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METROPOLITAN STRATEGY IMPLEMENTATION



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April 1981

METROPOLITAN STRATEGY IMPLEMENTATION



METROPOLITAN
STRATEGY
IMPLEMENTATION

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FOREWORD

The 1971 Planning Report relating to the present metropolitan area together with the introduction of new zones had a major influence in the last decade. I am of the opinion that the present Report will be of an equal influence during the 80's.

2A Planning is evolutionary and a review during the last two years has culminated in the Government adopting an incremental approach for the future growth of Melbourne.

This report sets out measures proposed by the Board to implement the metropolitan strategy endorsed in principle by State Cabinet in 1980.

It explains the range of planning, financial and other actions needed to implement the strategy.

An essential step is an amendment to the Melbourne Metropolitan Planning Scheme (Amendment 150), which has been placed on exhibition for public comment.

2E Amendment 150 sets out objectives for future development of the metropolitan area and for various aspects of the Metropolitan Planning Scheme, introduces new zones and changes land use control to implement the metropolitan strategy.

Amendment 150 sets the framework for actions by councils, authorities and the public for development throughout the metropolitan area. Councils will have a new and vital role in preparing local development schemes to supplement the Metropolitan Planning Scheme.

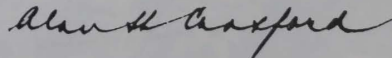
2A Involvement and commitment of the whole community is essential. People should take the opportunity to examine the Board's proposals and comment on them before they become law. Following public review and evaluation, a report will be forwarded to the Minister for Planning which will urge early approval by the Government. It must be appreciated that the new strategy cannot succeed unless the State Government, all instrumentalities and every local municipality take effective measures to ensure that the strategy is in fact implemented.

Implementation of the strategy is an ongoing process and the amendment and supporting measures are a part of this process. The Board will continue to monitor development of the metropolitan area and amend the Metropolitan Planning Scheme as required. If further supporting measures are necessary to better implement the strategy, then these measures will form part of a further amending planning scheme. 2AA

The Government has taken steps to ensure co-ordination of government authorities. The Board welcomes this initiative and looks to the further development of integrated action. 2A

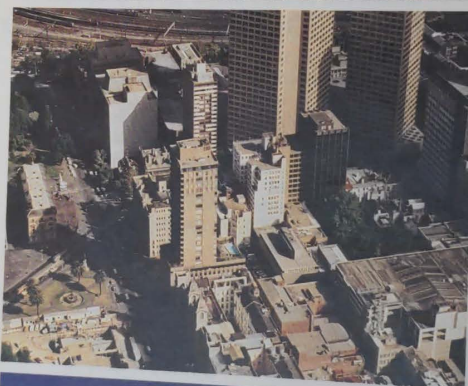
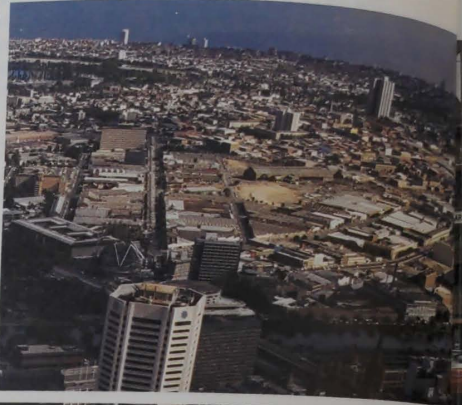
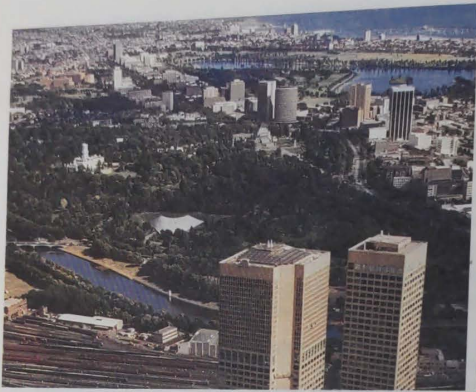
The strategy is in line with the Government's "New Direction for the 80's" announced by the Premier on 11 December 1980. 2A

Our city is constantly changing and by planning we can ensure that this change takes place in a manner which better suits the needs and aspirations of its people. The metropolitan strategy meets this challenge and the Board seeks the ideas, involvement and commitment of the whole community to ensure its implementation.



(Alan H Croxford)
CHAIRMAN
on behalf of the Board

FOREWORD



1

A MORE DIVERSE, MORE INTERESTING, MORE DYNAMIC MELBOURNE

This report sets out the means of implementing the metropolitan strategy, endorsed in principle by State Cabinet in 1980. A strategy designed to help Melbourne develop as a more diverse, more interesting, more dynamic city.

The strategy builds on and modifies existing planning policy, to keep Melbourne in step with changing economic conditions and community attitudes. It takes into account changes since 1971 (when the current approach to planning was first presented) in population trends, job prospects and location, family sizes, lifestyles, energy costs, public investment and trends in commerce and industry.

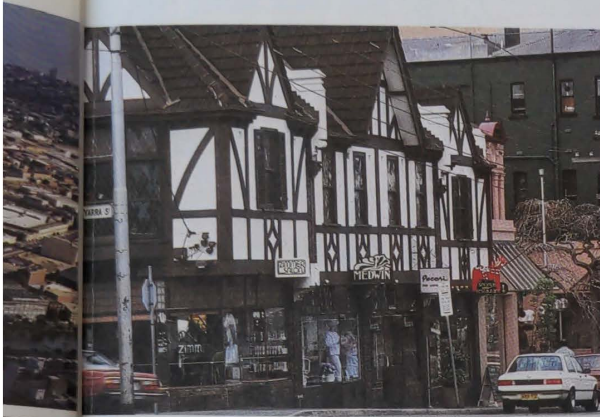
1.1 A Planning Strategy Evolves

Planning is an evolutionary process. As part of this process planning policies must be reviewed regularly and be responsive to the aspirations and goals of the community.

The changes in planning policy set out in this report have evolved from a series of studies by the Board and from public discussion, details of which have been published in recent reports, notably:

The Challenge of Change, March 1979
Alternative Strategies for Metropolitan Melbourne, October 1979
Metropolitan Strategy, July 1980

The strategy has regard to the five main areas of concern highlighted in these reports: energy, efficiency, employment, environment and equity (the equitable use and distribution of community resources).



2AA



The Board has also taken into account responses by the public to these reports in developing the strategy and this now provides opportunities for change and development that the people of Melbourne desire.

In announcing State Government endorsement in principle for the proposals outlined in the Board's July 1980 Metropolitan Strategy report, the Minister for Planning, the Honourable L S Lieberman MLA, said *'The incremental approach in the Board's Strategy Report is in line with the Government's stated aim of encouraging imaginative development and redevelopment to provide for future growth in keeping with the assets and attributes of the city.'*

The objectives set out in the July 1980 report have been further developed, expanded and clarified for inclusion in the Melbourne Metropolitan Planning Scheme.

2A
Until recent changes to legislation, planning objectives could only be implied from various planning scheme controls and not explicitly stated in the scheme. The Statement of Objectives in the Metropolitan Planning Scheme will in future provide guidance and greater certainty as to the Board's planning intentions for metropolitan Melbourne.

1.2 Metropolitan Strategy - Incremental Growth

The metropolitan strategy is one of incremental growth.

It recognises that Melbourne's future growth, like its past growth, will result from a large number of decisions made by people individually or collectively. Governments must ensure that these decisions lead in total to an acceptable end result.

Every decision that people take affects demand for social services, schools and such utility services as water, sewerage, drainage, gas, roads, electricity and telephones. Some decisions lead to better use of existing services. Some require the provision of entirely new services, most of which must be publicly funded.

The strategy establishes the metropolitan framework within which incremental decisions and actions can be taken while ensuring an optimum balance between freedom of action and the public interest. It seeks to channel development into areas where it will provide the people of Melbourne with the most benefits at the least cost, while encouraging freedom for individual action.

The strategy promotes comprehensive planning for fringe growth and its essential services and facilities, but at the same time encourages as much growth as can readily be accommodated in existing areas where infrastructure exists. The approach is flexible enough to be responsive to changing attitudes and circumstances, and can be implemented within an acceptable level of cost and with low levels of government intervention.

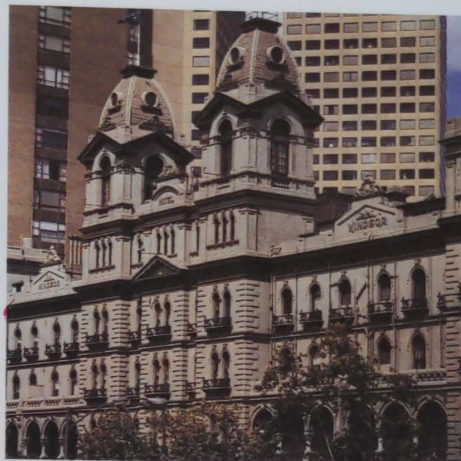
It calls for a vigorous Central Melbourne, continued but slower growth in the outer urban area and greater activity at district centres identified along existing transport routes. In the past, the Board has indicated the need for revitalising inner and middle suburbs; the strategy draws particular attention to the potential of these suburbs.

For the Central Melbourne area and for district centres the Board intends to set aside up to \$1 million a year to enable the prompt provision of any new service for which it is responsible. This is to overcome delays which otherwise could occur in the augmentation of services in areas the Scheme promotes for accelerated development. It is expected that other authorities will act in a similar fashion. Other measures which the Board intends to take are shown in Chapter 6.

The Board's overall aim is to encourage imaginative development and redevelopment and to provide greater certainty for individual decision making. This will be achieved by greater clarity in planning intentions and requirements for an area and by reduction of the field of discretion for authorising authorities. This must be done in a way which encourages rather than inhibits development. One of the primary purposes of the legislation as it applies to local development schemes is to achieve positive guidance and encouragement for development.

The incremental approach will mean:

- better use of the immense public and private investment that already exists in the metropolitan region, including transport, recreational and cultural facilities and social service networks as well as services such as costly gravity services
- greater choice for Melbourne's people in style and place of housing, employment and mode of travel
- an improved and less inhibited range of investment and job opportunities, notably in Central Melbourne and district centres.



1.3 Amendment 150: An Essential Step

An essential step in giving legal status to the strategy is Governor-in-Council approval of Amendment 150 to the Melbourne Metropolitan Planning Scheme. Prior to approval, public exhibition of the amendment for three months, as required by the Town & Country Planning Act, will allow for examination, discussion and lodgement of submissions by interested individuals or organisations in response to the proposals.

The Board welcomes submissions from interested people and organisations on both the ideas expressed in this report and the amendment. Submissions may be simply letters expressing support, criticisms, or suggestions for improvement. All submissions will be considered before the Board makes its final recommendation to the Government.

Where required, submissions will be heard by an independent panel appointed by the Minister for Planning. After the hearings this panel will recommend to the Board the approach it should take to the particular matter.

The amendment, with any modifications will then be submitted by the Board to the Minister for Planning for approval by the Governor-in-Council.

Amendment 150 is on exhibition at the offices of all metropolitan councils, the Ministry for Planning and the head office and the southern, western and eastern area offices of the Melbourne and Metropolitan Board of Works. (Planning Scheme maps at council and Board area offices relate only to their area).

1.4 A Task for the Entire Community

The Board is charged with the task of planning the development of Melbourne for the benefit of all its citizens. Fulfilment of the plans, however, depends to a large extent on their wide acceptance and support by government authorities, private industry, commerce and other organisations and individuals in the community.

The Government has formed a State Co-ordination Council Task Group to ensure a co-ordinated approach by public agencies to the implementation of the strategy. In developing its plans the Board consults these and other organisations and individuals, and seeks their continuing co-operation in implementing them.

Everybody in Melbourne has the opportunity to take part in the planning process, by examining Board reports and plans and commenting on them before they become law. The Board looks to such involvement as an essential part of the process, just as it looks to the continuing co-operation of individuals as essential in implementing the strategy.

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METROPOLITAN STRATEGY IMPLEMENTATION

2

MELBOURNE METROPOLITAN PLANNING SCHEME AND LOCAL PLANNING

The Melbourne Metropolitan Planning Scheme will continue to zone and reserve land, control development and to be the means by which metropolitan strategic policies and priorities are expressed. It will continue to provide a basis for metropolitan investment decisions and a means of ensuring a consistent approach to matters of metropolitan significance. The essential basis of the Metropolitan Planning Scheme is retained. It maintains the corridor-wedge approach in which urban development is restricted to urban corridors, broadly based on existing transportation routes, separated by wedges of open countryside. 2A'

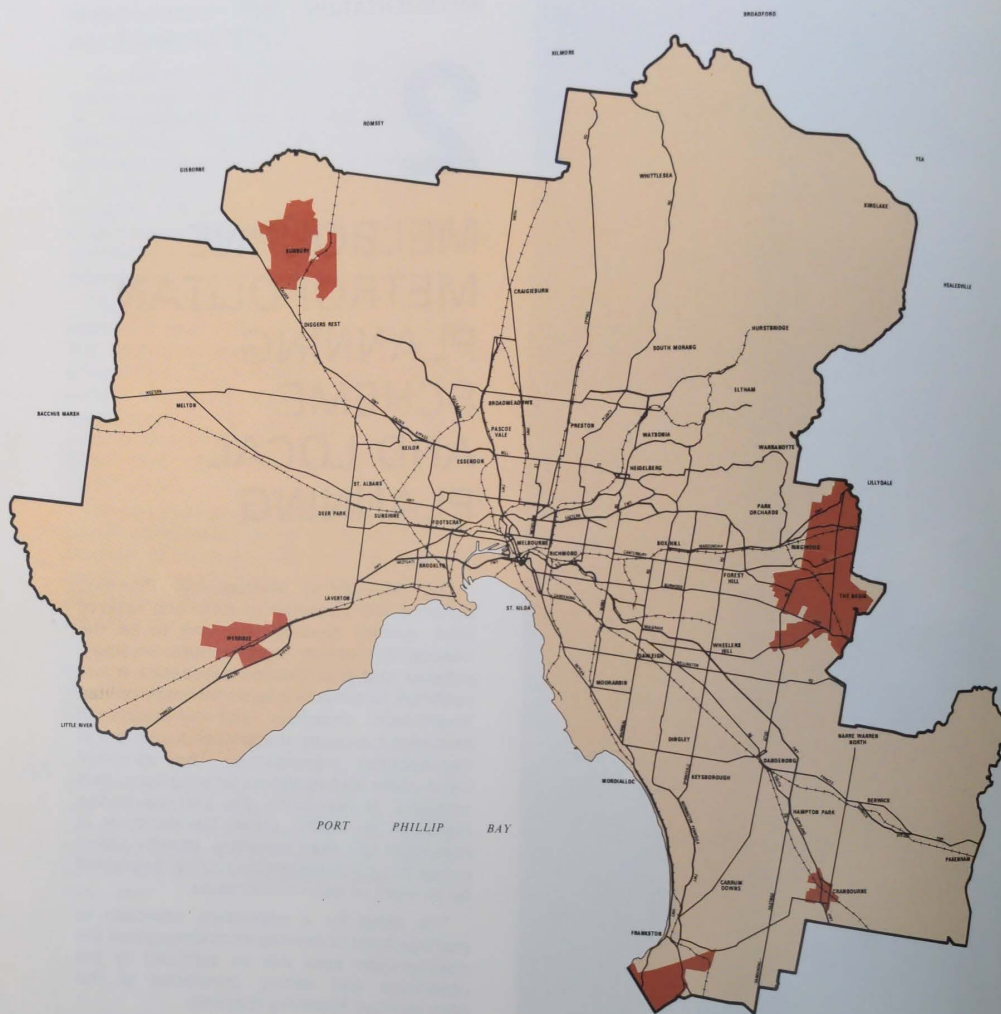
The need for a consistent approach to management of development throughout the metropolitan area will be satisfied by the objectives and zoning provisions of the Metropolitan Planning Scheme.

