations with respect to the better guidance and control of such development or of any portion thereof; and
- (b) estimates in reasonable detail of the cost involved in the construction, maintenance, and administration of all matters or things the subject of such recommendations.

(2) Such matters or things may include—

- (a) Street and road requirements generally, including extensions, main arteries and radial systems, and the opening of new streets, roads, and highways, and the closing or diversion of existing streets, roads, or highways;
- (b) existing means of transportation and probable future requirements with respect to railways, tramways, or other means of transportation;
- (c) traffic and the regulation of traffic;
- (d) waterfront and river improvement, including harbour and wharfage improvements and bridges;
- (e) amenities, including the conservation of natural beauties and the control or prohibition of nuisances, noises, and unsightly objects or structures;
- (f) the classification of districts for residential, factory, business or noxious trades purposes, or for the combination of any two or more of such purposes;
- (g) open spaces generally, including parks, parkways, playgrounds, sports grounds, drill grounds, and open spaces around public buildings and monuments and along water fronts;
- (h) land subdivision, and the laying out of streets, and roads on private property;
- (i) buildings, structures, and erections generally, and building regulation;
- (j) housing;
- (k) food supplies, including the wholesale and retail distribution thereof;
- (l) suggestions for the co-operation of public and private bodies and authorities and persons in the execution of any plan or recommendation; and
- (m) such other matters and things incidental or relating to the subjects of its inquiry as the Governor in Council directs or the Commission thinks fit.

(3) The said report shall include recommendations as to such amendments of existing legislation, and as to such proposals for future legislation as the Commission thinks desirable for carrying into effect any of the objects or purposes recommended in its report.

(4) The Commission shall consult with the several municipalities specified in the First Schedule, and with every public Authority (including the Victorian Railways Commissioners, the Melbourne and Metropolitan Board of Works, the Melbourne and Metropolitan Tramways Board, the Melbourne Harbour Trust Commissioners, the State Electricity Commission of Victoria, and the Commission of Public Health), with respect to the subject-matter of any of its inquiries which may affect the powers, duties, obligations or responsibilities of any such municipality or public authority.”

METROPOLITAN TOWN PLANNING COMMISSION

EARLIER REPORTS ISSUED.

In this Report a general scheme of development is outlined for the whole metropolis. No attempt has been made to incorporate the details contained in the previous reports which have been issued, except in cases where particular schemes form part of subsequent planning and recommendations. All planning proposals of earlier reports are included in the plans of this Report.

Where proposals outlined herein have been the subject of these previous recommendations, readers who require further details regarding them are referred to the earlier reports which have been issued, and of which the following is a brief outline—

(a) *High-street, Kew, Widening, &c.—*

Accompanying a letter dated 9th August, 1923, from the Secretary to the Department of Public Works, was an Order in Council directing the Commission to report to the Minister of Public Works on a proposed scheme to enable the Council of the City of Kew to purchase and take certain land for the purpose of widening High-street, Kew. A Bill for an Act of Parliament was under consideration at the time by the Government.

The Commission submitted its Report to the Honorable the Minister of Public Works under letter dated 27th August, 1923, and forwarded copies thereof to the Council of the City of Kew and to the Melbourne and Metropolitan Tramways Board.

The Report has not been printed, but is referred to in the Commission's "First Report," dated 3rd March, 1925. (See pages 43 and 44.)

(b) *St. Kilda-road Cross Section :*

When the Melbourne and Metropolitan Tramways Board was about to substitute electric trams for cable cars which were then in use along St. Kilda-road, a dispute arose between the municipalities concerned and the Tramways Board, as to the future layout of the road. The dispute was, as required by law, referred to the Minister of Public Works for a decision. The Minister (Hon. G. L. Goudie) sought the advice of this Commission on the matter on 6th January, 1925. On 10th January, the Commission submitted its views to the Government.

A copy of the recommendation made, and a statement of the reasons which influenced the Commission's decision, are published in the First Report (pages 55 to 57), which was issued shortly after.

