

scheme to embrace all conceivable uses with the constantly changing technologies of today, there was a case for discretionary powers to be provided for in the circumstances rather than adopting the prohibition approach.

(c) The need to review the use of the conservation zone over land adjacent to rivers, streams and floodways—such zoning being considered inappropriate for this purpose.

(d) Because of the restrictive nature of the non-urban zones, more particularly the conservation zone, it was argued that there should be provision for some form of compensation to be paid to owners of land affected, especially as the objective of these highly restrictive zones was to retain open countryside within the metropolitan area for the benefit of the metropolitan population.

## 2. Urban Zones

Some individual and group objections were received against particular residential zone proposals with requests for either non-urban or large lot subdivisional zoning, e.g. Residential D. A view, supported by development companies, was that the system of controlling new residential development through the imposition of minimum subdivision standards should be replaced by defined density zoning on the grounds that it provided a more economic situation for the housing industry.

## Social Issues

The Victorian Council of Social Services, the Planning Institute, City of Sunshine, M. Crow and others, all expressed concern over the lack of consideration of social planning issues in the Board's Planning Scheme. The objectors acknowledged the legislative deficiencies, which tend to limit the Board's role primarily to physical planning, but they nevertheless considered that no planning scheme could operate satisfactorily unless proper consideration was given to social aspects. It was further submitted that the Board was in an ideal position to combine social and physical planning functions because of its already wide role as a planning and servicing organisation.

## Implementation and Finance

Several objectors, including the Planning Institute, the Lower Yarra Crossing Authority, the RACV, Land Lease Homes Pty. Ltd., felt that the Board needed to further clarify implementation methods and procedures. Matters referred to included the method of manipulating the growth rates of individual corridors, the way in which priorities may be achieved by providing special incentives—such as the advance provision of essential services and amenities to attract and retain population in the western and northern sectors, and the development of a definitive programme for land release in the urban zones so as to provide a firm guide to the development industry. It appeared to be understood however, that to achieve these particular objectives required parallel planning in terms of allocation and programming of financial resources—a matter over which the Board itself has only limited control.

## Other issues

A number of matters of a general nature were raised by objectors with specific interest either as individual owners or interested organisations. These related to the provision and/or distribution of particular zoning types, e.g. the extractive industrial zones, the location and allocation of land for public open space, and the need for additional urban zones particularly in the northern and western sectors.

## Summary

Not all of the propositions put forward are capable of objective analysis although some important aspects such as the cost/benefits resulting from development in alternate locations are now capable of broad-brush evaluation through systems techniques, especially matters such as servicing costs and transport costs, and the Board is persevering with these techniques in co-operation with the CSIRO. In addition, some of the references to the social implications of the Board's physical development proposals are capable of more objective appraisal and comment. Viewpoints in this regard have been included in this report.

Most of the objectors put forward sectional viewpoints which, while perfectly legitimate, need to be weighed



## Background and Objections

against an assessment of the needs of others with different requirements. This is the responsibility which the Board must accept as the metropolitan planning agency for the Government.

A UK research publication entitled "Participation in Urban Planning—The Barnsbury Case" written by Mr John Ferris, refers to planning ideology being shaped by influential elites of the planning and architectural professions in the United Kingdom. He says—

*"This ideology included the belief that the problems facing planning were physical and that the remedies were also physical. Whereas the pioneers of the planning movement like Ebenezer Howard were particularly interested in social and economic inequality, their modern counterparts have either been totally uninterested or else felt impotent to do anything about such things and have concentrated on finding technical solutions to what were defined as physical and spatial problems. The civic amenity movement, like the Royal Town Planning Institute has tended to view Town Planning as a politically neutral activity: the problems were assumed by them to be self-evident to all men of intelligence and goodwill and that the remedies proposed would in general benefit the entire community. The notion that genuine conflicts of interest between individuals and groups could exist simply did not arise, or if it did was ignored."*

On the local scene, Mr Brian Howe, Sociologist and Lecturer at Swinburne Institute of Technology, draws attention to local attitudes on this subject in a paper "Some Priorities for Australian Urban Studies" published in *Australian & New Zealand Journal of Sociology*, Vol. 9, No. 2—

*"Urban protest groups have been less articulate on the extent to which public authorities concerned with planning enhance or detract from the interest of low income groups. They have however, deplored the lack of sociological analysis involved in the preparation of planning schemes and reports. The Melbourne and Metropolitan Board of Works evinced no interest in social data in the preparation of its Planning Policies for the Melbourne Metropolitan Region (November 1971) dismissing in a few sentences the implications of class and ethnic segregation for the future development of the city."*

These viewpoints stress the need for adequate attention to be given to social, economic and environmental issues when developing land use policies.

Objections and submissions which the Board has received play an important role in identifying the attitudes, sentiments and philosophies of the various socio-economic segments of the population. They must be seen within a context of the most desirable socio-economic and environmental goals for the region, and the extent to which they contribute to such goals. The Board in its role as the metropolitan planning authority is proceeding with an evaluation of these issues. This activity is a continuous process involving constant review in the light of changing public and political attitudes. The progressive evaluation is discussed in following sections and provides a basis for updating policy and determining appropriate courses of action.

## 3. The Task

Two main points emerged from the general concept objections.

- (a) The proposition of a wide variety of alternative and often conflicting strategies which were different from those proposed by the Board.
- (b) The criticism of the proposals in that they lacked adequate consideration of social and economic issues.

In considering the general concept objections the Research and Development Department of the Planning and Highways Branch concentrated on these two aspects and Part C of this report covers this in some detail.