2.1

The Role of the Board of Works

Most councils within the metropolitan area administer the Metropolitan Planning Scheme under delegated authority from the Board. Delegation of the Metropolitan Planning Scheme will continue, so that decisions on local issues can be made at the local level. Decisions on matters of metropolitan significance will continue to be made by the Board. 2A'

As well as implementation of the Metropolitan Planning Scheme under delegation from the Board, the council of any



**Local Authority
Development Zones**

2A'



municipality within the metropolitan area may prepare local development schemes, as provided for in Section 21 of the Town and Country Planning (General Amendment) Act 1979, to supplement the Metropolitan Planning Scheme on matters of local detail.

Local development schemes allow councils to plan in greater detail for various parts of their municipal area within the framework provided by the Metropolitan Planning Scheme. They should be developed in such a way as to provide greater certainty and minimise the need for discretionary approvals. Their preparation and administration will be facilitated by inclusion in the Metropolitan Planning Scheme of objectives which can be related to broad categories of land use. New planning procedures will ensure that a planning permit is required for fewer uses, and that when a permit is required for a development, only one planning permit will be needed.

The framework provided by the Metropolitan Planning Scheme is not a 'master plan' or an 'end state' plan for development, but rather a basis for the Board to integrate the plans of government, councils and the public. Integration involves ensuring that all projects and local development schemes will fit into and further the metropolitan strategy.

The planning role of the Board is to set out, to monitor and to vary as necessary the provisions of the Melbourne Metropolitan Planning Scheme and its objectives, to deal with matters of metropolitan significance, and to guide municipal councils both in their administration of the Metropolitan Planning Scheme under delegation and in their detailed planning through local development schemes.

Within the limits of its resources the Board will help councils prepare local development schemes and foster discussion and agreement on the forms of control needed to achieve the objectives.

2.2 Matters of Metropolitan Significance

Although delegation and local development schemes will give municipal councils control over most planning decisions within the metropolitan area, matters designated as being of metropolitan significance are reserved for decision by the Board. Matters of metropolitan significance include proposals which need to be considered in relation to the overall development of the metropolitan area.

2A'



Many uses of metropolitan significance are subject to specific zoning and are therefore controlled through the zoning process rather than by development applications. Responsibility for the zoning of land in the Metropolitan Planning Scheme will remain with the Board. Certain uses, however, although not subject to specific zoning, are still likely to be of metropolitan significance. These uses are set out in a definition of metropolitan use included in Amendment 150 and may have impact within a single municipality or a broader area.

To enable adequate specification of uses of metropolitan significance, new definitions are included for Major Hospital, Major Industry, Office Category 1 and Major Shopping Complex.

Delegation of the Metropolitan Planning Scheme will be varied to exclude uses of metropolitan significance.

In addition to uses, certain locations have metropolitan significance; these include the corridor areas and the metropolitan countryside (non-urban zones). The present procedures for reserved zones, such as the Reserved Living Zone and Reserved Light and Reserved General Industrial Zones will continue, so that matters of metropolitan significance can be taken into account. Land within the new District Centre Zone is also of metropolitan significance, but can be considered for delegation to councils when adequate schemes of future development are approved as local development schemes.

2.3 Future of the Local Authority Development Zone

The Local Authority Development Zone was introduced into the Metropolitan Planning Scheme in 1971 to cover urban areas which already had approved council planning schemes when they were incorporated into the Board's planning area. This was an interim measure to enable the local schemes to be reconciled with the Metropolitan Planning Scheme and detailed zones to be applied to these areas.

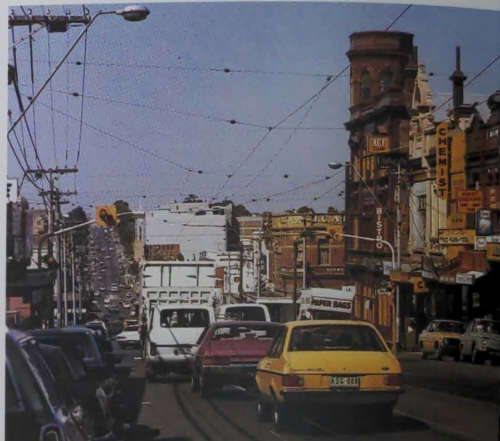
Within the Local Authority Development Zone, development and use of land is currently controlled by the council scheme and Metropolitan Planning Scheme control is limited to new subdivision and servicing needs.

The Minister has directed that existing local planning schemes be incorporated into the Metropolitan Planning Scheme to replace the Local Authority Development Zone as soon as possible and that administration of

the Scheme in these areas be delegated to the councils except for matters of metropolitan significance.

2.4 Future of Other Council Planning Schemes

The Minister intends to phase out all local planning schemes and interim development orders by 1 July 1981. The Board will consult with each council concerned on matters appropriate for inclusion in the Metropolitan Planning Scheme or to form the basis of a local development scheme. Any issues not resolved by 1 July 1981 will be considered by the Minister.



3

OBJECTIVES FOR THE MELBOURNE METROPOLITAN PLANNING SCHEME

Amendment 150 to the Melbourne Metropolitan Planning Scheme sets out objectives to be achieved in planning the metropolitan area.

Approval of the amendment will mean that objectives are included in the Scheme for the first time, as provided for in the Town and Country Planning (General Amendment) Act 1979. The Act also provides for local development schemes and requires them to be consistent with the Scheme and its objectives.

3.1 Objectives as a Basis for Commitment

Objectives must be seen as part of a continuing planning process, adaptable to changing circumstances, rather than a grand solution to future problems.

They must however form a basis for commitment to a path which ensures individual development decisions are integrated with metropolitan strategic intent. It is this commitment to the strategy which creates a climate for greater certainty in decision making.

Objectives are introduced into the Metropolitan Planning Scheme in three divisions: metropolitan, strategic and zone.

The separation of strategic objectives from zone objectives ensures that short term expectations and needs for activity within particular zones of the Metropolitan Planning Scheme can be considered in the context of the longer term strategic objectives. In this



manner, changes to zone and other provisions will be consistent with the strategic objectives.

The Statement of Objectives is intended to encourage and facilitate the proper use and management of the resources of the metropolitan area and to ensure that development is carried out in a manner which will most effectively promote the health, safety, convenience and general welfare of its people.

The Statement of Objectives consists of the Objectives and the Strategic Framework Plan in Amendment 150.

3.2 Metropolitan Objectives

Metropolitan objectives describe the planning principles underlying the Scheme. They provide a context for the Metropolitan Planning Scheme itself, and state fundamental principles to be reflected in all planning.

The Metropolitan Objectives in Amendment 150 are:

- to provide maximum certainty as to the use or development of land within the metropolitan area.
- to encourage and facilitate development in an orderly and proper manner within the metropolitan area.
- to optimise the use of the existing infrastructure and resources of the metropolitan area.
- to create housing opportunities for the people of the metropolitan area having regard to community needs and lifestyle.
- to encourage and facilitate commercial and industrial development in suitable locations throughout the metropolitan area having regard to the needs of the population (including job opportunities), emerging changes in technology and economic change.
- to improve accessibility throughout the metropolitan area.
- to create an acceptable environment for the people of the metropolitan area.
- to facilitate the provision of community facilities and essential services necessary to meet the needs of the people of the metropolitan area.
- to conserve areas and features of architectural, historic and scientific significance within the metropolitan area.
- to husband the natural resources of the metropolitan area.

3.3 Strategic Objectives

Strategic objectives describe the planning intent for development of the metropolitan area.

They include certain overall objectives, but are mainly grouped according to broad types of land use, such as industrial and residential.

They relate to locations shown on the Strategic Framework Plan, which is to become part of the Melbourne Metropolitan Planning Scheme. The Strategic Framework Plan indicates broadly, rather than precisely, where objectives apply. It is not a master plan, but a general indication.

The plan takes account of past actions and decisions, such as the boundaries between urban and non-urban areas, established transport routes, location of commercial activity, and fringe areas committed to urban growth.

3.3.1 Strategic Objectives: Overall

The Overall Strategic Objectives in Amendment 150 are:

- to encourage and facilitate urban development within areas coloured and delineated as urban on the Strategic Framework Plan;
- to maintain rural activity and to preserve the opportunity to accommodate future outward urban development when required within areas coloured and delineated as potential urban and deferred potential urban on the Strategic Framework Plan; and
- to conserve and permanently maintain the rural activities and significant natural features and resources of areas coloured and delineated as non-urban on the Strategic Framework Plan.

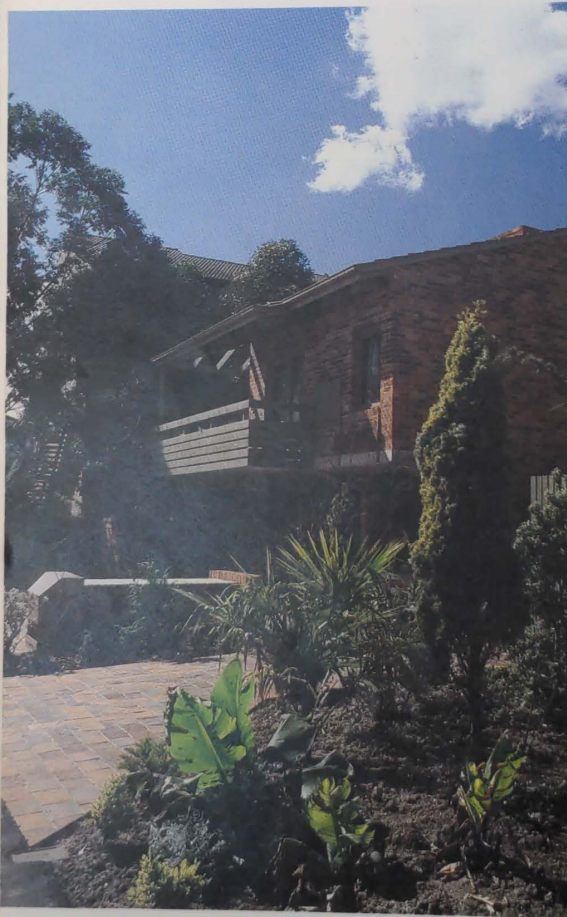
These objectives continue the corridor-wedge policy adopted by the Victorian Government in 1968 and incorporated in the 1971 Planning Policies Report and in Amending Planning Schemes numbers 3 and 21 approved by the Governor-in-Council.

3.3.2 Strategic Objectives: Residential

The Residential Strategic Objectives in Amendment 150 are:

- to encourage and facilitate opportunities for diversity in dwelling density, type and tenure within the areas coloured and delineated as urban on the Strategic Framework Plan;

- to encourage and facilitate development and selected rehabilitation of residential development within the areas coloured and delineated as inner areas on the Strategic Framework Plan, subject to the capacity of essential services and community facilities and such development being compatible with the locality and the use of adjoining land;
- to encourage and facilitate residential development within the areas coloured and delineated as inner areas on the Strategic Framework Plan on sites where industrial and commercial development is no longer required;
- to encourage and facilitate the residential use of existing buildings originally used for non residential purposes and the provision of residential accommodation on the upper floors of commercial buildings subject to such development being compatible with the locality and the use of adjoining land;



- to encourage and facilitate increased residential densities adjacent to centres of commercial and community activity, to parkland and Port Phillip Bay and within areas coloured and delineated as areas of high public transport accessibility on the Strategic Framework Plan subject to the capacity of essential services and community facilities and such development being compatible with the locality and the use of adjoining land; and
- to locate residential development within areas coloured and delineated as outer areas on the Strategic Framework Plan where essential services and community facilities including public transport, are or can be made available.

The objectives take into account the changes in housing need of Melbourne's people. These changes are discussed in more detail in Chapter 11, 'Housing'.

3.3.3 Strategic Objectives: Industrial

The Industrial Strategic Objectives in Amendment 150 are:

- to encourage the maintenance and further development of industrial activity within areas coloured and delineated as inner and established areas on the Strategic Framework Plan subject to the capacity or provision of essential services;
- to locate industrial development within areas coloured and delineated as outer areas on the Strategic Framework Plan where essential services are or can be made available;
- to enable uses providing for limited employment to establish within residential areas where they are compatible with the character of the locality and will not cause loss of amenity to adjoining land; and
- to enable industry to establish within commercial areas provided it is compatible with the character of the locality and will not cause loss of amenity to adjoining land.

Overall levels of industrial activity and the employment which that activity generates can to an extent be influenced by planning policies, but they are fundamentally influenced by statewide, Australia wide and worldwide economic factors.

The objectives seek to encourage, facilitate and enable industrial development and uses in appropriate areas throughout the Melbourne metropolitan area.

The subject is discussed in Chapter 10, 'Industry'.

3.3.4 Strategic Objectives: Activity Centres

Activity centres provide a focus for grouping activities. The objectives apply to Central Melbourne, to district centres and to other centres. As well as commercial uses, activity centres will be encouraged to provide a wide range of other uses (residential, community facilities, recreation, industry) as appropriate to their role in the metropolitan area. Objectives concerning centres appear under several headings.

The Activity Centre Strategic Objectives in Amendment 150 are:

- to encourage, facilitate and reinforce the function of Central Melbourne as the dominant administrative, political, legal, financial, commercial, cultural, recreational, tourist and entertainment centre of the metropolitan area;
- to encourage and facilitate the function of areas coloured and delineated as district centres on the Strategic Framework Plan as secondary administrative, commercial, cultural and entertainment centres within the metropolitan area to serve the needs of the population of the surrounding districts;
- to facilitate the function of commercial and community centres to serve the needs of the surrounding community;
- to facilitate the function of local commercial and community development in residential areas which is necessary to serve the needs of the neighbourhood; and
- to encourage development of activity centres that is consistent with their function described in these objectives in such a manner that:
 - there is effective use of land and

buildings having potential for redevelopment;

- access to the centre by public transport is improved;
- pedestrian accessibility within the centre is not unduly hampered by natural or man-made barriers, in particular, railways and major roads;
- walking distances between retail and other facilities are minimised;
- the design of adjacent roads, the circulation and diversion of vehicular traffic and access to parking stations and areas accord with the physical constraints of the centre;
- open or quiet areas are integrated with the overall development of the centre;
- the environment of the centre is enhanced by the integration of natural physical features, buildings or features of architectural, historic or visual significance;
- adequate daylighting, privacy and open areas are provided for dwelling units;
- multi-level development is designed in sympathy with its surroundings;
- the centre provides goods and services appropriate to its residential catchment, its industrial, commercial and recreational base and its visitor or tourist appeal.

Activity centres are discussed in Chapter 7, 'Central Melbourne'; Chapter 8, 'District Centres'; and Chapter 9, 'Other Commercial and Community Centres'.



3.3.5 Strategic Objectives: Community Facilities

The Community Facility Strategic Objectives in Amendment 150 are:

- to provide the opportunity for people to have access to community facilities;
- to enable land likely to be required for community facilities and essential services to be identified and set aside in advance of demand; and
- to encourage and facilitate the establishment of community facilities in areas of commercial activity particularly in or adjacent to areas coloured and delineated as district centres on the Strategic Framework Plan.

Although the Board does not provide these services, it aims to influence their provision and location. The planning strategy promotes preferred development areas and outline development plans, which can assist better co-ordination of community services in new areas, and the integration of community facilities with retail centres. It also encourages improvements in transport, which will improve access to them.

Community facilities are discussed in Chapter 13.

3.3.6 Strategic Objectives: Recreation

The Recreation Strategic Objectives in Amendment 150 are:

- to provide for major recreation activities within the Central Melbourne area;
- to provide for the establishment of major public recreational areas in selected locations within the metropolitan area;
- to provide the opportunity for the development of a variety of public and private recreational facilities and for the multiple use of public buildings; and
- to encourage the setting aside of land in residential areas for local recreational purposes and to provide links to commercial and community facilities.

The Board's policies on public open space and the development of metropolitan parks will be continued.

Consideration should be given by other authorities to recreation facilities other than parkland provided by both public and private sectors, notably in places close to more intensively developed residential areas and near activity centres.

Recreation and open space are discussed in Chapter 14.



3.3.7 Strategic Objectives: Urban Conservation

The Urban Conservation Strategic objectives in Amendment 150 are:

- to ensure as far as practicable the conservation and enhancement of designated buildings within the meaning of the Historic Buildings Act 1974;
- to encourage continued occupation and maintenance of buildings of architectural or historic significance; and
- to provide for new development which is compatible with areas containing groups of buildings or features of special character including parks, special gardens or landscapes and ensure that new uses do not adversely affect the amenity of these areas.