(c) *"First Report."*

Under letter dated 3rd March, 1925, the Commission supplied to the Honorable the Minister of Public Works its First Progress Report, which was issued and published because it dealt with many urgent proposals designed to facilitate the movement of traffic in the city proper. A review of the public transportation systems—rail, tram, and omnibus—and recommendations for the future in this regard, and for the establishment of one transport authority, were made. A harbour scheme for future development was incorporated. Recommendations were made as to the apportionment of road space, and for regulating the speed, weight, axle load, tires, &c., of vehicles. The unsightly road approach to Melbourne City from the seaboard at Port Melbourne was dealt with, and a new highway scheme was submitted. A comprehensive plan for the development of the Fisherman's Bend vacant lands was included. The existing outer suburban development occasioned by unrestricted land subdivisions was condemned and remedies were suggested. There were recommendations regarding the preservation of the foreshore, river, sports, and other reserves. Proposals were also made in regard to the constitution of a metropolitan authority to carry out the urgent recommendations, and also as to financing the undertakings.

Copies of the Report were supplied to various Government Departments, to all Municipalities and Councillors in the metropolitan area, to many Public Authorities, and other interested persons and organizations.

(d) *Removal of Live-stock Markets, Abattoirs, &c. :*

On 5th June, 1925, the then Premier (Hon. J. Allan) requested the Commission to submit a Report as early as possible on the proposal to remove the Sale-yards, Abattoirs, and Noxious Trades from their present location. He requested the Commission to submit a Report as to what in their opinion was considered to be the most suitable site.

The Commission investigated this question exhaustively, and on 1st December, 1925, gave in advance to the Premier the decision reached. The Report was then completed and submitted under letter dated 19th February, 1926. The Commission recommended the transfer of the present sale-yards and abattoirs to a new site of 3,420 acres, south-west of Sunshine, which has since become known as the Derrimut site.

The printing and circulation of the Report were authorized, and it was distributed to all authorities concerned, as well as to many interested organizations and persons.

(e) *Removal of Live-stock Markets, &c.—Supplementary Report :*

At a conference held at the office of the Premier (Hon. J. Allan) on 27th May, 1926, the Premier stated that a sub-Committee of the Cabinet favoured a site at Tullamarine. The Commission undertook to supply a further Report dealing with that site.

On 6th November, 1926, this Supplementary Report was completed, published, and distributed in the same manner as the previous Report.

The Commission reported unfavorably on the Tullamarine site, and adhered to its previous recommendation.

(f) *Development of Area to be served by Darling to Glen Waverley Railway :*

In a letter dated 23rd July, 1926, the then Minister of Railways (Hon. F. W. Eggleston), under Cabinet direction, requested the Commission to report upon the development of the area to be served by the Darling to Glen Waverley Railway. Details of the matters to be investigated were supplied in the Honorable the Minister's letter.

The report was completed and submitted to the Government under letter dated 6th May, 1927.

Its printing and distribution followed the usual procedure.

(g) *Level Crossing at Clifton Hill Station :*

On 13th June, 1927, the Minister of Railways (Hon. T. Tunnecliffe) requested the Commission to consider and report on the most satisfactory of the proposed methods of abolishing the level crossing on Heidelberg-road at Clifton Hill Station.

