

beyond the existing urban development and certain parts of the area are proposed to be reserved for sand and mineral extraction.

Melbourne Airport

The recommendations of the Victorian Airfields Committee have been adopted for incorporation in the planning scheme. They cover noise levels, limits on building heights and limits on settlement in the vicinity of the airfield.

The Maribyrnong Valley

Potential urban areas defined in this valley have been based on the existing settlement of Sunbury being the growth centre. It is intended that Sunbury and any areas developed to the north should be permanently separated from urban development south-east of Melbourne Airport.

Derrimut

It is proposed that this area should continue to be retained as a special use zone for stockholding and its ancillary uses against the time when the cattleyards are removed from inner city locations.

Point Cook

A proposal the Board has received to develop a large area of land at Point Cook as a high class housing estate has merit, but the Board is not yet satisfied as to the viability of the proposal which involves the development of waterways on the estate. Apart from a substantial reserve adjoining Point Cook and the foreshore a large part of the area has been designated for potential urban development and should the proposal eventually meet the Board's requirements, an amending planning scheme will be prepared.

Urban Structure

Urban growth throughout the region will take two basic forms—renewal and restoration in the existing built up areas and outward expansion. However, the major impact will be in the growth corridors in which it is envisaged that dynamic expansion will be positively encouraged. Each corridor will have growth centres around which new communities will be established with all the amenities of modern living, including schools, hospitals, civic centres, recreational facilities,

shopping centres, and industry, commerce, and professional services offering a full range of employment opportunities.

To provide this stimulus, government funds would have to be provided for all the essential services—transport networks, water supply, sewerage, drainage, gas, electricity and public service industries such as schools and hospitals. Only if this support is forthcoming from the public sector will adequate incentive be provided to attract the necessary investment of private capital. Unless this occurs pressures will arise and will compromise the non-urban areas including conservation areas.

The Board considered two alternatives. Alternative 1 is that simultaneous expansion in all the growth corridors should go hand in hand with maintaining the Central Business District as the most dominant centre in the metropolitan region. Alternative 2 is the encouragement of selective corridor growth in which one or two of the corridors would be selected for special treatment and would receive a concentrated share of public resources. The south-eastern corridor would lend itself readily to such treatment, with perhaps Dandenong being the centre around which the growth could be stimulated, although alternative locations should be examined.

The Board recommends that Alternative 1 is followed at this stage giving each part of the region growth opportunities.

The need to follow Alternative 2 would arise, if Alternative 1 failed to provide sufficient stimulus in the corridors and it was found that the available funds were being spread too thinly.

The need could also arise because of growing resistance to change in and around the CBD and if accessibility to the area does not keep pace with growth. The opportunity for this alternative should be preserved.

It is considered that positive encouragement should be given to improving the levels of amenity in the central, north and west sectors in order to achieve greater diversity in the population in terms of income, occupation and ethnic structure.

Central Business District (CBD)

The employment target adopted for the CBD in the Metropolitan Transportation Study in 1964 entailed an increase from the existing level of 155,000 to about 216,000 workers by 1985, on the basis that transport networks would be amplified, and that population increases would occur through comprehensive redevelopment, in nearby areas. It is now evident

Summary

that the achievement of these targets is unlikely to be reached and it is considered that a reduced employment target of about 175,000 should be adopted.

Achievement of this figure, it is considered, will still be dependent on the carrying out of substantial improvements to both the public and private transport networks both serving and by-passing the CBD.

New planning policies governing development within the CBD have become a matter of urgency.

The justification for a continuing policy of very large volume buildings in concentrated areas is questioned having regard to the effect on traffic and pedestrian circulation. The underground rail loop will provide a positive incentive to better distribution of new buildings and this is a major consideration which investors and developers should have regard to in the future.

The Melbourne City Council's policy of encouraging residential development in the CBD should be continued, backed by incentives if necessary.

Attention should also be paid to the visual qualities being created in the CBD. Investors and developers should be reminded 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. 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 the areas adjoining the CBD limited increases in commercial and service activities are proposed, including the area between St. Kilda Road and Albert Park, Kingsway, and the vicinity of Royal Parade. The population target should be to maintain the present level in these areas, with improved levels of amenity, convenience and safety.

Suburban Ring

It is envisaged that there will be only limited increases in population and employment within built up areas, with an associated improvement in facilities.

Transportation

While transportation improvements will be required in all parts of the region, the growth corridors must receive special recognition and priority.

The Amending Planning Scheme (pp.75-88)

Amending scheme 3 deals with the 1968 extension to the Metropolitan Region, whereas amending scheme 21 deals primarily with areas now included in rural zones in the approved metropolitan scheme.

Of the 1,942 square miles in the Metropolitan Planning Region, 911 square miles has been zoned under existing planning schemes and the amending schemes for urban or potential urban use, including 94 square miles in additional urban zones and 284 square miles in the corridor zones.

The balance of 1,031 square miles has been allocated for non-urban purposes. Thus more than half of the total area will be retained permanently in its non-urban character.

Urban Zones

Within the proposed corridors sufficient residential land is provided to accommodate about 20 years growth comprising a 15 year supply of raw land and a five year supply of subdivided land ready for development. It totals approximately 46,000 acres.

For future industrial development, approximately 11,000 acres have been provided, but further zoning will be needed following investigations being carried out in conjunction with the Chamber of Manufactures.

The distribution of these zones and the development standards required are shown in the report.