Urban conservation is concerned with conserving the man-made or man-modified built environment. This includes buildings (individually or in groups), localities (streets, blocks, environments or precincts), features or buildings associated with industries or public utilities, and special gardens or landscapes.

Provision is made for the preservation of buildings under the Historic Buildings Act. In addition to this, planning authorities are required, under legislation, to take complementary actions with regard to historic buildings and may initiate conservation measures with respect to other matters. Conservation measures need not require the preservation of buildings, localities or other features in an unchanged state for all time; only the most outstanding and important buildings warrant such treatment. Conservation implies reasonable use, changes and modification to structures while keeping the important features intact. With such adaptation, many older buildings can become assets rather than liabilities.

Urban conservation is discussed in Chapter 15.

3.3.8 Strategic Objectives: Natural Conservation

The Natural Conservation Strategic Objectives in Amendment 150 are:

- to conserve the resources of soil, flora and fauna and the significant natural features of areas coloured and delineated as areas of high ecological and landscape interest value on the Strategic Framework Plan;
- to provide for the existing and potential functions of watercourses and floodways for drainage, ecological and recreational purposes; and
- to facilitate the management and development of areas of proven stone resources and to protect such areas from competing land uses.

The Board recognises the economic constraints affecting the metropolitan area and will ensure a balance between the utilisation of resources and the need to conserve unique features.

Natural Conservation is discussed in Chapter 16, 'Metropolitan Countryside'.

3.3.9 Strategic Objectives: Metropolitan Countryside

The Non-Urban Land Management Strategic Objectives in Amendment 150 are:

- to encourage the use of areas coloured and delineated as areas suitable for broadscale, mixed or intensive farming on the Strategic Framework Plan for such purposes;
- to minimise the need for urban works and services in the non-urban area;
- to encourage community services required by residents of the non-urban area to be located in existing townships; and
- to encourage uses compatible with the physical capability of the land.

Retention of permanent rural areas within the metropolitan planning region is an established part of Melbourne's planning policy. The non-urban wedges separate the urban-suburban corridors. They also define the satellite urban areas of Melton and Sunbury and the urban fringe generally.

The metropolitan countryside is discussed in Chapter 16.



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3.3.10 Strategic Objectives: Transport

The Transport Strategic Objectives in Amendment 150 are:

- to encourage transportation policies that support and positively assist the desired future pattern and nature of development in the metropolitan area;
- to ensure that sufficient land is set aside for the present and future transport needs of the metropolitan population;
- to encourage the development of transportation systems in a manner that is integrated with the pattern of land use development, has regard to the relationship between activities and the need to move people and goods at reasonable cost;
- to ensure that conflict between transport and land use activities is minimized in the pursuit of high levels of both mobility and environmental quality;
- to encourage the development of a balanced transport system which has regard to the role of the various modes of transport, including convenient and safe pedestrian, cyclist and public transport facilities; and
- to encourage the development of a road system within the non-urban area which is compatible with its rural character.

Melbourne people - of all ages, occupations and lifestyles - need to travel. The travel patterns they use or prefer are complex, and no one transport method serves all needs. Provision must therefore be made for land for cars, trains, trams, buses, taxis, pedestrians, bicycles and commercial vehicles of all types.

There is also a need for a balance between public and private transport. Measures to maintain such a balance have already been advocated in the Ministry of Transport draft 'Transport Plan, 1978, for Victoria'.

Transportation is discussed in Chapter 17.



3.4 Zone Objectives

Inclusion of Zone Objectives in Amendment 150 will provide greater certainty as to how zone controls will be administered.

The Metropolitan Planning Scheme has always provided for the 'primary purpose for which the land is zoned' to be taken into account in considering development applications. In most instances this primary purpose was implied through the control associated with the zone rather than explicitly stated in the Scheme. The Town and Country Planning (General Amendment) Act, 1979 which provides for objectives, allows the inclusion of Zone Objectives to extend the concept of the primary purpose of the zone. Zone Objectives show how the Strategic Objectives can be furthered by applying the zone provisions.

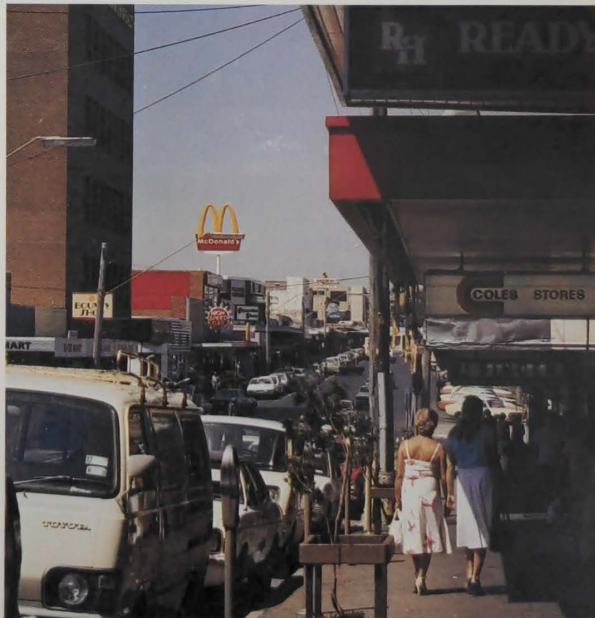
Amendment 150 sets out objectives for each zone; it also includes objectives for each control clause not associated with a particular zone. In part the objectives are to be met by defining conditions under which uses will not need a planning permit.

4

CHANGES TO ZONING AND LAND USE CONTROLS

To help give effect to some of the objectives, certain changes to zoning and land use controls are needed, and these are covered in Amendment 150. Major changes are:

- nine new Central Melbourne zones replace existing zones to underline and facilitate the significant functions of Central Melbourne.
- District Centre Zone replaces District Business Zone, and applies to designated suburban centres.
- office development will be encouraged to locate according to a hierarchy comprising Central Melbourne, district centres, other commercial centres and industrial areas.
- Residential 'C' Zone replaces Residential 'A' and Residential 'B' Zones, which are deleted.
- two new defined uses allow more intensive housing development and widen the scope for home based employment. The uses are 'dual occupancy' and 'home business'.
- four new zones in some areas of the metropolitan countryside increase the minimum allowable lot size in subdivision. One of the new zones identifies significant large-scale market garden areas.
- designation of some existing roads is changed in line with knowledge gained from the Hierarchy of Roads Study.
- various provisions incorporate the recommendations of the Metropolitan Parking Study.





4.1 New Central Melbourne Zones

Nine Central Melbourne zones are introduced to support the objective that the area provides the dominant focus for administrative, political, legal and financial institutions, and for retailing, entertainment, and cultural activity in the metropolitan area with supporting commercial, industrial and residential uses being encouraged. The objectives and provisions of these zones provide the metropolitan context and should be supported by detailed guidelines and controls in a local development scheme certified by the Board and approved by the Governor-in-Council. When a local development scheme is approved for any part of a municipality only one planning permit will be required for any discretionary development.

The objectives of the Central Melbourne zones provide for the specialised shopping, entertainment and office functions of the central business district, encourage the recycling of under-utilised large buildings, encourage high density housing and multi-use of buildings, and encourage employment in offices, services and industry which support the primary functions. In addition, the objectives seek improvement of the urban landscape and facilities for enjoyment of the area and the retention of buildings and areas of special significance.

The Central Business Zone is replaced with the Central Melbourne 1, 2 and 3 Zones. The Central Melbourne 1 Zone is primarily for retailing, particularly specialist shopping. The Central Melbourne 2 Zone is for entertainment uses and the Central Melbourne 3 Zone is for office development, particularly in the vicinity of 'loop' stations. Overall the number of uses which do not require planning permits under the Metropolitan Scheme have been increased to encourage development, particularly for business and residential purposes.

Central Melbourne 4 Zone applies to the southern edge of the central business district over the Jolimont railway yards and seeks to encourage development which will complement the cultural, entertainment and tourist functions of Central Melbourne, while recognising the proximity of the river Yarra and the appearance of the central business district from its southern approaches. The Central Melbourne 5 Zone replaces the Special Use Zone 6 in the vicinity of the Arts Centre and is to encourage development which will complement and take advantage of the unique setting of the Centre, the Yarra and nearby parkland.

Three areas have been included in the Central Melbourne 6 Zone, replacing Special Use Zones. These areas are in Drummond Street, Carlton; Albert Street and Jolimont. Office, retail and residential development which is in keeping with the character of the area is encouraged. Provisions allow a wide range of uses for historic buildings in order to assist their continued maintenance and effective use.

The Central Melbourne Residential and Service Zone replaces the Commercial and Industrial, Light and General Industrial Zones north of the central business district. The new zone provides for a mixture of commercial, industrial and residential uses which support the functions of Central Melbourne. In particular, the development and retention of housing is encouraged.

The Central Melbourne Commercial and Industrial Zone extends south from the river Yarra to the F9 (West Gate) Freeway and replaces the Commercial and Industrial Zone. It provides a mixture of commercial, light industrial and residential uses to support the functions of Central Melbourne. The open character of the river Yarra frontage should be enhanced. A unique opportunity for high density housing exists in the vicinity. Detailed design which will improve the urban environment and character of the area is required.

Portion of the Special Use 10 Zone adjacent to the Domain and Albert Road is renamed Special Use 10A and is intended to ensure that the development of the area is of appropriate scale and character.

4.2 District Centre Zone

The District Centre Zone replaces the District Business Zone and is used for all designated suburban centres. The new zone expresses the intention for district centres to be more than just business centres.

Provisions for the District Centre Zone are modified from those for the District Business Zone. Control of buildings and works has been replaced by a condition requiring building layout for certain uses to be to the satisfaction of the responsible authority. This removes the need for a permit under the Metropolitan Scheme for these uses. It is intended that local development schemes will provide positive requirements for layout, parking, landscaping and access without need for further consent. The objectives for the zone reflect this intent.

It is intended that the District Centre Zone will not be delegated to councils until a local development scheme providing for the detailed development of each centre has been certified and approved.

4.3 Office Development

Office development will be encouraged to locate according to a hierarchy comprising Central Melbourne, district centres, other commercial centres and industrial zones.

In the Central Melbourne 1, 2 and 3 Zones there is no floor area limitation of office development in Amendment 150. In district centres and other parts of Central Melbourne office development having a floor area of up to 4 000 square metres can locate without a planning permit subject to approval of layout plans. Office development greater than this floor area requires a permit.

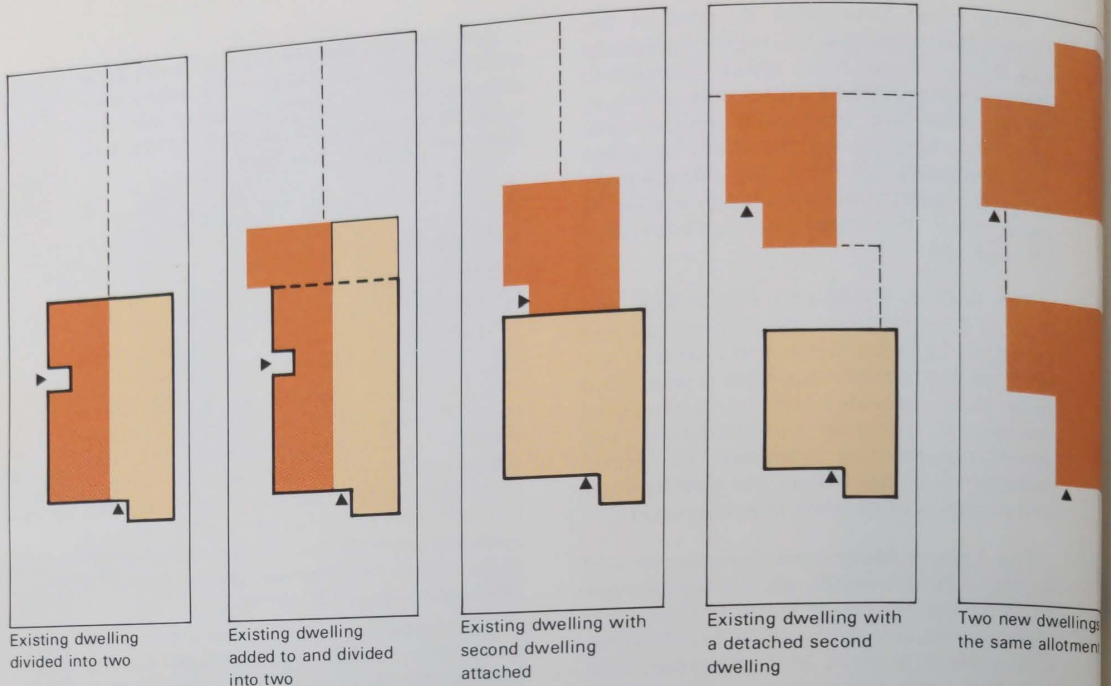
Office development in commercial areas other than district centres and Central Melbourne will be limited to a floor area of 2 500 square metres. A permit is required from the council for office development having a floor area of between 1 000 and 2 500 square metres in these centres. The present provisions of the Scheme will continue to apply to office development having a floor area of up to 1 000 square metres.

In industrial zones office development can establish without a planning permit provided the office is directly associated with an industrial operation. Where the office provides services to industries in the area a permit will be required. All other office development is prohibited.

4.4 Residential Zones

In the past, Residential 'A' and 'B' and 'C' Zones reflected varying site densities of flat development. Various amendments have removed the essential differences, and provisions for the three zones are now largely the same. Residential 'A' and 'B' Zones are therefore deleted from the Scheme and replaced with Residential 'C' Zone.

Strategic objectives indicate the broad intent within residential areas. The Board will further clarify its intent with respect to particular areas in consultation with each council and will take account of the combined emphasis plan in Chapter 5. Where necessary it will provide a lead by amendment of the Metropolitan Scheme. Local detail will generally be reflected in a local development scheme.



Existing dwelling

New dwelling

--- Fence

▲ Entrance

Examples of Dual Occupancy

4.5 Dual Occupancy

Building new houses or converting existing houses to provide two dwellings on a single lot could satisfy a need in the community for rental accommodation, for extended family units and for smaller dwellings. It would also allow a more intensive use of otherwise under-used buildings and space.

Single lots of adequate size may be developed with two self-contained dwellings. These can take various forms including:

- division of an existing house into two dwellings
- division of a house with building additions
- construction of a new dwelling attached to a house
- construction of a new detached dwelling on the same lot as the existing dwelling
- construction of a pair of attached or detached dwellings on a vacant lot.

To ensure that dual occupancy results in a pleasing and functional layout for both occupiers and neighbours there are requirements as to the open area available to each dwelling, privacy for residents and a limitation of two storeys for any new building.

No planning permit is needed where these requirements are met but where variations are necessary a permit can be sought.



4.6

Home Business

New electronic technology together with a general contraction of job opportunity mean that home based work will continue as an important aspect of economic activity and help to meet the demand for part-time work.

A great many work tasks can be done conveniently and unobtrusively at home. A more flexible approach to such activity in residential areas should be possible, provided it is suitable to the area and will not adversely affect the neighbourhood.

This work pattern will foster economies in use of the transport system, particularly by road vehicles.

4.7

Four New Zones in the Metropolitan Countryside

Amendment 150 to the Metropolitan Scheme includes certain changes to refine existing Board policies for the metropolitan countryside.

These changes include the creation of four new zones, in which the allowable minimum new lot size is larger than now applies; they affect areas mainly to the north and west of Melbourne. These changes are needed to discourage subdivision into lots below a size suited to broad-scale farming. Changes are also made near Clyde to recognise areas where soils are suitable for large-scale market gardening.

The four new zones are:

- General Farming B Zone, with a minimum lot size of 80 hectares
- Corridor B Zone, with a minimum lot size of 40 hectares
- Corridor C Zone, with a minimum lot size of 80 hectares
- Intensive Agricultural B Zone, with a minimum lot size of 40 hectares and suitable for market gardening.

Among localities affected by the changes are:

- Merri Corridor and the Corridor west of Werribee are included in the Corridor C Zone, minimum lot size 80 hectares
- Point Cook Corridor is included in the General Farming A Zone, minimum lot size 40 hectares
- Sunbury, where the existing Corridor Zone outside the designated township area is included in General Farming B Zone, minimum lot size 80 hectares

- Melton and Keilor, between which the existing Corridor Zone is included in the General Farming B Zone, minimum lot size 80 hectares

- Whittlesea, around which the existing Corridor Zone is included in the Corridor B Zone, minimum lot size 40 hectares.