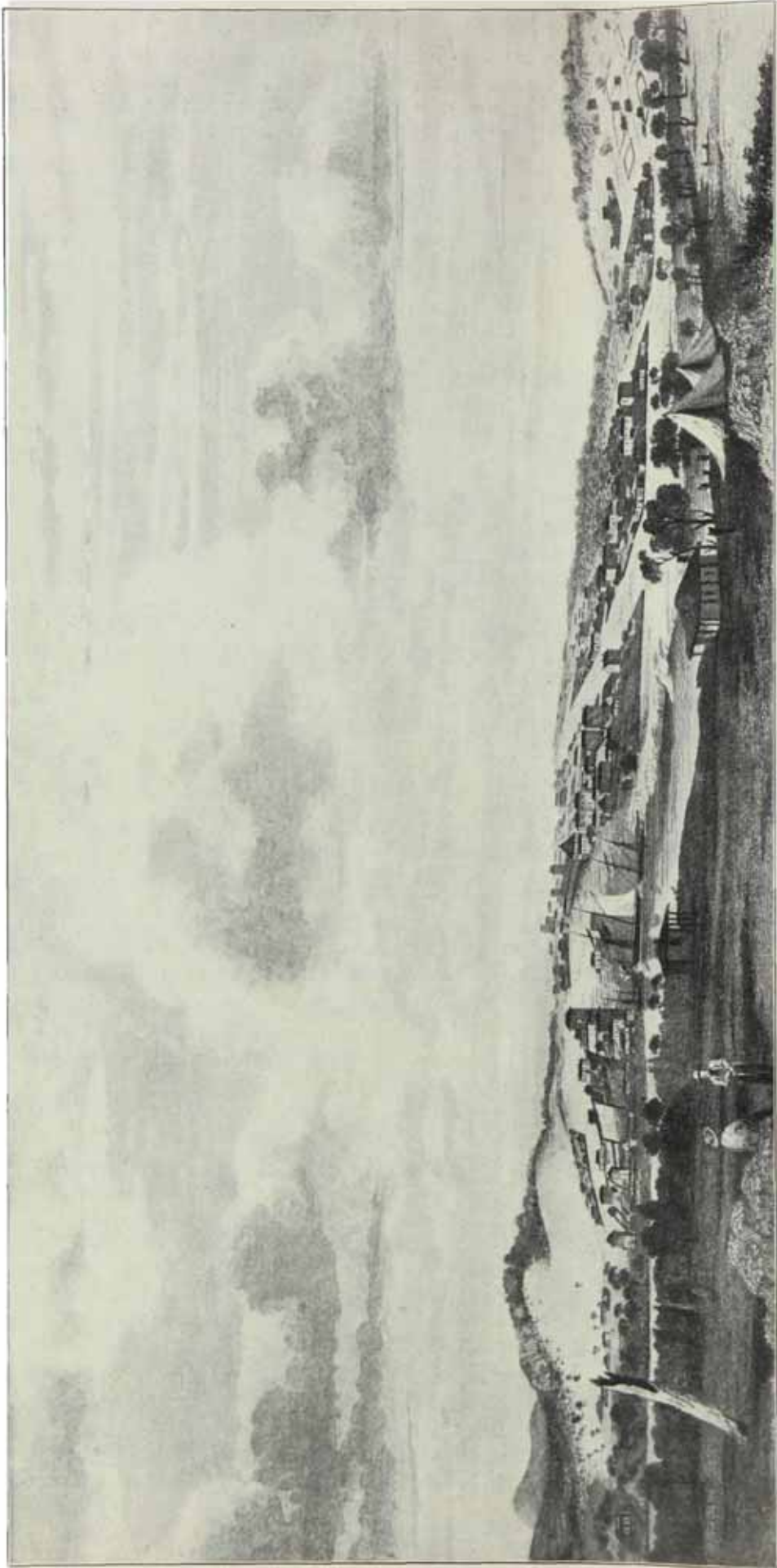
The Commission's report, dated 14th October, 1927, was completed and handed to the Honorable the Minister. With his authority copies were sent to parties most directly concerned, and to the Members of Parliament representing the districts affected.

The Commission recommended a subway under the railway, and their proposals are referred to in this Report, page 138.

(h) *Removal of Live-stock Markets, &c.—Comparison of Derrimut and South Kensington Sites :*