Certain parts of the area already committed to urban zoning in approved municipal planning schemes are included in a local authority development zone.

Non-Urban Zones

Within these areas a much more detailed form of control is proposed than exists in the present rural zone of the planning scheme. Five different types of zone with varying controls, depending on the characteristics of the area are proposed. The zones are listed hereunder:

Conservation Zones—Areas of major conservation significance in which strict controls will be applied.

Landscape Interest Zones—Areas with considerable landscape interest but where some changes of use can be contemplated.

Special Extractive Zones—Areas containing proved or potential mineral deposits.

Intensive Agricultural Zones—Covering the main horticultural and market garden areas.

General Farming Zones—Covering the more open areas used for pastoral activities and cereal crops.

Major Open Space Reservations—Important new reservations have been provided at selected locations throughout the metropolitan region, totalling some 13 square miles.

Implementation and Finance (pp.89-100)

Public Participation

The report outlines the planning philosophies behind the policies and planning proposals for Melbourne's future, and constructive suggestions on these are welcomed by the Board. It recognizes the importance of the proposals and the present concern on these matters shown by a wide cross section of the public, and the Board will promote every opportunity for discussion as the needs arise. This report and the accompanying planning schemes will provide the basis for such debate.

The Amending Planning Schemes

The full implementation procedures must follow the Town and Country Planning Act and are detailed in the report. Because of their complexity it is proposed to allow an additional period of 3 months over and above the statutory period.

The Interim Development Order

The consideration of the amending schemes may involve a lengthy period and while there is adequate control of development within the present planning scheme area, additional controls are needed in the remainder.

An Interim Development Order based on the proposed scheme has therefore been sought.

Delegation of Powers

Once the amending schemes are approved, the Board intends to delegate to councils in the extension area covered

by amending scheme 3, similar powers to those delegated to municipalities in the approved planning scheme area.

In the local authority development zone the existing provisions of council schemes, apart from servicing requirements, will continue.

Phasing of Development

Land designated in the planning schemes for various urban purposes will be progressively released in accordance with a 15 year works programme with a relatively firm programme covering the first 5 years with yearly reviews.

Implementation of Works

The planning schemes are directed equally towards the public as well as the private sector. The definition of the corridor zones and the order of urban development envisaged will assist public departments and authorities to programme and execute their own works more effectively. This should result in more efficient management and a better liaison between public authorities and land developers in the private sector.

Finance

Planning and its implementation cannot be successfully achieved without adequate financial backing from the community. Present financial arrangements for planning in Melbourne will need to be reviewed and strengthened if the planning objectives now formulated are to succeed.

Financing the Planning Scheme

Present day-to-day planning and the cost of works and operations arising from the planning scheme are financed primarily from a Metropolitan Improvement Rate which currently stands at 1.4 cents in the \$(N.A.V.). Legislation at present provides a statutory limit to this figure of 1.66 cents in the \$(N.A.V.).

The rate revenue is required to finance metropolitan planning, metropolitan highways and maintenance, metropolitan foreshores and maintenance and metropolitan parks. More recently it also contributes to public transport.

Expenditure on highways is supplemented on a 3 to 1 basis from the Roads (Special Projects) Fund and in addition a share of the Commonwealth Aid Road Fund is available.

Summary

Both these two sources are expected to increase substantially but cannot be used for highway maintenance which is a rapidly increasing item of expenditure.

Because the Improvement Rate is the only source of revenue for planning, foreshores and parks, it is important to maintain it at an adequate level. Expenditure under all these heads will increase, and additional expenditure on highways and public transport is expected.

Even allowing for the normal increase in rate revenue, it is likely that the Improvement Rate will need to increase to its statutory limit and beyond.

It is recommended that road user funds should be available for highway maintenance to relieve some of the burden.

In addition it is considered that the metropolitan ratepayer should be assisted by other members of the community. A Government matching grant for income raised through the Improvement Rate, as applied in New South Wales, is proposed.

Further Financial Policies

If the principle of urban corridors and non-urban wedges is to be followed effectively, financial policies will be needed which will encourage the availability of serviced land and discourage pressures for urban development in the non-urban areas.

These policies should be as equitable as possible and aimed towards reducing the disparity between urban and non-urban land benefits and costs.

Numerous alternatives have been considered including the levying of a "betterment" tax which the Board does not favour. These are detailed in the report.

The principle of no compensation for land use zoning is maintained.

The proposed financial policies are:

Urban Zones

1. Development levies on an acreage basis as now applied for water supply and sewerage will continue and consideration is being given to a similar charge for main drainage.
2. A Holding Charge added to the levies mentioned above will be charged on an increasing basis as soon as an area is commanded by all services and notice has been given.

3. Adequate funds must be made available to enable full servicing to keep pace with development.
4. If the above policies are not sufficient, advance public purchase of land for development may be necessary.

Non-Urban Zones

1. The present arrangement of total relief from the Metropolitan Improvement Rate as applied in the present rural zone should continue in the non-urban zones and the corridor zone.
2. Relief should be given for all other rates and taxes based on land value, and special legislation would be required for this.
3. Tax concessions should be available for owners leaving their land in virgin condition particularly in the conservation zones.

Utility Services for Urban Land

If the policies suggested in this report and particularly the growth corridors, are to be implemented, it is essential that adequate funds are available for the provision of utility services.

As far as the Board is concerned, it is estimated that the funds available to it in this financial year would need to increase annually by about 5% to meet the expected 15 years programme.