

that reservations may be temporarily used for purposes other than the existing use for such periods and under such conditions as may be approved by the responsible authority. Many owners will be only too willing to continue to use their property for its present purpose until it is required for public purposes.

If because of the planning scheme owners are unable to sell their property for its market value, they will be entitled to equitable compensation as provided in the legislation. Having regard to the amount of compensation payable by reason of the property being reserved and the time which is likely to elapse before it is required for public purposes, the responsible authority can decide whether to pay compensation for injurious affection occasioned by the reservation or to acquire the property.

Because of these considerations, the cost of acquiring the various reservations would probably be spread over a long period and the immediate amount of money necessary to finance the implementation of the scheme would be much less than the total present value of the land affected by the reservations. Some of this cost, for example for the acquisition of school sites, would be incurred in the normal course by the authorities for whom it is reserved, although as the law stands any claim would lie against the responsible authority administering the planning scheme.

The purposes of the scheme would be achieved much more readily if there were a metropolitan authority with the legal and financial power to acquire properties affected by reservations as they come on the market or when the time is favourable. Moreover if the necessary reservations are to be secured at the lowest cost to the community such authority should have the power and resources to acquire not only the actual reservations, but also such additional property as it may consider expedient in the community interest and to subdivide, sell, exchange or lease land acquired.

FUTURE WORKS OF CIVIC DEVELOPMENT

In judging this planning scheme it is necessary to consider whether any of its provisions attempt to preserve opportunities for public works and civic improvements which are unlikely to be needed within the period for which the scheme provides or which will be so difficult to achieve as to render them impracticable.

Future public works necessary for the proper development of Melbourne can be grouped into four classes:

- (1) Works which will be carried out by already constituted public authorities as part of their normal programme of expansion and improvement.
- (2) A metropolitan arterial road system for which at present no single metropolitan authority is responsible.
- (3) The development of a metropolitan park system.
- (4) Civic improvements involving some degree of re-planning and redevelopment.

No concern need be felt concerning the ability of existing public authorities to expand and improve their undertakings to meet the needs of the growing community, as long as money can be obtained to finance them. This depends entirely on the capacity and willingness of the public to find the money needed. If money is not found, the works cannot proceed. If money is found, the authorities will do the rest. Thus, the question of these and other public works resolves itself basically into what proportion of the national income and the total work force should be spent on civic development.

The problem of developing an adequate system of road communications is more difficult, partly because of the lack of any authority to deal with the problem from a metropolitan standpoint. The rapid developments in and increasing use of road transport add greatly to this problem, but unless positive steps are taken to grapple with it, the efficiency of a community must suffer, with adverse economic and social repercussions. Viewing the problem objectively, the best approach appears to be:

- (a) Uniformity of traffic control and regulation throughout the metropolitan area based on an expert and detailed study of traffic problems to ensure that the best possible use is made of the existing road system.
- (b) Improvements to the existing road system, particularly road junctions, necessary to expedite the movement of traffic and to fit into the ultimate development of a comprehensive arterial and secondary road system as provided for in the planning scheme.
- (c) The development of the arterial road system on a metropolitan basis as a progressive and continuous programme, according to the demands of traffic and the ability of the community to pay for it. In other words, metropolitan arterial roads should be placed on the same footing as other public utilities.

Municipal councils throughout the metropolitan area have shown that they realise the need for parks and recreational areas, and as far as they have been able have acquired areas for this purpose. Many of the smaller areas reserved in the planning scheme for public open space are within the capacity of local councils to acquire, but the larger peripheral and radial parks would mostly be beyond the resources of the local council. As they are being provided for both the present and future needs of the whole community, they are rightly a metropolitan responsibility and their acquisition should be the concern of a metropolitan authority. As with other reservations, immediate acquisition would often not be necessary, and they could be acquired gradually as the owners desired to sell. In the meantime they would continue to be used for their present purposes and such other uses as might be permitted by the responsible authority.

The fourth class of public works — those involving some degree of re-planning and redevelopment — are perhaps more difficult to achieve. Of the various works envisaged

in preparing the planning scheme the redevelopment of the inner suburban areas, the development of District Business Centres, the improvement of Suburban Shopping Centres, the redevelopment of areas associated with road widenings and deviations, and the creation of a civic focal point fall within this category.