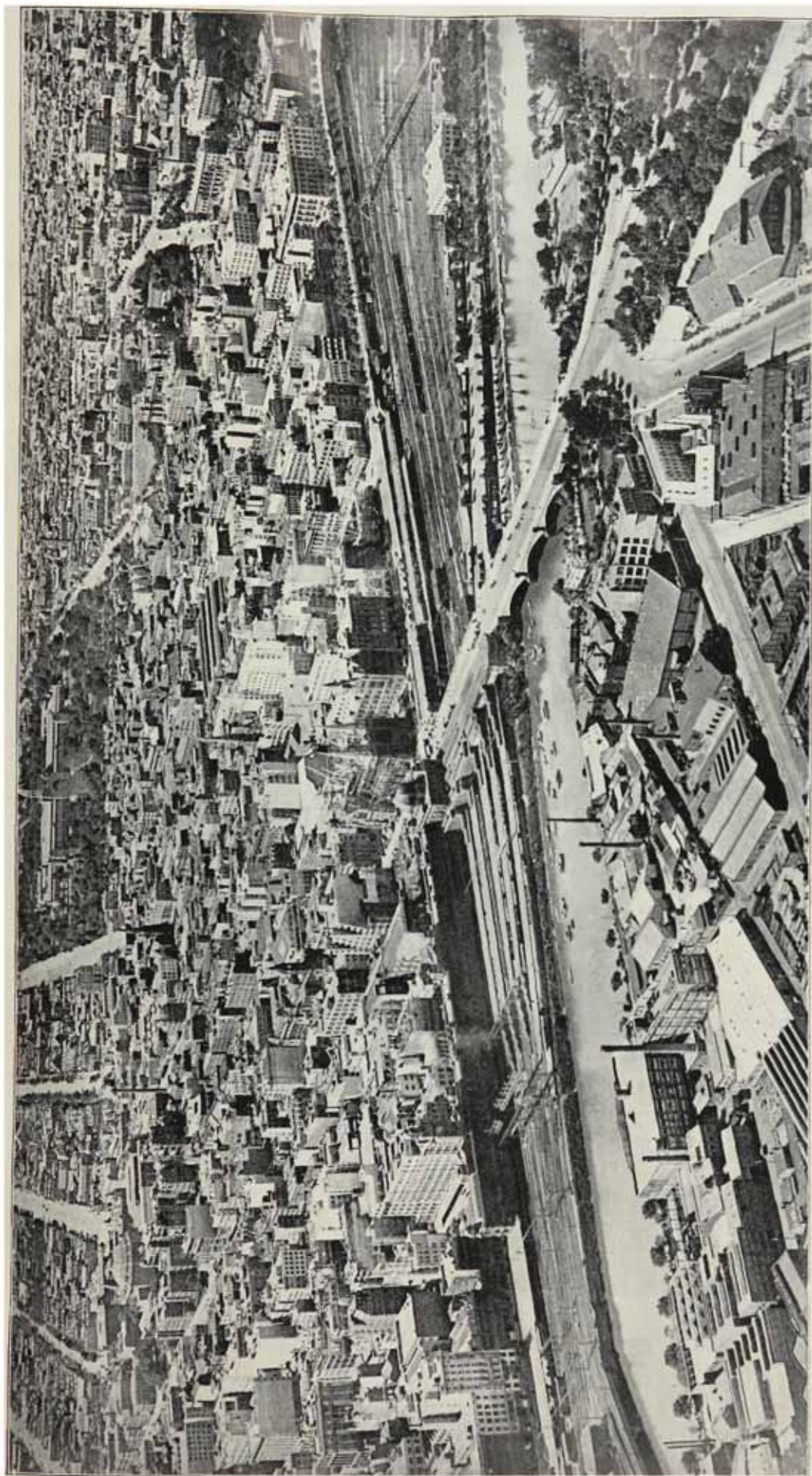
Arising out of a Conference with the McPherson Cabinet held on 4th March, 1929, at which representatives of the Commission, the Railways Commissioners, and the Melbourne City Council were present, and at the request of the Cabinet the Commission submitted special memoranda to the Government immediately afterwards. These memoranda set out the Commission's views on a statement issued by the Abattoirs and Cattle Markets Committee of the Melbourne City Council, and gave in detail what were considered to be the deficiencies of the South Kensington site by comparison with the site south-west of Sunshine recommended by the Commission.

A pamphlet issued by the Government on 22nd May, 1929, in favour of the South Kensington site, was not in accordance with the facts ascertained during the Commission's inquiries, and a reply to this pamphlet was circulated by the Commission on 14th June, 1929.



MELBOURNE IN 1840.

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AERIAL VIEW OF CITY OF MELBOURNE, 1928.

Photos. by "Aeromag," Shor Aviation Company.

FOREWORD.

The unmistakable tendency of cities to increase rapidly in population and expansiveness should forcibly impress upon all legislators and administrators the desirability of taking steps in due time to provide for the necessities of the future. The lessons to be learnt from the absence of such a policy may be found in the extensive and costly reconstruction schemes which have taken place in many cities. It is now generally realized that if a city is to serve best its true functions it must have guidance and control in development according to a well-considered plan. In this way only can economy in public expenditure as well as efficiency and comfort be enjoyed by the various classes of people who constitute its population. Prudent expenditure at an opportune time will obviate much larger expenditure in days to come. Wise planning in relation to constructive developmental works can provide for many future public needs, and, if not exercised, the result is that impassable barriers are created which will make it impracticable except at huge cost to furnish the community with facilities that can now be predicted as future necessities. The endeavours of the Commission have been directed to the formulation of proposals which, if carried out gradually, it believes will ensure that the requirements of a rapidly growing population are provided for in the most economical manner, and with a view to the welfare of the people generally. Melbourne, it is believed, is destined to become a really great city. It has many noble proportions and outstanding advantages, but if the foundations already laid are to have a worthy superstructure its future must ever be kept in mind. These considerations have been always before the Commission in its work.