These changes to General Farming and Corridor Zones necessitate changes to some adjoining areas where the remaining large holdings are also used for broad-scale farming. These are:

- the existing Woodstock/Wollert Landscape Interest Zone is included in the General Farming B Zone, minimum lot size 80 hectares
- north and west of Whittlesea, the existing Landscape Interest Zone is included in the General Farming A Zone, minimum lot size 40 hectares.

Land at Clyde is part of the Intensive Agriculture B Zone, minimum lot size 40 hectares, which recognises land suitable for large-scale market gardening. The minimum lot size here could be reduced to say 30 hectares when an assured source of irrigation water is available.

As well as these changes to zoning and minimum allowable new lot sizes, Amendment 150 also sets out statements of specific objectives for all existing and proposed non-urban zones. For existing zones, these objectives are largely statements of the intent of the zones and have previously been published in reports by the Board but not previously written into the Scheme.

The amendment also updates and clarifies the criteria to be used in deciding development applications.

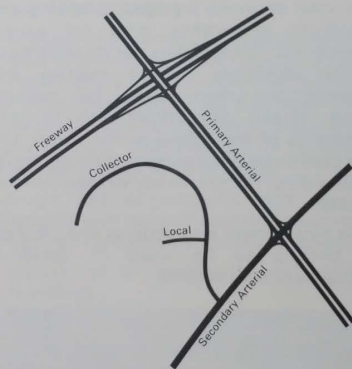


4.8 Changes to Designation of Roads

The maps that form part of Amendment 150 to the Melbourne Metropolitan Planning Scheme change the designation of a number of roads.

These changes bring the designations into line with the way the road system functions. The changes are limited to existing roads. No road widenings or new road routes are included in the maps and no additional privately-owned land is reserved. The changes are based on knowledge gained in the Hierarchy of Roads Study.

The terms 'main' and 'secondary' are retained for the present. It is intended that 'main' will later be replaced by 'freeway' and 'primary arterial' road classifications in the Hierarchy of Roads Study, and 'secondary' by 'secondary arterial'. It is not intended that the Metropolitan Planning Scheme maps should designate collector roads or local access streets.



4.9 Parking Provisions

Amendment 150 contains major revisions to car parking clauses. These provide for parking limitation areas, changes to parking requirements and designation of the central business district as a limitation area. They are made in response to the findings of the Metropolitan Parking Study.

The Board commissioned reports into metropolitan parking after criticisms, largely from councils, that the requirements of the Metropolitan Planning Scheme were inadequate and that certain land uses were omitted from the relevant Scheme clause.

The study by Nicholas Clark and Associates developed a framework which included two separate conditions in each of which a different method of calculating parking requirements should apply. These are:

- limitation areas, in which the level of locally generated traffic is approaching or exceeds some critical value, or where the Board wishes to influence the nature and extent of development for strategic reasons
- generation areas, where there is no major traffic problem caused by parking, and where the proposed development has adequate provision for vehicle movements.

Wilbur Smith & Associates developed the requirements to be included in the Scheme from a combination of field surveys and a review of studies done by others. Variation in parking demand revealed by these figures determined the upper and lower limits specified in the generation area tables. These are expanded to include a wider selection of purposes than previously specified in the parking provisions of the Metropolitan Planning Scheme.



5

BALANCING OPPORTUNITIES AND CONSTRAINTS

The Strategic Framework Plan included in Amendment 150 gives a broad picture of the localities to which objectives now included in the Metropolitan Planning Scheme are to be applied.

In the non-urban area, the objectives reflect established policies and are based on research of physical and social factors in the metropolitan countryside. The Strategic Framework Plan is adequate to indicate the areas in which emphasis is given to particular non-urban objectives.

Because of the overlap of interests in the urban area, the Strategic Framework Plan does not show the degree of emphasis to be given to objectives in particular localities. To provide some understanding of the effect of urban objectives and to give guidance, particularly to councils, as to areas where the objectives can be furthered, the Board has produced plans showing degrees of opportunity for housing diversity, accessibility to jobs and transport, and servicing constraints. These factors have been drawn together in a combined emphasis plan to provide information on degrees of opportunities and constraints for one of the key issues of the metropolitan strategy, the nature and extent of residential development.

The combined emphasis plan, together with the other plans, will assist councils in supporting the provisions of the Metropolitan Planning Scheme and its objectives in local areas through local development schemes. This process will also assist the task group of the State Co-ordination Council (discussed in Chapter 6) in assigning priorities to programmes and in developing a co-ordinated approach by public agencies to implementation of the strategy.

5.1

Developing the Emphasis Plans

The degree of emphasis to be given to the residential objectives will vary from area to area because physical and social factors mean that opportunities and constraints vary between those areas.

The first residential objective, for example, calls for 'diversity in dwelling density, type and tenure'. While some places already have that diversity, and increases may be inappropriate, other places have more opportunity for such an increase.

Constraints exist, for instance, in that some areas have only a limited available capacity in their public utility networks without expending large sums to upgrade those networks.

To identify more clearly how opportunities and constraints affect particular places, the metropolitan area was divided into segments 635 metres east-west and 1 060 metres north-south and census and other data used for computer input.

Computer techniques were then used to produce plans to show how the strategic objectives relate to existing conditions and the potential for further development. Although the analysis covered the Metropolitan Statistical Division, the plans relate to the area for which the Board is responsible.

5.2

A Choice of Emphasis

By scoring individual factors and using computer sieving techniques, it is possible to identify places where the greatest emphasis would need to be given if one aspect of the strategy is assumed to be of prime importance.

Housing: The housing plan shows the relative emphasis that would have to be given to particular parts of the metropolitan area if greater housing density and diversity were the only considerations.

Census data was used to identify places lacking in dwelling diversity, places where larger lots and low occupancy provided opportunities to increase diversity and density, and places which needed more private rental housing. Adjustments were made to give less emphasis to housing in the outer areas than in the more developed areas, with the exception of places committed for urban expansion. Further adjustments were made for places where conservation issues are likely to mean fewer opportunities for physical change.

Taken together, these factors show that the greatest housing emphasis would need to be given generally to the older established or middle suburbs, notably in the east and south and least emphasis to the inner suburbs.

Accessibility: The accessibility plan shows the relative emphasis that should be given to particular places if access were the only consideration.

It gives particular emphasis to places within one kilometre of a tram line or a railway station. It also takes into account access to jobs by car and by public transport, and the marginal cost of transport, information on these factors having been derived from transport computer models.

The accessibility emphasis plan shows the scope for greater emphasis to be given to areas served by both trams and trains, with lesser emphasis on those parts of the outer areas remote from the tram and train networks. There is an obvious contrast with the housing emphasis plan in the emphasis to be given to the inner suburbs.

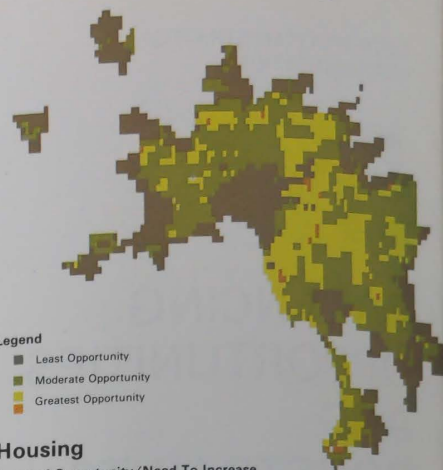
Servicing Constraints: Most development, unless it is slight, is likely to result in extra demands on water supply, sewerage and drainage networks. Some places have capacity to accept these demands, others do not.

The service constraints plan shows in broad terms the range of such constraints. They are least in the northern inner suburbs, eastern and southern established suburbs, and those parts of the newer established and outer areas where services are already available but not under full load. They are highest in central inner Melbourne and parts of the northern and western suburbs. A policy of minimum spending on services would favour development where there are least servicing constraints.

Combined Emphasis: A combined emphasis plan was then compiled. It took account of the strategic objective to encourage development in and around Central Melbourne and the district centres, and combined this with the factors already discussed: housing, accessibility and servicing constraints.

The combined emphasis plan, as might be expected, identifies the primary areas for development as being those in and around Central Melbourne and the district centres. It does, however, identify certain areas where development is somewhat constrained by service costs.

Following Central Melbourne and the district centres, which are rather localised areas for development, the combined

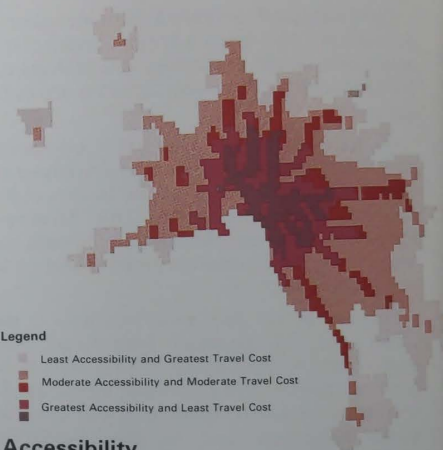


Legend

- Least Opportunity
- Moderate Opportunity
- Greatest Opportunity

Housing

Areas of Opportunity/Need To Increase Housing Density and Diversity

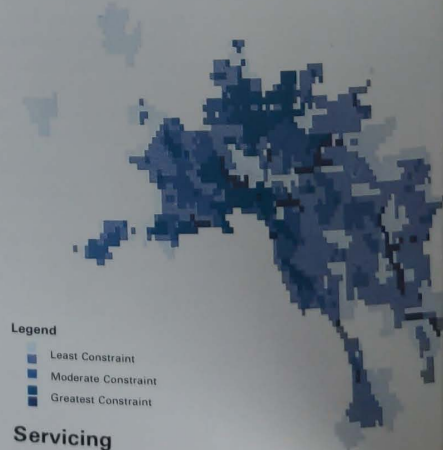


Legend

- Least Accessibility and Greatest Travel Cost
- Moderate Accessibility and Moderate Travel Cost
- Greatest Accessibility and Least Travel Cost

Accessibility

Areas of Accessibility and Travel Cost



Legend






- Least Constraint
- Moderate Constraint
- Greatest Constraint

Servicing

Areas of Constraint



Legend

-  Least Emphasis
-  Moderate Emphasis
-  Moderate Emphasis
-  Greatest Emphasis
-  Greatest Emphasis

Combined Emphasis
Areas of Development Emphasis

emphasis plan shows that emphasis should be placed on the inner north and established east and south suburbs, with some extensions along railway lines, plus the six future district centres. Within Central Melbourne, the district centres, and the other areas just described, opportunities for residential development should in most places be encouraged by all means possible. Exceptions would be places where further detailed investigations show that change is not desirable.

The third and fourth degrees of emphasis, the middle range, cover the largest part of the metropolitan area. Opportunities for appropriate residential development will occur in these areas from time to time, and should be encouraged.

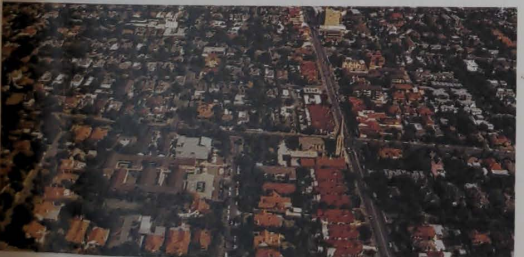
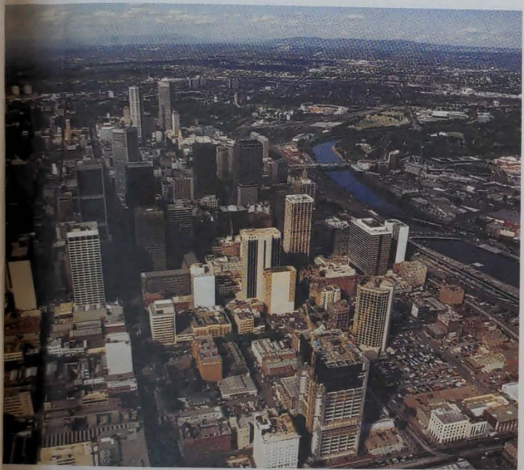
The lowest degrees of emphasis on the combined emphasis plan show areas where widespread change is least desirable. Further investigation will no doubt show that some opportunities do exist for beneficial changes. The emphasis here is likely to be on selective infill and residential development that fits in with the scale and character of the existing buildings.

5.3 Use of the Combined Emphasis Plan

The combined emphasis plan will be taken into account by the Board when reviewing local development schemes and proposals for development. Although the plan relates primarily to the residential objectives, when used in conjunction with the accessibility and servicing constraint plans it also indicates the emphasis to be given to other strategic objectives.

The plans, of course, provide information on a broad metropolitan basis and the final choice of places for development or redevelopment is a matter for investigation and discussion.

The emphasis given to particular places may also change from time to time. When public utility works have to be replaced, the service constraints in an area may change, thus opening the way for further development.



6

PUTTING THE STRATEGY INTO ACTION

Putting Melbourne's planning strategy into action is a task which will depend upon both public and private sector involvement, each with its own powers, responsibilities and interests.

The strategy provides the framework for decisions which will need to be co-ordinated at all levels, if they are to produce maximum benefits for the people of Melbourne.

6.1 The Need for Co-operation

Many and various actions are available to the Board and others to implement the strategy. These include actions under the Melbourne Metropolitan Planning Scheme and local development schemes, preparing guidelines, and executive actions under existing powers. They also include measures over which the Board has no direct control, but which will be vital in achieving the various objectives.

The available actions are discussed in this chapter and set out in detail in action charts at the end of the chapter.

State Cabinet has directed that government departments and agencies devise a co-ordinated and uniform approach, through the State Co-ordination Council, for implementing the strategy.

A task group of the State Co-ordination Council, chaired by the Secretary for Planning, has been formed. Its terms of reference are to:

- examine the implementation measures proposed in the MMBW (Metropolitan Strategy, July 1980) report
- collate and review and then transmit to the MMBW the policy initiatives and other actions already taken by agencies in conformity with the strategy or which are consistent with the thrust of the strategy

2A

- report on changes to existing and proposed programs and other relevant actions required to implement the strategy
- identify the ways and means of securing a co-ordinated approach to the preparation of implementation programs having regard to the strong interaction of the various individual programs involved
- identify the ways and means of ensuring continued co-ordination of agencies actions and monitoring the progress of programs directed at furthering the accepted strategy
- report periodically to the State Co-ordination Council.

2A

The task group includes representatives of:

Department of Planning
 Ministry of Transport
 Ministry of Housing
 Education
 Treasury
 State Electricity Commission
 Gas and Fuel Corporation
 Melbourne and Metropolitan Board of Works
 State Rivers and Water Supply Commission
 State Co-ordination Council support staff
 Others to be co-opted as required.

6.2 Role of the Melbourne Metropolitan Planning Scheme

The major means of implementation available to the Board in its planning role is the Melbourne Metropolitan Planning Scheme. It is the established means of land use control in the metropolitan area.

As implementation of the strategy progresses, planning control will become a combination of the Metropolitan Planning Scheme and local development schemes. The Metropolitan Planning Scheme will continue to provide a consistent basis for control of development throughout the metropolitan area. It will continue to be administered by the Board and by councils under delegated authority from the Board.

Amendment 150 to the Metropolitan Planning Scheme specifies objectives for the first time, for various aspects of the Scheme. These provide the basis for a commitment to a course of action to ensure that planning decisions are integrated with the metropolitan strategic intent. This commitment to the strategy will provide a framework for greater certainty in decision making.

6.3 Local Development Schemes

Local development schemes will control local detail and will be developed and administered by local councils. There is a statutory requirement for Board certification that they are consistent with the objectives and provisions of the Melbourne Metropolitan Planning Scheme.

6.4 Other Board Actions

As well as its powers under the Metropolitan Planning Scheme, the Board has various administrative, financial and advocacy powers which it can apply to the task of achieving the metropolitan planning objectives.

All ways in which the strategy can be put into action need careful development. Some can be started readily under present powers. Some need legal changes. Some need changes to present procedures. Some actions lead to rapid results. Others need commitment over a long period if they are to produce results. The one aspect they have in common is that they help achieve the metropolitan objectives and so make Melbourne a better and more rewarding place to live and work.