The redevelopment of the inner suburban areas is the responsibility of the Housing Commission, which is guided by Government policy and the availability of funds. The problem is of such magnitude that substantial results can be achieved only very gradually, but what is needed is a continuous programme, however small, so that each year something is achieved. In this way tangible progress could be made and conditions in the worst areas improved.

With the other projects the first need is to prepare comprehensive and detailed schemes, covering both physical and financial planning, so that future development can be properly guided. In most instances it will be found that to give effect to the scheme property will have to be acquired. This does not mean that the whole area affected will have to be acquired, but that the authority responsible for redevelopment will need to acquire sufficient property in the right places to enable it to control development. The authority should have the power to acquire, re-subdivide, sell, exchange, lease or redevelop as is expedient in each particular case. In Europe the public ownership of sufficient property to permit this to be done has been found to be a very effective means of controlling development and bringing about the rehabilitation of badly developed areas.

By acquiring in the first place only sufficient property for proper control, the initial capital expenditure is reduced. It would not always be necessary for the authority to do the actual rebuilding. It could lease or sell to private enterprise under conditions which would ensure that the right form of redevelopment takes place. In most instances it would be found that if the planning is sound the value of land will be enhanced and some or all of the initial expenditure recouped. If well conceived and efficiently administered, such projects should eventually become profitable to the community, both because of enhancement in land values and because of increased revenue from rates from a better class of development.

The largest of these projects, particularly the development of District Business Centres and the Civic Centre, are essentially metropolitan undertakings and should be approached from that basis. They are also long-term projects. If they are to eventuate, their development must be placed in the hands of an authority which has vision in its planning, determination to achieve its objectives and the necessary legal and financial powers to give proper effect to its proposals.

Special reference should be made here to the establishment of a Civic Centre. As conceived in the planning scheme this would be a major undertaking of planning and redevelopment, and at first sight might appear to be some-

what visionary. But there is no doubt that some day some such centre will be necessary, and the longer the delay in taking the initial steps the harder will be its ultimate achievement. The first step must be to have a carefully considered proposal drawn up and accepted, and authority given to some public body to take action to bring it into being at the appropriate time. It is not a project that could be contemplated in the next few years and perhaps not for 20 years or more. But if the community gradually acquired any properties in the area for which there was a willing sale and if new accommodation required by civic or public authorities were erected to conform to the overall conception, then gradually but surely the centre would take shape.

The cost of such a project will no doubt cause some people to question its practicability. If, however, against the cost of acquisition is set the value of properties now occupied for civic purposes in that part of the city where premises should be used for private business — such sites for example as the Town Hall, the State Electricity Commission's head offices, the Tramway Board's offices and offices of this Board — then the cost is brought into its proper perspective. On the credit side would also be the substantial increase in municipal revenue arising from the enhancement in land values in the vicinity, and the improvement in the class of properties which would be built.

ADMINISTRATION OF THE PLANNING SCHEME

When Parliament decided that a planning scheme should be prepared for the Melbourne metropolitan area, it realised that the problems of this great city could not be solved by the unrelated approach of the 42 individual municipal councils who are responsible for matters of local government in the metropolitan area. Therefore while the interests of individual municipalities have not been ignored, this planning scheme has been prepared on a metropolitan basis and thinking has not been restricted by the consideration of municipal boundaries. It is a co-ordinated approach to the problems of the city viewed from the standpoint of the present and future needs of the city as a whole.

Although the preparation of this planning scheme was put on a metropolitan basis, the enforcement and carrying out of the scheme has been left with individual municipalities in regard to the respective areas under their control. However, it became apparent early in the work that matters of a metropolitan character which will arise out of the planning scheme cannot properly be dealt with in this manner and if the full benefits of metropolitan planning are to be realised then there must be a metropolitan planning authority with adequate power and financial resources to enable it to effectively carry out the scheme.

It is not the function of this report to suggest how the authority should be constituted or what financial provisions should be made to enable the planning scheme to be effective. That is the function of Parliament. Nevertheless, it