METROPOLITAN TOWN PLANNING COMMISSION

Town Hall,
Melbourne, C.I.,
6th December, 1929.

The Honorable the Minister of Public Works,
Melbourne.

SIR,

In accordance with the instructions contained in the Metropolitan Town Planning Commission Acts 1922, 1925, 1927 and 1928, we, the Members appointed thereunder "to inquire into and report upon the present conditions and tendencies of urban development in the Metropolitan area" of Melbourne, and "to set out general plans and recommendations with respect to the better guidance and control of such development," have the honour respectfully to submit this our Final Report.

Comprehensive as this Report is, there are many matters coming within the province of town planning to which little or no detailed reference is made. Matters of purely local interest, or which are considered to be capable of development just as conveniently many years hence, have been omitted.

This Report is a record of the matters decided upon by the Commission as a result of more than five years' investigation of metropolitan development. Obviously it is quite unnecessary to publish all the plans, diagrams, and data which have been prepared and studied during that period. This Report consequently furnishes in broad outline only such plans and data as are considered necessary to illustrate and justify the recommendations made. All the matters dealt with have been the subject of thorough investigation, and in a number of cases several alternatives, involving detailed plans, valuations, and statistics were analysed before the decisions recorded herein were made. All plans and data are filed in the Commission's records, and they bear evidence of the careful study given to the various proposals.

It will be appreciated readily that the actual conditions fifty years hence may be somewhat different from a present day prediction. It is believed, however, that the detailed study of the information now available regarding the development of this metropolis, considered in relation to that of other cities, enables a reliable estimate being made of future conditions for many years. The plan of general development, and the recommendations accompanying it, as submitted herein, provide a programme capable of gradual realization which will meet the needs of the future when the anticipated conditions obtain. The Commission submits this Report in the confident belief that by the adoption of its recommendations and general scheme, a balanced plan of metropolitan development will be secured and the interests of the whole community adequately served. It is commended to the earnest consideration of yourself, the Government, the municipalities, public authorities, and to the general public, as a practical programme for the future.

It must be borne in mind in any critical examination of this Report, and of all or any of its recommendations that, although it is but a comparatively short time since the conclusions were reached, the conditions upon which they were based are undergoing rapid changes. It is important to remember the factors which were operating at the time the decisions were made. Generally it will be found that the more recent data will emphasize the wisdom of practical city development based on systematic and independent study.

It will be readily appreciated that, in a Report containing such a large number of detailed recommendations on a wide range of subjects, complete unanimity could not be expected. The Commission, however, considers it desirable to avoid riders setting out individual points of view. Generally speaking, the majority of the recommendations represent the unanimous views of the Commission, whilst a substantial majority of the Members concur in every recommendation.

Yours respectfully,

FRANK STAPLEY, Chairman.

E. EVAN SMITH,

H. E. MORTON,

T. P. STRICKLAND,

S. TUXEN,

CHAS. E. MERRETT,

J. J. LISTON,

EDW. C. RIGBY,

W. A. WHARINGTON,

C. H. FETHNEY,

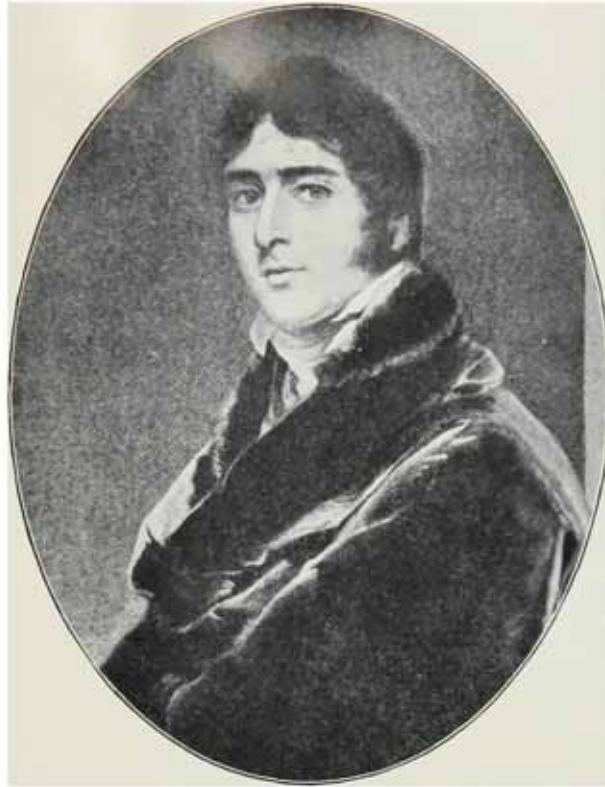
Members.

