

Chapter 14

COST AND IMPLEMENTATION

Most people will agree that some positive steps must be taken to ensure that this city of ours can adequately meet the needs of those who will live and work in it. Many will agree with the objectives of planning, and with the principles and perhaps even the details of this planning scheme. But there may be some who will consider the proposals visionary and impracticable and beyond what the community can afford. It is to these latter people that this chapter is particularly addressed. Its purpose is to discuss the problems of implementation, and, by examining the major proposals, to show how they can be brought about.

At the outset of the planning work it was laid down that the scheme finally evolved must provide only for those things which are practicable both physically and financially, for it was realised that if it were to be acceptable to public opinion, it must not at any stage impose an undue financial burden on the community. This principle has been followed throughout the work and each proposal advanced was tested against this yardstick. The planning staff are convinced that given the will and initiative everything visualised in this scheme can be achieved at the appropriate time.

For a proper understanding of what is involved, three things must be kept in mind:

- (a) Although in formulating the planning scheme it has been necessary to visualise what public works and civic improvements will be necessary to meet the demands of the future, the planning scheme itself does not make provision for carrying out the work, neither does it determine whether or when any specific work will be undertaken or community service provided.
- (b) The planning scheme merely points out what is necessary for the proper development of the city, and preserves existing opportunities for carrying out works and improvements so that, when they are necessary, they can be done as easily as possible and at the lowest cost to the community.
- (c) The many public works which are necessary for the efficient functioning of a large city will be carried out by the various public authorities responsible for them as part of the normal programme of civic improvement when the need arises and the community can afford them. They form no part of the cost of this planning scheme.

Despite this, however, it is important that the planning scheme should not impose unnecessary restrictions by attempting to preserve opportunities for works which are unlikely to be needed within a reasonable period. Therefore, the works visualised and for which provision is made must be related to the probable needs of the community in the period for which the scheme provides. While regard must be had to the future, a proper perspective must be maintained. The works provided for must not only be those necessary for the general well-being, but must be within the capacity of the community to carry out. It is for this reason that so much care was taken in the basic surveys to determine what are likely to be the needs of Melbourne during the next 40 to 50 years.

Because the planning scheme is a long-range one, and because it provides for the needs of a city much larger than Melbourne today, it follows that the works visualised will not all be required at once but will be spread over a long period. Therefore, their cost will not fall only on the people of today. For example, although map 27 shows a very comprehensive arterial road system which will require large sums of money to construct, it is not suggested that all these roads will be necessary within a few years. However, by careful study and analysis, it has been decided that these roads are the minimum that will be necessary to carry the traffic when the city grows to 2,500,000 people, and they will have to be gradually developed in the intervening period to meet the needs of the city as it grows. The function of the planning scheme is to regulate the development of the city so that the opportunities which now exist for building these roads will not be lost, and so that when they are needed they can be built as cheaply as possible and with a minimum of interference with then-existing development. What is true of roads is true of all other features of the scheme.

THE PLANNING SCHEME

The planning scheme is comprised of two parts — the scheme maps and the ordinance.

The *Scheme Maps* show in distinctive colours the different areas which can be used for the various general purposes.

The *Ordinance* sets out the precise uses to which the land may be put and the conditions applying to such uses.

For planning purposes, land use may be divided into two general classes — zones and reservations.

The *Zones* provided for in the planning scheme fall into five general classes — residential, business, industrial, zones for special uses, and a rural zone. With the exception of the rural zone, each class is further subdivided to permit closer control of land use. The purposes of zoning are threefold:

- (1) To preserve for the particular type of use the land most suitable for the purpose having regard both to its physical characteristics and its location in relation to land used for other purposes.
- (2) To preserve within the zones amenities appropriate to the particular uses.
- (3) To prevent deterioration of the amenities of an area by incompatible uses in adjoining areas.

Within an area zoned for residential purposes, for example, the aim is to preserve an environment conducive to contented and healthy home life. Within an area zoned for industrial purposes the aim is to ensure that industry may function with maximum efficiency without detriment to the amenity of adjoining zones, and that satisfactory working conditions can be secured for employees.

In addition to the major use within a zone (residence, industry, business, etc., as the case may be) there are many complementary uses which are not detrimental to the amenities of the zone, and the presence of which add to the convenience and enjoyment of those living and working in the area. For instance, churches, hospitals, health centres and recreational areas are permissible uses within residential zones. Within an industrial zone facilities for storage may be essential for efficiency, and welfare centres and shops for the comfort and convenience of workers. Thus zoning, while restricting the use of the land within broad classifications, does permit of a variety of uses. Moreover, it does not restrict the private ownership of the land and the right of transfer, and, within the use limitations, it permits the owner to develop his land as he thinks fit. Because of this, the legislation provides that no compensation shall be payable because of the zoning provisions of the planning scheme.

Reservations, on the other hand, restrict the use of land to one specified purpose, usually some community service such as schools, hospitals, railways, roadways, water supply or similar purposes. The right of private development, except as may be permitted by the responsible authority, is accordingly restricted and the legislation provides for compensation for persons interested in land thus injuriously affected. The purpose of reservations is to preserve for future community use those opportunities which now exist for the carrying out of public works and civic improvements, thus making these works practicable at the time they become necessary, and keeping the cost as low as possible.

Because the city has developed haphazardly many areas of land throughout the metropolitan area are now being put to uses which are incompatible with the general type of development in the vicinity. Such things as noisy industries and

even offensive trades in residential areas, and houses in industrial areas do not make for good living or good working conditions. Thus it will be found that in most zones there are some uses which do not conform to the uses permitted under the scheme. Obviously it would be inequitable and impracticable to require these *non-conforming uses* to be removed and the planning scheme does not attempt to do this. However, it does impose restrictions on their development and paves the way for their eventual elimination.

Many of the areas reserved for public purposes will not be needed for many years, but it is important that development on them should be restricted to that which will not add unduly to the cost of future works. As restriction of their use will involve questions of compensation, this must be weighed against future savings in the cost of works. For this reason and to prevent land lying idle unnecessarily, the ordinance provides that the responsible authority may permit the use of a reservation for purposes other than that for which it is reserved, for such time and under such conditions as it determines having regard to the intentions of the public authority in whose interest the reservation is made.

Another important administrative problem is that of finance. Some public body must have the authority and the means to pay such equitable compensation as is required to be paid to any person interested in land which is injuriously affected by the scheme. As the law now stands, this responsibility will fall on the individual municipal councils which, for purposes of the enforcement of the planning scheme, are the responsible authorities. Few if any of the existing municipal councils would be able to carry this financial burden and it would not be equitable for them to have to do so in such cases as reservations for arterial roads and major parklands, which are a metropolitan rather than a local responsibility.

THE COST OF THE PLANNING SCHEME

As the planning scheme does not in itself provide for carrying out any public works, it follows that the cost of the scheme cannot include the cost of constructing any works envisaged in it. The cost of the planning scheme is merely the cost of preserving the opportunities for carrying out those works when they are necessary. As, under the Act, there is no compensation payable for the zoning provisions of the scheme, the cost is limited to the cost of compensation for persons interested in lands injuriously affected by the provisions regarding reservations. Although it may be possible that compensation can be claimed on other grounds, it appears unlikely that the total cost will greatly exceed the value of the land and improvements which will have to be acquired. These are set out in Appendix IV.

Under the provisions of the scheme, the existing use of reserved land may continue, but further development is prohibited except with the consent of and under conditions imposed by the responsible authority. It is also provided