Administrative: The Board could use its administrative powers, for instance, in land amalgamation, urban renewal, co-ordination of services and purchase of land or buildings for public use. Such action may be appropriate where there is broad consensus on the merit of a particular development, but to further it is beyond the resources of individual developers or councils.

Financial: The Board is aware that the objectives recommended in the metropolitan strategy will not be achieved unless positive action is taken to create an environment in which their implementation will be encouraged.

In addition to the proposals outlined in Chapter 1 of this report, the Board is now examining a number of options which might be adopted in order to create increased opportunities for development which would support the objectives of the Metropolitan Strategy. These are intended to support the promotion of Central Melbourne and district centres, and include:

- reduction in the present area contributions of up to 50 percent of that presently levied for development or redevelopment
- provision of a rate 'holiday' of up to two years for new development or

redevelopment. This rate holiday would be applied during construction provided that where any part of a development or redevelopment is sold or leased during that time then those parts sold or leased would be subject to normal rates

- where councils take an initiative leading to the redevelopment of land or property, the Board intends investigating ways and means of providing funds for:
 - purchase of lands for amalgamating sites, facilitating resubdivision or for such other purpose required to implement a redevelopment scheme. Any land so acquired would thereafter be placed on the market to enable private enterprise to implement the redevelopment scheme
 - temporary finance for purchase or redevelopment of the land, where councils accept responsibility for redevelopment proposals which are in accord with the Metropolitan Planning Scheme.

Advocacy: The Board will use its influence with the Federal and State Governments, public authorities, councils, institutions, community groups and individuals to advocate actions on their part which will further the metropolitan planning objectives.

This advocacy will take place at all appropriate levels to gain maximum action in implementing and achieving co-ordination of policy decisions, financial activity and other steps. Some of this advocacy needs co-ordinated executive and financial actions, on the part of other authorities and the Board, to achieve common goals.

Other forms of advocacy include the spread of information and publicity for metropolitan aims. The Board can act as a clearing house for statistical, physical and social information, and so help public and private bodies at all levels decide on development projects. By promoting its policies, the Board can give the people of Melbourne, acting together and as individuals, an insight into the aims and objectives of metropolitan planning and the benefits they will get from consistent decision-making and action.

6.5 Action Charts

The Action Charts which follow set out measures that can be used to implement the various planning objectives. The charts are interrelated and reflect the many issues that must be covered in planning.

One such chart deals with Central Melbourne, another with District Centres, another with Other Centres. Others deal with particular issues as set out in the strategic objectives. These are Industry, Residential, Community Services and Facilities, Recreation and Open Space, Urban Conservation, Natural Conservation, Metropolitan Countryside, Transport.

Each chart has five columns: the first lists the strategic objectives, and the other columns list actions that can be used to achieve the objectives.

The four action columns are:

Planning Scheme: actions the Board has taken in Amendment 150 and ongoing actions through the Metropolitan Planning Scheme.

Local Development Schemes: actions that municipal councils are expected to take through local development schemes.

Supporting Measures: actions the Board and councils can take under other powers.

Advocacy: actions the Board itself cannot take, but which it advocates to the authorities responsible.

The objectives are numbered according to their clause number in Amendment 150. Actions in each column are numbered for reference.



STRATEGIC OBJECTIVES

Overall

5B (5) The overall strategic objectives are:

- (a) To encourage and facilitate urban development within areas coloured and delineated as urban on the strategic framework plan;
- (b) To maintain rural activity and to preserve the opportunity to accommodate future outward urban development when required within areas coloured and delineated as potential urban and deferred potential urban on the strategic framework plan; and
- (c) To conserve and permanently maintain the rural activities and significant natural features and resources of areas coloured and delineated as non-urban on the strategic framework plan.

(Numbers are clause numbers in Amendment 150)



Industry

5B (7) The industrial strategic objectives are:

- (a) To encourage the maintenance and further development of industrial activity within areas coloured and delineated as inner and established areas on the strategic framework plan subject to the capacity or provision of essential services;
- (b) To locate industrial development in areas coloured and delineated as outer areas on the strategic framework plan where essential services, are or can be made available;
- (c) To enable uses providing for limited employment to establish within residential areas where they are compatible with the character of the locality and will not cause loss of amenity to adjoining land; and
- (d) To enable industry to establish within commercial areas provided it is compatible with the character of the locality and will not cause loss of amenity to adjoining land.

(Numbers are clause numbers in Amendment 150)

PLANNING SCHEME

Actions the Board proposes through the Metropolitan Planning Scheme.

In Amendment 150:

See following charts

Ongoing Programme:

- 1.1 Provide adequate supply of land within urban zones for future development.
- 1.2 Review non-urban uses within non-urban zones to ensure continuity of rural activities and conservation of natural features and resources.

HOW OBJECTIVES CAN BE ACHIEVED

In Amendment 150:

- 1.1 A new definition of 'Home Business' allows up to two non-resident workers, subject to compliance with performance standards designed to protect residential amenity.
- 1.2 A new District Centre Zone provided in which service industry and/or light industry can establish.
- 1.3 Offices other than those associated with on-site industrial operations, or providing services to industry are prohibited in all industrial zones.

Ongoing Programme:

- 1.4 Rationalise industrial and commercial zones and streamline ordinance controls by using performance standards as a basis, particularly for protection of the environment and health.
- 1.5 Allow for the alternative listed historic buildings for appropriate purposes in industrial use subject to compliance with performance standards and acceptable changes to building structure and/or appearance.

LOCAL DEVELOPMENT SCHEMES

Actions the Councils are expected to take through Local Development Schemes.

- 2.1 The overall strategic objectives relate to the development of the entire metropolitan area and are reflected in the Melbourne Metropolitan Planning Scheme. Local development schemes are derived therefrom and will contain measures designed to implement the Metropolitan Strategy.

SUPPORTING MEASURES

Actions the Board and Councils can take.

- 3.1 Ensure that the content and implications of the strategy are widely publicised and in such a manner that maximum community awareness is attained.
- 3.2 Monitor and review development and activity and operation of the Melbourne Metropolitan Planning Scheme.

ADVOCACY

Actions which the Board will urge other authorities to take.

- 4.1 Encourage a co-ordinated approach by public and private sector agencies to the implementation of the strategy.

- 2.1 Assess the potential of vacated industrial sites for re-use and rehabilitation, particularly in the inner areas and for small scale enterprises.
- 2.2 Provide local industry with detailed performance standards and/or site development brief.
- 2.3 Permit 'Home Business' sensitive to need for local employment, access and amenity.
- 2.4 Make provision for sites for small factory units.
- 2.5 Designate industrial activity areas in which rehabilitation and re-use of buildings for various types of industry would be encouraged and facilitated.

- 3.1 Provide criteria and standards for subdivision and use within industrial zones.
- 3.2 Promote industrial activity and employment through the provision of information on land availability and services.
- 3.3 Prepare outline development plans for industrial areas and designate Preferred Development Areas for industrial development where these provide good opportunity for local employment and proximity to transport nodes.

- 4.1 Promote a review of State decentralisation policies to enable selected metropolitan industrial locations to compete on equal terms for investment.
- 4.2 Support an amendment to Section 9 of the Sale of Land Act to permit purchase negotiations to take place before a plan of subdivision is finalised.
- 4.3 Encourage the development of simple and inexpensive flatted factories and warehouses for small scale enterprises in selected locations for rental under the control of the Ministry for Economic Development.
- 4.4 Increased promotion of advisory services to small businesses.
- 4.5 Ensure the co-ordination of environmental standards with metropolitan strategic objectives.
- 4.6 Use of Local Government Act powers to acquire and develop land for industry in selected areas.
- 4.7 Support government promotional activities which encourage new forms of industry to locate in Melbourne.
- 4.8 Encourage the recycling of existing industrial buildings for small factories.



STRATEGIC OBJECTIVES

Residential

5B (6) The residential strategic objectives are:

- (a) To encourage and facilitate opportunities for diversity in dwelling density, type and tenure within the areas coloured and delineated as urban on the strategic framework plan;
- (b) To encourage and facilitate development and selected rehabilitation of residential development within the areas coloured and delineated as inner areas on the strategic framework plan subject to the capacity of essential services and community facilities and such development being compatible with the locality and the use of adjoining land;
- (c) To encourage and facilitate residential development within the areas coloured and delineated as inner areas on the Strategic Framework Plan on sites where industrial and commercial development is no longer required;
- (d) To encourage and facilitate the residential use of existing buildings originally used for non-residential purposes, and the provision of residential accommodation on the upper floors of commercial buildings subject to such development being compatible with the locality and the use of adjoining land;
- (e) To encourage and facilitate increased residential densities adjacent to centres of commercial and community activity, to parkland and Port Phillip Bay and within areas coloured and delineated as areas of high public transport accessibility on the strategic framework plan subject to the capacity of essential services and community facilities and such development being compatible with the locality and the use of adjoining land; and
- (f) To locate residential development within areas coloured and delineated as outer areas on the strategic framework plan where essential services and community facilities including public transport, are or can be made available.

(Numbers are clause numbers in Amendment 150)

PLANNING SCHEME

Actions the Board proposes through the Metropolitan Planning Scheme.

In Amendment 150:

- 1.1 Residential zones are rationalised.
- 1.2 Residential development in Central Melbourne and centres is provided for.
- 1.3 Dual occupancy is provided as a conditional use in residential zones.

Ongoing Programme:

- 1.4 Rezone industrial and commercial areas no longer needed for these purposes into residential zones and encourage recycling of appropriate buildings.

LOCAL DEVELOPMENT SCHEMES

Actions the Councils are expected to take through Local Development Schemes.

- 2.1 Provide for a variety of housing opportunities in terms of tenure, cost, type and increased density.
- 2.2 Provide for desirable residential mix within residential development.
- 2.3 Identify and plan for residential areas in need of environmental improvement or historic conservation.
- 2.4 Identify suitable locations and provide for multi-unit residential development of suitable residential land within 1 km of suburban rail stations, tram routes and public transport nodes and district centres.
- 2.5 Provide for residential development of upper floors of commercial buildings.
- 2.6 Modify standards in subdivisions in accordance with the principles set down in the Model Cluster Code.

SUPPORTING MEASURES

Actions the Board and Councils can take.

- 3.1 Prepare an outline development plan manual for new residential areas and a manual for rural-residential subdivision and development.
- 3.2 Continue preparation and review of outline development plans indicating the intended development of new residential areas for residential and associated community purposes.
- 3.3 Monitor and provide information on housing preferences and housing market supply and demand data for the community and developers.
- 3.4 Promote the review of public land holdings as opportunities for medium density housing.
- 3.5 Continue designation of Preferred Development Areas that allow a variety of housing tenure, cost and type and increased dwelling density within access to public transport.

ADVOCACY

Actions which the Board will urge other authorities to take.

- 4.1 Encourage the Federal and State Governments to lower or subsidise housing interest rates for the disadvantaged.
- 4.2 Encourage the Federal and State Governments and lending institutions to allow portability of mortgages.
- 4.3 Encourage the State Government to allow deferred payments or abolish stamp duty on housing transfer costs.
- 4.4 Encourage the Ministry of Housing to continue spot buying of a variety of housing types and promote urban homesteading where appropriate.
- 4.5 Encourage councils to provide public housing under the Local Government Act.
- 4.6 Develop further co-operation and co-ordination between housing authorities and planning authorities.
- 4.7 Encourage the revision of mortgage schemes to include low start mortgages, more flexibility and the abandonment of penalty clauses for early payments.
- 4.8 Encourage amendments to the Uniform Building Regulations to allow infill development, reduced site sizes, and a review of discretionary controls over site areas.
- 4.9 Encourage urban renewal programmes to facilitate the restoration and rehabilitation of housing and provide for infill housing development.
- 4.10 Encourage the Ministry of Housing and councils to provide medium density housing within 1 km of public transport nodes and activity centres.



STRATEGIC OBJECTIVES

Central Melbourne

5B (8) The activity centre strategic objectives are:

(a) To encourage, facilitate and reinforce the function of Central Melbourne as the dominant administrative, political, legal, financial, commercial, cultural, recreational, tourist and entertainment centre of the metropolitan area;

(e) To encourage development of activity centres (in this case Central Melbourne) that is consistent with their function described in these objectives in such a manner that:

- (i) there is effective use of land and buildings having potential for redevelopment;
- (ii) access to the centre by public transport is improved;
- (iii) pedestrian accessibility within the centre is not unduly hampered by natural or man-made barriers, in particular, railways and major roads;
- (iv) walking distances between retail and other facilities are minimised;
- (v) the design of adjacent roads, the circulation and diversion of vehicular traffic and access to parking stations and areas accord with the physical constraints of the centre;
- (vi) open or quiet areas are integrated with the overall development of the centre;
- (vii) the environment of the centre is enhanced by the integration of natural physical features, buildings or features of architectural, historic or visual significance;
- (viii) adequate daylighting, privacy and open areas are provided for dwelling units;
- (ix) multi-level development is designed in sympathy with its surroundings;
- (x) the centre provides goods and services appropriate to:

- (a) its residential catchment;
- (b) its industrial, commercial and recreational base;
- (c) its visitor or tourist appeal.

(Numbers are clause numbers in Amendment 150)

PLANNING SCHEME

Actions the Board proposes through the Metropolitan Planning Scheme.

In Amendment 150:

- 1.1 New zones are introduced in Central Melbourne to reflect the objectives for various areas.
 - 1.2 'Office Category I' is defined having a floor area greater than 4 000 square metres. A planning permit is required for this use in Central Melbourne Zones 1, 2 and 3 Zone, while in other Central Melbourne Zones a permit issued by the Board would be required.
 - 1.3 A greater range of land uses in some zones is allowed without a permit subject to the endorsement of plans, including office developments up to 4 000 square metres in floor area.
 - 1.4 Provision is made for a mixture of residential and non-residential uses within buildings in the central business district and adjacent areas.
 - 1.5 Provision is made for car parking requirements to take account of land use/building density and proximity to public transport.
 - 1.6 Melbourne central business district is declared as a parking limitation area.
- Ongoing Programme:*
- 1.7 Review opportunity for provision of reservations to ensure improved access.
 - 1.8 Review planning controls with a view to providing increased certainty for development.

HOW OBJECTIVES CAN BE ACHIEVED

LOCAL DEVELOPMENT SCHEMES

Actions the Councils are expected to take through Local Development Schemes.

- 2.1 Provide for the distribution of different types of commercial, cultural, tourist and entertainment facilities appropriate to Central Melbourne.
- 2.2 Clarify and minimise control over uses in Central Melbourne.
- 2.3 Apply criteria for multi-purpose occupancy of buildings and for associated open space area/pedestrian precincts.
- 2.4 Provide for the pedestrianisation of areas with concentration of administrative, financial, commercial, cultural, tourist and entertainment activities in particular in relation to metro-station location and to other fixed-rail services.
- 2.5 Provide for the conservation of designated buildings and their environs and selected streetscapes.
- 2.6 Provide for intensive housing in selected areas of Central Melbourne.

SUPPORTING MEASURES

Actions the Board and Councils can take.

- 3.1 Prepare guidelines for commercial, retail, cultural, tourist, entertainment, light industrial and residential uses, having regard to the basic identity of the area.
- 3.2 Set aside a sum annually to enable the expeditious provision of any new service normally provided by the Board or the council in order to overcome delays which otherwise could occur in the augmentation of services.
- 3.3 Examine the granting of a reduction of up to 50 percent of the present area contributions in respect of development or redevelopment.
- 3.4 Examine the provision of a rate 'holiday' of not more than two years to apply during the construction or renovation period of any new development or redevelopment, provided that where any part of a development or redevelopment is sold or leased during that period of time then those parts sold or leased would then be subject to normal rates.
- 3.5 Investigate the provision of funds for the purchase of lands for the purpose of amalgamating sites, facilitating resubdivision or for such other purpose required to implement a redevelopment scheme, any land so acquired thereafter being placed on the market to enable private enterprise to implement the redevelopment scheme.
- 3.6 Investigate the provision of funds for temporary finance to councils (where councils accept responsibility for development or redevelopment and such development or redevelopment proposals will be in accordance with the Metropolitan Planning Scheme) for the purchase and/or development of the land.

ADVOCACY

Actions which the Board will urge other authorities to take.