FRED. C. COOK,

Surveyor.

A. N. KEMSLEY,

Secretary.



VISCOUNT MELBOURNE, PRIME MINISTER OF ENGLAND AT THE TIME OF THE FOUNDING OF THE CITY WHICH BEARS HIS NAME.



THE LATE ROBERT HODDLE, FIRST SURVEYOR-GENERAL.

[See letterpress, page 19.]

INTRODUCTION

Melbourne was originally laid out by Robert Hoddle in the year 1837—92 years ago. The 99-foot streets and 3-chain roads are examples of the wisdom and foresight displayed in his work, and in securing them he had to use much persuasion with higher authorities. He strongly objected to the narrowness of the lanes which have become Little Flinders, Little Collins, &c., streets. The Governor opposed the 99-foot streets, but "Garryowen" has told us that "Mr. Hoddle came out of the encounter with flying colours, for he had the better half of the compromise, and it is solely owing to the persistent conscientiousness with which he urged his views that the City of Melbourne has its grand broad highways of to-day." Unfortunately, the example of Hoddle was not followed in the suburbs, and we are now experiencing much the same opposition to schemes which are designed to provide for the future, although Hoddle had no such definite basis to guide him such as is now available to us. Robert Hoddle left his impress permanently on the layout of our street system, and after 90 years this Commission has been able to plan for very many further years without amending materially the original layout. It is a matter of regret that his work has been so ungraciously forgotten and inadequately recognized.

In the interests of its people a city must be planned with two objects in view—that of conducting its business in the most efficient manner, and that of conferring the greatest benefits on the greatest number. City planning aims to bring about order in urban physical development, to bring the city government and its citizens together in preparing for their present and future needs, and to provide for the requirements of their commerce and industries. A city is a place in which to live, and work, and play, and should be planned systematically with these ends in mind.

It is significant that Lord Stradbroke, ex-Governor of Victoria, at his last civic appearance in the State, should say that the greatest advance in civic development during his term of office was the appointment of the Metropolitan Town Planning Commission.

The inflation of city development, which is specially noticeable in Australia, results in much controversy as to the virtues and evils of centralization. The planning of that development along properly regulated channels is the only consideration of the town planner.

An aboriginal settlement of less than 100 years ago has grown to the Metropolis of Melbourne, as shown by the following figures:—

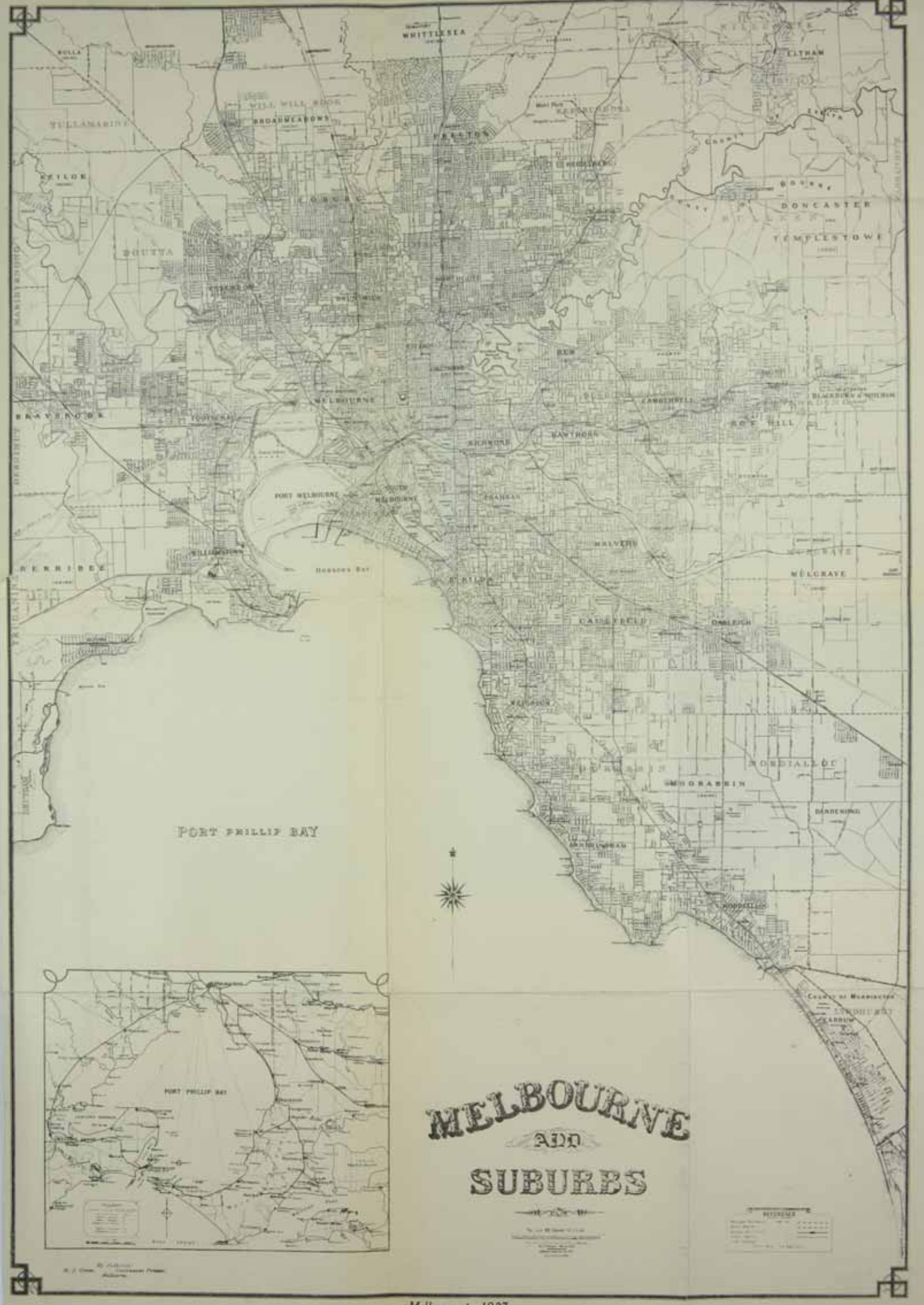
Population, 1928	1,007,529
Dwellings, 1928	237,461
Value of private real estate, 1928	£390,000,000
Tonnage of import trade, 1928	3,399,701
Tonnage of export trade, 1928	1,331,049
Route miles of suburban electrified railway services	179
Suburban railway passengers carried, 1928-29	152,840,373
Miles of suburban tramways, 1928-29 ..	149
Passengers carried, 1928-29	211,762,137

Melbourne is to-day the sixth city in the British Empire in respect of population. In the circumstances, with such phenomenal growth, with the progress of machinery, and the advent of mechanical transport, some excuses may be found for the failures and oversights which have occurred. The appointment of this Commission was a recognition of the necessity for laying down a basic plan to guide future progress, and there should be little need to emphasize the desirability for immediate action to be taken towards the adoption of its plans.

Other cities have been required to spend many millions of pounds in ameliorating the unsatisfactory results of haphazard growth, and Melbourne can learn a stern lesson from these disastrous experiences. The cost of reconstruction as advised in this Report is inappreciable, compared with the vast sums of money expended in many other cities to achieve lesser results. While we are constantly deferring works which we recognize as imperative, on the score of financial stringency, the greater the ultimate cost is becoming, and the more difficult the inevitable financing.

The improvements in accordance with a definite plan may take many years to effect, and may, moreover, vary in minor details, as experience and changing conditions dictate, but unless it be comprehensive in its scope it cannot develop efficiently. There are few cities whose growth has been so rapid as that of Melbourne. There are few in which less constructive thought has been bestowed upon proper development. Even our public buildings are indiscriminately dotted throughout the area without reference to their needs, and without as much as a thought of setting them off to advantage.

John Burns, the author of the English Town Planning Act, said :—" What is our modest object ? Comfort in the house ; health in the home ; dignity in our streets ; space in our roads ; and a lessening of the noises, the smoke, the smells, the advertisements, the nuisances that accompany a city that is without a plan, because its rulers are governors without ideas, and its citizens without hopeful outlook and imagination. Industry is the condition of a city's being ; health, convenience and beauty the conditions of its well-being."



MELBOURNE AND SUBURBS

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