- 4.1 Amendment to regulations to allow for shared easements (common trenching) for electricity, telephone, gas and other services where appropriate.
- 4.2 Encourage and promote plans for the rehabilitation and improvement of selected areas within Central Melbourne.
- 4.3 Development of a central area by-pass system.
- 4.4 Encourage the provision of special funding to expedite development in Central Melbourne.



STRATEGIC OBJECTIVES

District Centres

5B (8) The activity centre strategic objectives are:

(b) To encourage and facilitate the function of areas coloured and delineated as district centres on the strategic framework plan as secondary administrative, commercial, cultural and entertainment centres within the metropolitan area to serve the needs of the population of the surrounding districts;

(e) To encourage development of activity centres (in this case district centres) that is consistent with their function described in these objectives in such a manner that:

(i) there is effective use of land and buildings having potential for redevelopment;

(ii) access to the centre by public transport is improved;

(iii) pedestrian accessibility within the centre is not unduly hampered by natural or man-made barriers, in particular, railways and major roads;

(iv) walking distances between retail and other facilities are minimised;

(v) the design of adjacent roads, the circulation and diversion of vehicular traffic and access to parking stations and areas accord with the physical constraints of the centre;

(vi) open or quiet areas are integrated with the overall development of the centre;

(vii) the environment of the centre is enhanced by the integration of natural physical features, buildings or features of architectural, historic or visual significance;

(viii) adequate daylighting, privacy and open areas are provided for dwelling units;

(ix) multi-level development is designed in sympathy with its surroundings;

(x) the centre provides goods and services appropriate to:

(a) its residential catchment;

(b) its industrial, commercial and recreational base;

(c) its visitor or tourist appeal.

(Numbers are clause numbers in Amendment 150)

PLANNING SCHEME

Actions the Board proposes through the Metropolitan Planning Scheme.

In Amendment 150:

- 1.1 A new zone is introduced for district centres to reflect the objectives for their development.
- 1.2 'Office Category 1', defined as having a floor area greater than 4 000 square metres, requires a planning permit issued by the Board in the District Centre Zone.
- 1.3 A greater range of land uses is allowed without permit for the District Centre Zone subject to the endorsement of plans, including office developments up to 4 000 square metres in floor area.
- 1.4 Provision is made for car parking requirements to take account of proximity to public transport.
- 1.5 Provision is made for a mixture of residential and non-residential uses within buildings in district centres.

Ongoing Programme:

- 1.6 Provide for the expansion of district centres having regard to the Ministerial guidelines in relation to retail development and the trading patterns/activities, physical environment, chosen location and existing physical structure of the centre.

HOW OBJECTIVES CAN BE ACHIEVED

LOCAL DEVELOPMENT SCHEMES

Actions the Councils are expected to take through Local Development Schemes.

- 2.1 Provide for the location of different types of residential, industrial, commercial and community uses appropriate to the particular centre.
- 2.2 Clarify and minimise control over uses in the District Centre Zone.
- 2.3 Provide for the movement of people and goods within and around district centres and particularly for short and long term car parking and the creation of pedestrian precincts.
- 2.4 Facilitate intensive housing within and in proximity to district centres.

SUPPORTING MEASURES

Actions the Board and Councils can take.

- 3.1 Prepare guidelines for residential, commercial, retail, industrial and community uses having regard to the basic identity of the area.
- 3.2 Set aside a sum annually to enable the expeditious provision of any new service normally provided by the Board or the council in order to overcome delays which otherwise could occur in the augmentation of services.
- 3.3 Examine the granting of a reduction of up to 50 percent of the present area contributions in respect of development or redevelopment.
- 3.4 Examine the provision of a rate 'holiday' of not more than two years to apply during the construction or renovation period of any new development or redevelopment, provided that where any part of a development or redevelopment is sold or leased during that period of time then those parts sold or leased would then be subject to normal rates.
- 3.5 Investigate the provision of funds for the purchase of lands for the purpose of amalgamating sites, facilitating resubdivision or for such other purpose required to implement a redevelopment scheme, any land so acquired thereafter being placed on the market to enable private enterprise to implement the redevelopment scheme.
- 3.6 Investigate the provision of funds for temporary finance to councils (where councils accept responsibility for development or redevelopment and such development or redevelopment proposals will be in accordance with the Metropolitan Planning Scheme) for the purchase and/or development of the land.

ADVOCACY

Actions which the Board will urge other authorities to take.

- 4.1 Amendment to regulations to allow for shared easements (common trenching) for electricity, telephone, gas and other services where appropriate.
- 4.2 Encourage and promote plans for the rehabilitation and improvement of district centres.
- 4.3 Development and implementation of traffic management schemes.
- 4.4 Upgrade local transport services to and between centres.
- 4.5 Encourage the provision of special funding to expedite development in district centres.



Other Centres

5B (8) The activity centre strategic objectives are:

(c) To facilitate the function of commercial and community centres to serve the needs of the surrounding community;

(d) To facilitate the function of local commercial and community development in residential areas which is necessary to serve the needs of the neighbourhood; and

(e) To encourage development of activity centres that is consistent with their function described in these objectives in such a manner that -

(i) there is effective use of land and buildings having potential for redevelopment;

(ii) access to the centre by public transport is improved;

(iii) pedestrian accessibility within the centre is not unduly hampered by natural or man-made barriers, in particular, rail-ways and major roads;

(iv) walking distances between retail and other facilities are minimised;

(v) the design of adjacent roads, the circulation and diversion of vehicular traffic and access to parking stations and areas accord with the physical constraints of the centre;

(vi) open or quiet areas are integrated with the overall development of the centre;

(vii) the environment of the centre is enhanced by the integration of natural physical features, buildings or features of architectural, historic or visual significance;

(viii) adequate daylighting, privacy and open areas are provided for dwelling units;

(ix) multi-level development is designed in sympathy with its surroundings;

(x) the centre provides goods and services appropriate to:

(a) its residential catchment;

(b) its industrial, commercial and recreational base;

(c) its visitor or tourist appeal.

(Numbers are clause numbers in Amendment 150)

PLANNING SCHEME

Actions the Board proposes through the Metropolitan Planning Scheme.

In Amendment 150:

1.1 Provision is made for car parking requirements to take account of proximity to public transport.

1.2 'Office Category 1', defined as having a floor area greater than 4 000 square metres and 'Office Category 2', defined as having a floor area in excess of 2 500 square metres but less than 4 000 square metres, are prohibited in these centres.

1.3 Office developments of 1 000 to 2 500 square metres in floor area (Office Category 3) will require a planning permit in Restricted Business, Office and Special Use 10 Zones. Development of this size will be prohibited in Local Business Zones.

1.4 Office development of less than 1 000 square metres in floor area (Office Category 4) is allowed without permit in these centres subject to the endorsement of plans or issue of a permit.

Ongoing Programme:

1.5 Monitor and review planning scheme provisions relating to these centres.

LOCAL DEVELOPMENT SCHEMES

Actions the Councils are expected to take through Local Development Schemes.

- 2.1 Provide for the distribution of different types of residential, light/service industrial, commercial and community uses appropriate to the particular centre.
- 2.2 Clarify and minimise control over uses within centres.
- 2.3 Provide for the movement of people and goods within and around centres, in particular for car parking and the creation of pedestrian precincts, where appropriate.

SUPPORTING MEASURES

Actions the Board and Councils can take.

- 3.1 Prepare guidelines for residential, commercial, retail, industrial and community uses having regard to the basic identity of the area.

ADVOCACY

Actions which the Board will urge other authorities to take.

- 4.1 Promote plans for the rehabilitation and improvement of centres.



STRATEGIC OBJECTIVES

Community Facilities

5B (9) The community facility strategic objectives are:

- (a) To provide the opportunity for people to have access to community facilities;
- (b) To enable land likely to be required for community facilities and essential services to be identified and set aside in advance of demand; and
- (c) To encourage and facilitate the establishment of community facilities in areas of commercial activity particularly in or adjacent to areas coloured and delineated as district centres on the strategic framework plan.

(Numbers are clause numbers in Amendment 150)



Recreation

5B (10) The recreation strategic objectives are:

- (a) To provide for major recreation activities within the Central Melbourne area;
- (b) To provide for the establishment of major public recreational areas in selected locations within the metropolitan area;
- (c) To provide the opportunity for the development of a variety of public and private recreational facilities and multiple use of public buildings; and
- (d) To encourage the setting aside of land in residential areas for local recreational purposes and to provide links to commercial and community facilities.

(Numbers are clause numbers in Amendment 150)

PLANNING SCHEME

Actions the Board proposes through the Metropolitan Planning Scheme.

In Amendment 150:

- 1.1 Provision is made for the location of community facilities in activity centres.

Ongoing Programme:

- 1.2 Continue to reserve land for community facilities as required.
- 1.3 Extend scheme definitions and provisions to include aged person housing and day-care complexes.

In Amendment 150:

- 1.1 Monitor and review reservation of land for recreation and open space.

HOW OBJECTIVES CAN BE ACHIEVED

LOCAL DEVELOPMENT SCHEMES

Actions the Councils are expected to take through Local Development Schemes.

- 2.1 Provide for community facilities in easily accessible areas of concentrated land use activity, near public transport nodes, shops, etc, particularly in commercial centres.
- 2.2 Provide for the joint use of facilities, such as car parks, wherever possible.

SUPPORTING MEASURES

Actions the Board and Councils can take.

- 3.1 Define basic requirements for location of community facilities (incorporating amenity, health, economic, physical and environmental criteria) for buildings, works and land uses, especially possibilities for shared-use buildings (public and private development).
- 3.2 Ensure adequate provision for community services and facilities in outline development plans.

ADVOCACY

Actions which the Board will urge other authorities to take.

- 4.1 Urge State and Federal Government to increase funding for a wider range of joint use community facilities.
- 4.2 Encourage the joint use and further development of sporting and other community facilities, particularly those located in public purpose reservations and public open space.
- 4.3 Encourage the co-ordination and timely provision of community services and facilities to meet the needs of people in new residential areas.

- 2.1 Provide for local recreation facilities and open space.
- 2.2 Provide for development and staging of recreation facilities.

- 3.1 Maintain an inventory of recreation and open space facilities.
- 3.2 Monitor community preferences for the development of recreation facilities and open space.
- 3.3 Update criteria for the selection of local open space through the use of outline development plans.
- 3.4 Continue Metropolitan Parks programme.
- 3.5 Continue to provide selective loan assistance for the acquisition of open space.

- 4.1 Liaise with public departments and private enterprise to establish appropriate recreation facilities and to ensure multi-use of existing facilities.
- 4.2 Seek changes to the Local Government Act to ensure that land set aside for open space is suitable in quantity, area and location.



STRATEGIC OBJECTIVES

Urban Conservation

5B (11) The urban conservation strategic objectives are:

- (a) To ensure as far as practicable the conservation and enhancement of designated buildings within the meaning of the Historic Buildings Act 1974;
- (b) To encourage continued occupation and maintenance of buildings of architectural or historic significance; and
- (c) To provide for new development which is compatible with areas containing groups of buildings or features of special character including parks, special gardens or landscapes and ensure that new uses do not adversely affect the amenity of the area.

(Numbers are clause numbers in Amendment 150)



Natural Conservation

5B (12) The natural conservation strategic objectives are:

- (a) To conserve the resources of soil, flora and fauna and the significant natural features of areas coloured and delineated as areas of high ecological and landscape interest value on the strategic framework plan;
- (b) To provide for the existing and potential functions of watercourses and floodways for drainage, ecological and recreational purposes; and
- (c) To facilitate the management and development of proven stone resources and to protect such areas from competing land uses.

(Numbers are clause numbers in Amendment 150)

PLANNING SCHEME

Actions the Board proposes through the Metropolitan Planning Scheme.

In Amendment 150:

- 1.1 Central Melbourne 6 Zone introduced to cover South Drummond Street, Jolimont and Albert Street.

Ongoing Programme:

- 1.2 Monitor and review provisions which allow a range of alternative uses for buildings of architectural or historic significance.
- 1.3 Continue to protect areas of metropolitan urban conservation significance.
- 1.4 Designate an adequate system of main and secondary roads to cater for through traffic and so protect the amenity of areas with urban conservation value.

HOW OBJECTIVES CAN BE ACHIEVED

In Amendment 150:

- 1.1 The matters which must be taken into account in decision making within non-urban zones have been clarified and extended.

Ongoing Programme:

- 1.2 Provide for a road system that is sensitive to, and minimises the impact of development on areas of high ecological and landscape interest.

LOCAL DEVELOPMENT SCHEMES

Actions the Councils are expected to take through Local Development Schemes.

- 2.1 Protect and enhance designated buildings of architectural or historic significance.
- 2.2 Make provision for areas of local urban conservation significance.
- 2.3 Provide a wide range of uses for significant building in urban conservation zones.
- 2.4 Facilitate the renovation, conversion and extension of significant buildings.
- 2.5 Provide sensitively sited and designed car parking in commercial and industrial conservation areas.

SUPPORTING MEASURES

Actions the Board and Councils can take.

- 3.1 Prepare guidelines for the renovation of significant buildings of architectural or historic importance indicating the degree and nature of change which may be appropriate and for the extension of these existing buildings for existing or new functions.

ADVOCACY

Actions which the Board will urge other authorities to take.

- 4.1 Revise building regulations in the form of performance standards to give maximum flexibility for economic changes of use.
- 4.2 Extend Historic Building Preservation Council assistance for historic building maintenance.
- 4.3 Rebate land tax and local authority rates in cases where the restoration of an historic or significant building is undertaken.
- 4.4 Government, public authorities and councils to recycle existing buildings of significance for use as office accommodation in preference to building or leasing new office space.
- 4.5 Encourage public authorities to undertake works which are in character with the conservation area.

- 2.1 The non-urban zones are of metropolitan strategic significance and therefore planning control will continue to be implemented by the Metropolitan Authority. In some existing low density subdivisions and townships restructure proposals may be considered for inclusion within local development schemes, subject to detailed locational, site capability and performance standards, on the basis that only limited public services will be available.

- 3.1 Prepare guidelines for land use and management and subdivision design in areas of high ecological and landscape interest values.
- 3.2 Prepare guidelines for subdivision and siting of buildings and works within floodways and adjacent to watercourses.
- 3.3 Continue planning liaison and advisory services to landowners.
- 3.4 Prepare regional management plans for the extraction of resources and restoration of these areas.

- 4.1 Encourage and support initiatives of government authorities to conserve the natural resources of the metropolitan planning area.
- 4.2 Encourage the application of a valuation and rating system for natural resource areas of the metropolitan region which has regard to the need to protect areas of high ecological and landscape interest values.
- 4.3 Seek legislation to require land sellers in non-urban zones to advise prospective purchasers where construction of a detached house on such land is prohibited under existing planning controls.
- 4.4 Encourage government actions to implement the recommendations of the Board's report 'Study of the Dog Problem in Fringe Farming Areas of Melbourne'. This would assist in reducing dog attacks on native fauna.
- 4.5 Increase promotion by government agencies of advisory services to land holders of natural resource areas.



STRATEGIC OBJECTIVES

Metropolitan Countryside

5B (13) The non-urban land management strategic objectives (as they relate to the metropolitan countryside) are:

- (a) To encourage the use of areas coloured and delineated as areas suitable for broadscale, mixed or intensive farming on the strategic framework plan for such purposes;
- (b) To minimise the need for urban works and services in the non-urban area;
- (c) To encourage community services required by residents of the non-urban area to be located in existing townships; and
- (d) To encourage uses compatible with the physical capability of the land.

(Numbers are clause numbers in Amendment 150)

HOW OBJECTIVES CAN BE ACHIEVED

PLANNING SCHEME

Actions the Board proposes through the Metropolitan Planning Scheme.

In Amendment 150:

- 1.1 Areas suited to broadscale farming and intensive farming activities are included in the zones.
- 1.2 The matters which must be taken into account in decision making within non-urban zones are clarified and extended.

Ongoing Programme:

- 1.3 Include a Rural-Residential Zone at selected locations within existing urban zones corridors adjoining urban areas, where limited public services will be available.
- 1.4 Develop a functional rural transport system that supports the goal of maintaining the rural character of the metropolitan countryside and which caters for the various traffic demands of both rural and urban dwellers.

LOCAL DEVELOPMENT SCHEMES

Actions the Councils are expected to take through Local Development Schemes.

- 2.1 The non-urban zones are of metropolitan strategic significance and therefore planning control will continue to be implemented by the Metropolitan Authority. In specific rural-residential areas, small lot restructure subdivision and townships may be considered for inclusion within local development schemes subject to detailed locational, site capability and performance standards.

SUPPORTING MEASURES

Actions the Board and Councils can take.

- 3.1 Continue to publish reports identifying farming problems and recommending solutions; increase planning liaison and advisory services to landowners.

ADVOCACY

Actions which the Board will urge other authorities to take.

- 4.1 Promote a review of rural land management and subdivision policies in the Port Phillip District to enable consistency of approach to rural planning.
- 4.2 Encourage and support initiatives of government bodies to maintain the land resource and improve the landscape and environment of the non-urban and farming resources of the metropolitan planning area.
- 4.3 Encourage the application of a valuation and rating system based on valuation for rural land use.
- 4.4 Seek legislation to require land sellers in non-urban zones to advise prospective purchasers where construction of a detached house on such land is prohibited under existing planning controls.
- 4.5 Liaise with the Department of Planning to achieve a rationalisation of approach to the implementation of restructure plans for small lot subdivision.
- 4.6 Encourage government action to implement the recommendations of the Board's report 'Study of the Dog Problem in Fringe Farming Areas of Melbourne' so as to reduce dog attacks on livestock.
- 4.7 Increase promotion of advisory services to rural land holders.

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STRATEGIC OBJECTIVES

Transport

5B (14) The transport strategic objectives are:

- (a) To encourage transportation policies that support and positively assist the desired future pattern and nature of development in the metropolitan area;
- (b) To ensure that sufficient land is set aside for the present and future transport needs of the metropolitan population;
- (c) To encourage the development of transportation systems in a manner that is integrated with the pattern of land use development, has regard to the relationship between activities and the need to move people and goods at reasonable cost;
- (d) To ensure that conflict between transport and land use activities is minimised in the pursuit of high levels of both mobility and environmental quality;
- (e) To encourage the development of a balanced transport system which has regard to the role of the various modes of transport, including convenient and safe pedestrian, cyclist and public transport facilities; and
- (f) To encourage the development of a road system within the non-urban area which is compatible with its rural character.

(Numbers are clause numbers in Amendment 150)

PLANNING SCHEME

Actions the Board proposes through the Metropolitan Planning Scheme.

In Amendment 150:

- 1.1 Changes are made to the designation of main and secondary roads arising from the recommendations of the Hierarchy of Roads Study.
- 1.2 Changes are made to the requirements for the provision of parking, which involve distinguishing between limitation and generation areas, in general accordance with the findings of the Metropolitan Parking Study.
- 1.3 Melbourne central business district is declared as a parking limitation area.

Ongoing Programme:

- 1.4 Investigate appropriate provision for roads in the metropolitan country-side.
- 1.5 Provide adequate reservations for proposed roads, road widenings, railways and tramways.
- 1.6 Provide for long-term transport options to be preserved through appropriate reservations.
- 1.7 Investigate means of further implementing the recommendations of the Hierarchy of Roads Study.
- 1.8 Monitor and review the Metropolitan Planning Scheme provisions in relation to the transportation needs of the population.

HOW OBJECTIVES CAN BE ACHIEVED

LOCAL DEVELOPMENT SCHEMES

Actions the Councils are expected to take through Local Development Schemes.

- 2.1 Ensure that local development schemes are consistent with the metropolitan transport context.
- 2.2 Require a road and street system which recognises functional differences, and promotes a safe traffic environment.
- 2.3 Ensure that convenient and safe provision is made for the needs of pedestrians and cyclists.
- 2.4 Ensure that detailed planning is integrated with public transport services and systems.
- 2.5 Ensure that there is adequate provision for traffic circulation, particularly in relation to buses.
- 2.6 Make adequate provision for car parking.

SUPPORTING MEASURES

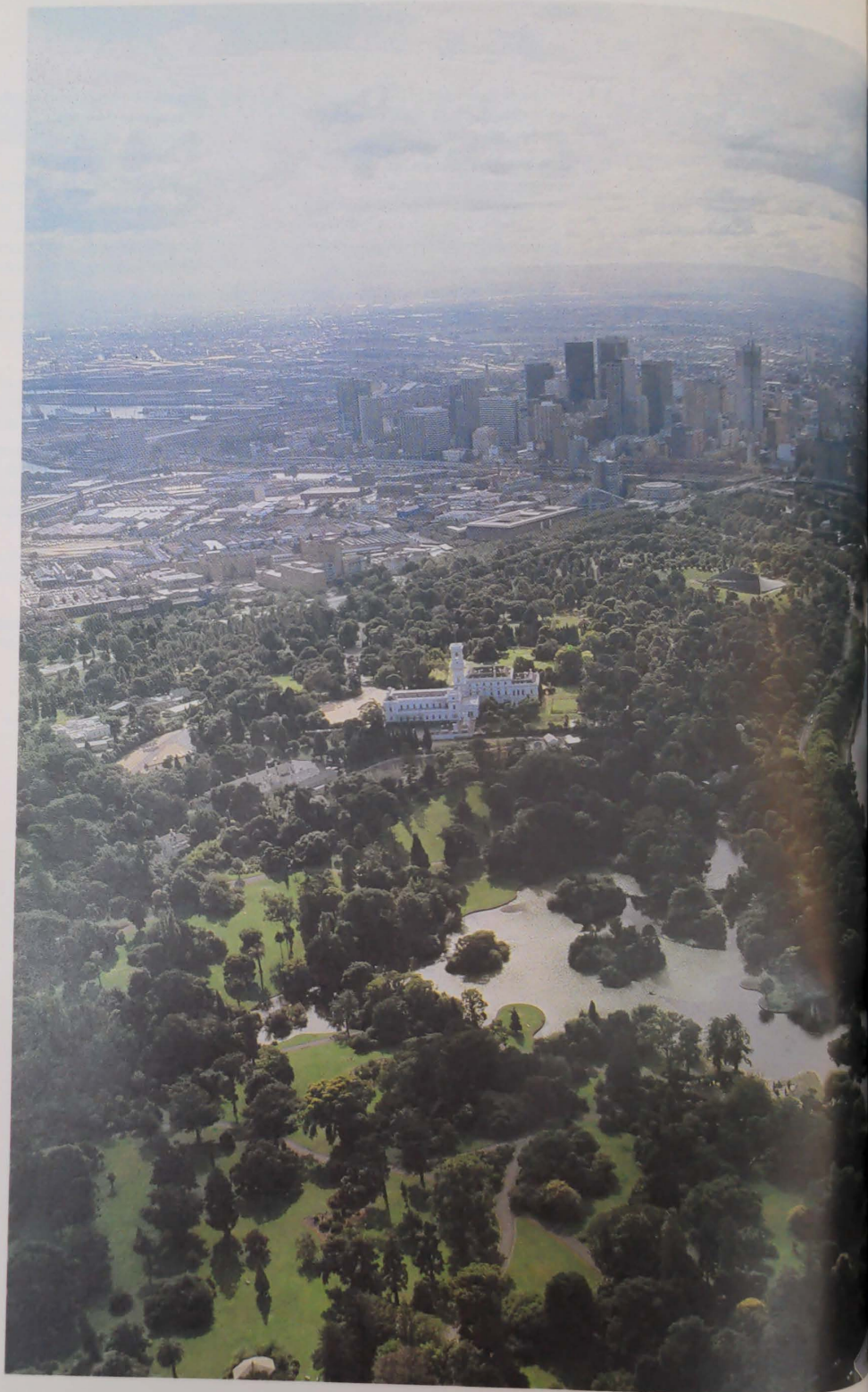
Actions the Board and Councils can take.

- 3.1 Prepare guidelines for the management of traffic-protected areas.
- 3.2 Update guidelines for the preparation of outline development plans to take into account traffic generation, environmental sensitivity, pedestrian, bicycle and bus routes.
- 3.3 Prepare guidelines to achieve a measure of compatibility between land uses and each road category in the urban system.

ADVOCACY

Actions which the Board will urge other authorities to take.

- 4.1 Promote the adoption of the Hierarchy of Roads Study with a view to obtaining uniformity of road classification.
- 4.2 Support the State Bicycle Committee's approach to provision of bicycle paths and bicycle-oriented improvements to the existing road system.
- 4.3 Promote measures which seek to relieve traffic congestion in peak periods by dispersing peak demand.
- 4.4 Promote the provision of an adequate level of public transport in all urban areas.
- 4.5 Support policies and practices that are consistent with the maintenance of the rural character of the metropolitan countryside.
- 4.6 Support measures in the Government's Draft Transport Plan, 1978.
- 4.7 Upgrade public transport services to and between district centres.



7

CENTRAL MELBOURNE

The importance of Melbourne's central business district has been fundamental to metropolitan planning and will continue to be a major concern.

An expanded area, Central Melbourne, is the strategic focus of activity. This covers the central business district (bounded by Spring, Flinders, Spencer and La Trobe Streets), the wider environs of this area, the adjoining parks and gardens and the main approaches, such as St Kilda Road and Victoria Parade.

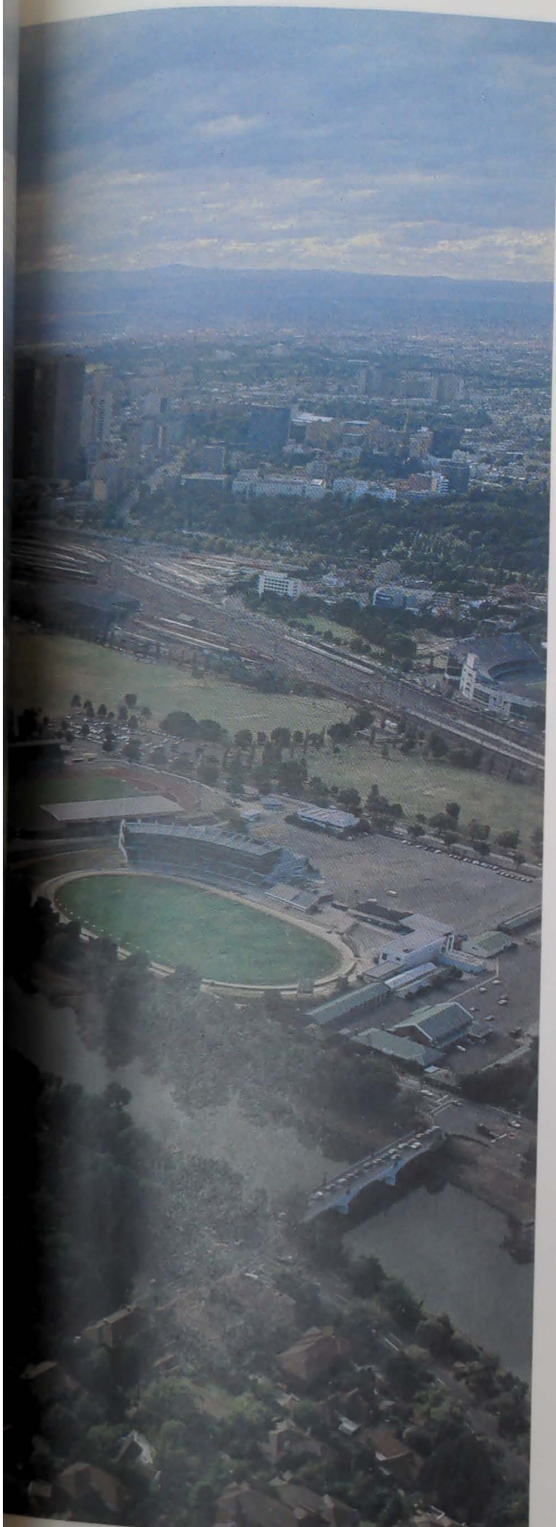
7.1 Enhancing Central Melbourne's Premier Role

The Board has identified three major groups of actions needed to enhance Central Melbourne in its premier role. One group is actions implemented directly by planning authorities, a second by transport authorities, and a third by various other authorities.

7.1.1 Planning Actions

The Board's intent for Central Melbourne is expressed in the strategic objectives and further detailed in the zone objectives and new zones in Amendment 150 to the Melbourne Metropolitan Planning Scheme, as discussed in Chapter 4. These zones and objectives are to provide certainty as to the nature of development which may occur in specific areas and to enable detailed local needs to be specified in local development schemes.

New zones are included in Amendment 150 in areas where the existing zones do not adequately reflect the Board's intent for development of Central Melbourne. Activities in areas such as St Kilda Road have administrative and commercial links with Central Melbourne and are included in the strategic objective for Central Melbourne. The present zoning of most of St Kilda Road will support the strategy. Some change is



made to a small area in the vicinity of Albert Road and the Domain.

The new zones have objectives which must be pursued in these areas in order to achieve the strategic objectives for Central Melbourne. While the main intention is to facilitate the commercial development of Central Melbourne, the Board will also encourage intensive housing development.

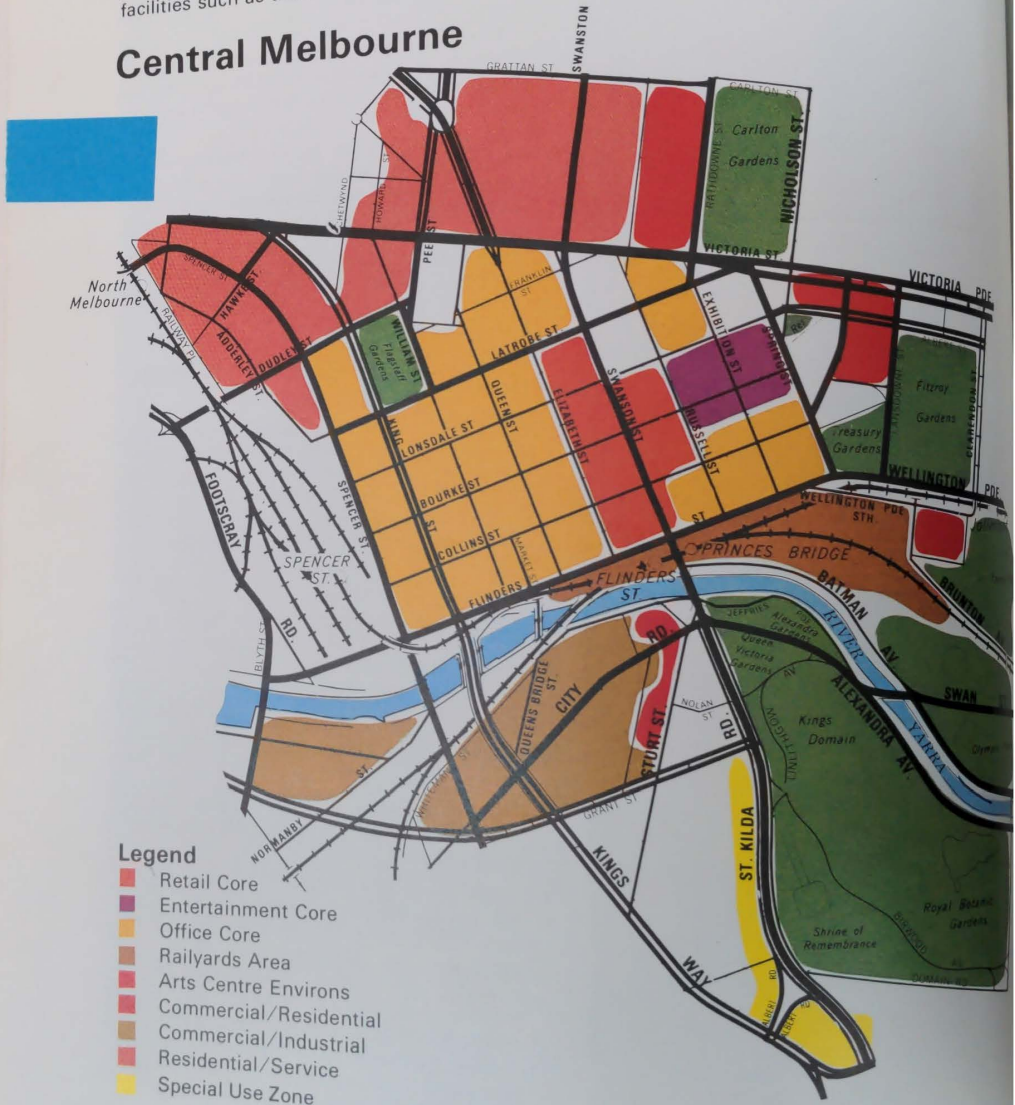
The zone objectives also seek to encourage development which takes advantage of and enhances parkland settings, the River Yarra and major cultural and entertainment facilities such as the Arts Centre.

Controls included in Amendment 150 encourage new development in selected areas compatible with the existing streetscape.

Further planning actions to be undertaken by the Board include:

- reviewing and co-ordinating local development schemes to ensure that the requirements under which development can take place without a planning permit are specified
- monitoring the effects of planning control on development and preparing amendments or modifications, as necessary

Central Melbourne



- reserving land for transport improvements
- creating a competitive advantage for Central Melbourne through land-use zoning and by reducing the time and therefore the costs and uncertainty involved in the rezoning or planning permit process and an easing of car parking requirements.

7.1.2 Transport Authority Actions should be directed to:

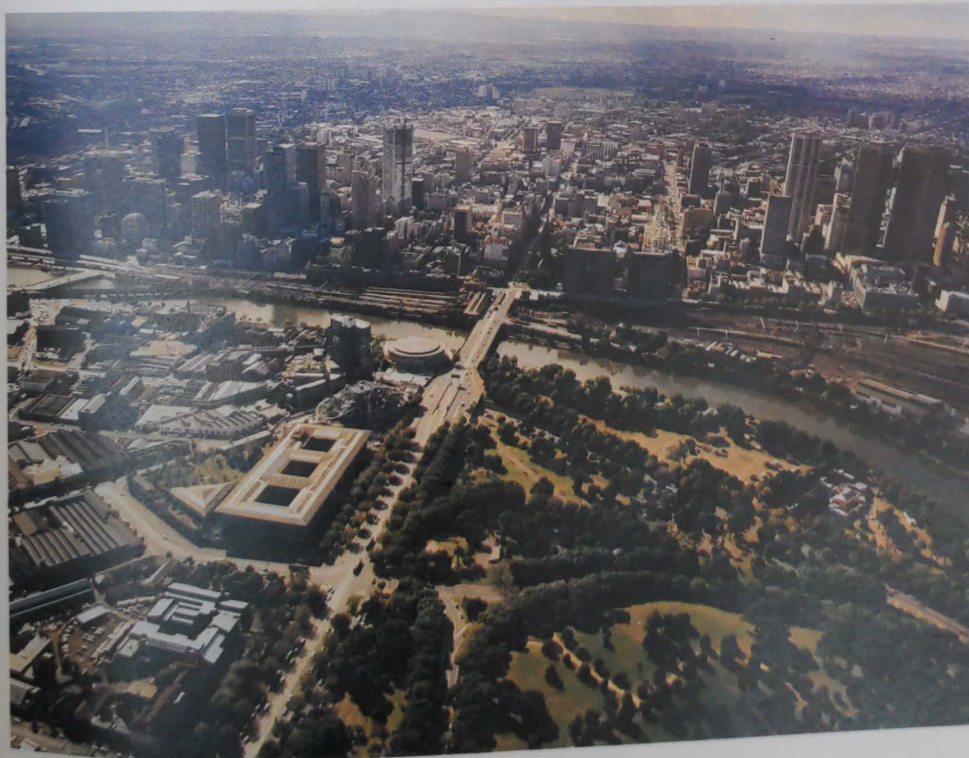
- removing through traffic from the heart of the City
- developing short term car parking for shoppers and people on business trips
- encouraging Central Melbourne employees to travel to work by public transport and encouraging the sharing of private cars.

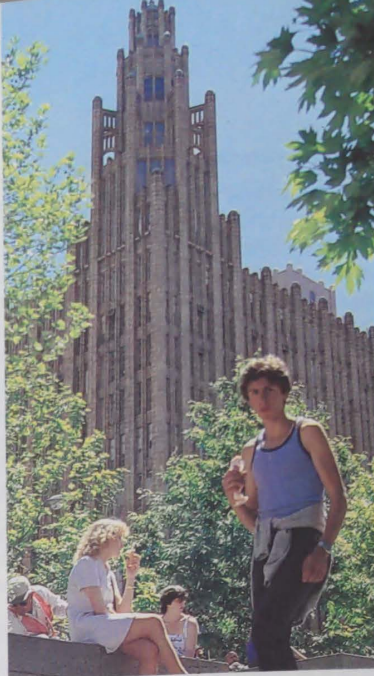


7.1.3

Other Authority Actions should be directed to:

- encouraging the conservation of significant buildings by modifying health and safety regulations that unnecessarily inhibit recycling
- encouraging the preservation of the very best examples of buildings of historic and architectural significance by appropriate funding and use suitable to the form and character of the buildings
- designing the physical environment to increase opportunities for on-street activities: for example, by providing open spaces for public performances and exhibitions, by providing pedestrian malls and by landscaping the banks of the River Yarra
- encouraging councils to implement traffic management measures in accord with guidelines supplied by relevant transport and planning authorities in order to improve the environment both for people who live in Central Melbourne and for people who come there for shopping, entertainment, business or sightseeing
- encouraging high density residential development in Central Melbourne particularly close to parks, the Victoria Market, educational and hospital facilities.





7.2 The Role of Central Melbourne

Central Melbourne and nearby areas contain by far the biggest concentration of community investment, both public and private, not only in the metropolitan area but in Victoria. It is important that the community of the metropolitan area and the state should continue to benefit from optimum utilisation of these assets.

For some years the central business district has had falling job opportunities and reduced rates of building construction, however there are recent signs of a resurgence in investment.

Studies by Melbourne City Council show that between 1972 and 1977 total central business district employment fell by 8.6 percent from around 160 000 to around 145 000. In the same period, the central business district's share of total metropolitan employment fell from 14.8 percent to 12.6 percent.

Some of the change in employment levels in the central business district is due to development in areas such as St Kilda Road. Activities conducted in these areas have strong administrative and commercial links with the central business district and this is recognised in the new concept of Central Melbourne. Development of major offices, retail and entertainment facilities will continue to be encouraged in the central business district and be supported by development in other parts of Melbourne. Amendment 151 to the Metropolitan Planning Scheme, exhibited at the request of the Minister for Planning, affects parts of Central Melbourne outside the central business district. This amendment is not yet approved and decisions on it will influence the final outcome of Amendment 150.

7.3 Retailing

Central Melbourne is the metropolitan area's major retail focus, even though its share of total retail trade has reduced.

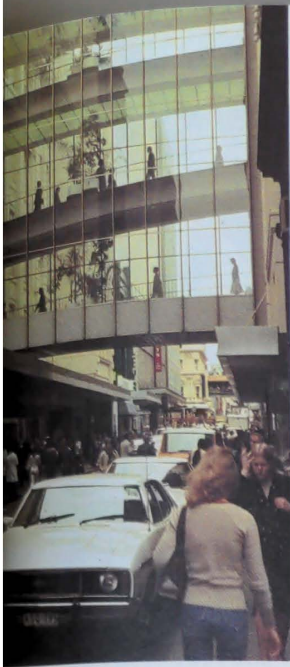
The central business district's share of retail sales in the Melbourne metropolitan area fell from over 40 percent in 1949 to about 11 percent in 1973. Retail floor space fell from about 646 200 square metres in 1954 to about 419 000 square metres in 1977, but was still three times as big as the largest suburban centre.

The future of Central Melbourne as the prime entertainment, retail and administrative centre in the metropolitan area has been the subject of much debate by many groups.

The Technical Advisory Committee on Retailing, formed by the Board in response to a request from the Victorian Government in 1979, noted that, with the growth of suburban retail centres, the central business district has become an area of specialist comparison shopping. About 60 percent of its retail space is speciality shops and showrooms, far more than in major suburban centres. This trend is likely to continue, with current retail investment in the area focussed on renovation to produce more speciality shops.

The Committee concluded that the central business district should be maintained as Victoria's major retail and business centre.

Workers located in the central business district provide a concentration of customers for city retailers. About 145 000 people work in the area, 100 000 of them in offices. In a report commissioned by the Board, G J



Conner & Associates estimate that in 1980 they accounted for 21 percent of city retail turnover, with a further 9 percent coming from workers located nearby. This suggests that increased activity in the central business district will lead to more opportunities for people to start business ventures that offer services to shoppers, the workforce and to other businesses.

A new zone is applied to the retail core of Central Melbourne to encourage continuation of the retailing function of Central Melbourne. The objectives for this zone also seek to encourage further establishment of speciality shops, urban design improvements and better use of buildings. However, retailing development in Central Melbourne will not be limited to the retail core area and retailing will be encouraged to complement activities in other areas.

Uses such as furniture warehouses, appliance sales and carpet sales require large display areas; the preferred location is within Central Melbourne or district centres and this is provided for in Amendment 150.

7.3.1 Major Shopping Complexes

The definition of a 'Major Shopping Complex' is a shopping development having a gross leasable floor area of 4 000 square metres or more. The Board will be the decision-making authority for approval of major shopping developments.

As a first preference, all major shopping complex developments will be required to be located in Central Melbourne or in a district centre.

Developers wishing to locate major shopping complexes elsewhere will have to show why they cannot or should not be in Central Melbourne or a district centre. The next most favoured location will be either within or near other commercial centres well served by public transport.

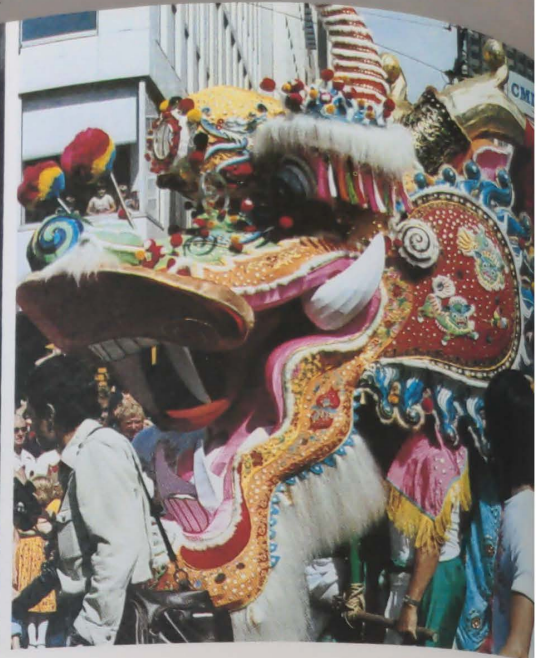
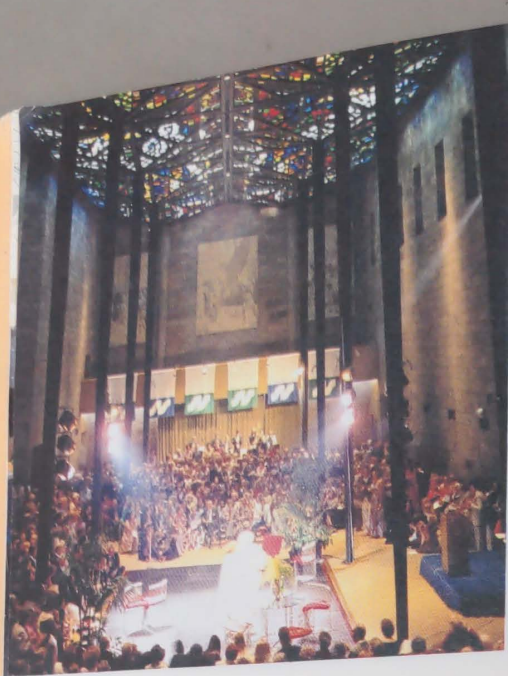
7.4 Offices

To help achieve the activity centre strategic objectives, a hierarchy of centres for office activities is proposed, along with new definitions for office developments. These steps are intended to encourage new office developments to locate in Central Melbourne or a district centre, and to keep major office development within Board control.

The proposed hierarchy is: 1. Central Melbourne. 2. District centres. 3. Other commercial and community centres. 4. Industrial zones. This hierarchy is consistent with the proposed activity centre strategic objectives.

7.4.1 Major Office Development

'Office Category 1' is defined as an office development having a gross floor area exceeding 4 000 square metres. These developments are encouraged in Central Melbourne particularly in the central business district and in district centres, but not elsewhere. Such major offices are permitted within relevant zones in the central business district but require Board approval in the remainder of Central Melbourne or in district centres.



7.4.2 Other Offices

Office developments having a floor area of between 2 500 and 4 000 square metres (Office Category 2) will also be encouraged within Central Melbourne and in district centres and will not require Board approval.

Office developments having a floor area of between 1 000 and 2 500 square metres (Office Category 3) may be considered by council's in all other commercial zones except the Local Business Zones, where such development is prohibited.

Office development having a floor area of up to 1 000 square metres (Office Category 4) will be permitted in all commercial zones. Office development should preferably locate in those centres with good public transport links.

Office development in industrial zones will be limited to those directly associated with industrial operations or those which provide services to industries in the zone.

7.4.3 Central Melbourne

Most new developments that come under the definition of Office Category 1 should favour location in Central Melbourne.

Although some office functions, such as insurance companies, have followed their customers into the suburbs, the head offices of major financial enterprises, large corporations and many government departments should stay within Central Melbourne.

Over the last 20 years occupied office space in the central business district has

more than doubled and is now about 2 500 000 square metres. Central Melbourne has the major concentration of white collar employment. In recent years the central business district has accounted for some 60 percent of office buildings approved for the Melbourne Statistical Division.

Between the census years 1971 and 1976, the number of white collar jobs in the City of Melbourne local government area grew from 151 000 to 160 000. Because of faster growth in the established and outer suburbs, however, its share of white collar jobs in the Melbourne metropolitan area fell from 30.5 percent to 28.6 percent.

Central Melbourne's percentage share of jobs in the metropolitan area is not likely to increase but development will be encouraged so as to increase the absolute number of jobs.

To encourage office development in Central Melbourne, new zones are introduced in the central business district and along part of St Kilda Road.

A new zone in the central business district provides for the continued development of major offices in Central Melbourne. The objectives particularly seek to encourage office development close to 'loop' stations, urban design improvements, better use of existing buildings and combined office and residential development in areas close to parks, Victoria Market, educational and hospital facilities.

In St Kilda Road, the new zone recognises the proximity of this area to parkland and seeks to encourage office development and high density housing to take advantage of and enhance this setting.

7.4.4 Office Development in the Suburbs

Although Central Melbourne still has the major concentration of white collar jobs, office work has increased in the suburbs. This is notably so for offices which directly serve the public. These include insurance and finance offices and banks, and such professions as solicitors and accountants. Some government offices also belong in this group, including welfare, employment and health insurance.

Various government departments which have less day to day contact with the general public have moved to the suburbs. Examples are the Country Roads Board, Country Fire Authority, Soil Conservation Authority and the State Rivers and Water Supply Commission.

Between 1971 and 1976, office jobs in the established suburbs grew from 244 000 to 300 000. Because of faster growth in the outer area, the established suburbs' share of white collar jobs grew only slightly, from 55.6 percent to 56.3 percent. In the same period, white collar jobs in the outer area grew from 44 000 to 73 000, taking their share for the metropolitan area from 9.9 percent to 13.7 percent.

Development creating white collar jobs in the suburbs will be encouraged to establish in district centres as a first preference.

7.5

Entertainment and Cultural Facilities

Central Melbourne has the largest concentration of cinemas, theatres and other entertainment facilities in Victoria. It also has the Arts Centre complex, museum, state library and many art galleries and similar facilities.

New zones in Amendment 150 provide for continuation of the entertainment function of Central Melbourne and for development in the vicinity of the Arts Centre to complement its function as a major cultural, tourist and entertainment facility.

7.6

Areas Adjacent to the Central Business District

Certain areas, mainly to the north and south of the central business district, have an important function in support of the primary role of Central Melbourne. New zones are provided which seek to encourage development in accordance with the strategic objectives. These are:

- north of Victoria Street - where the new zone seeks to encourage commercial,

industrial and residential uses which serve Central Melbourne. Existing residential development should be retained

- south of the River Yarra - where the new zone seeks to encourage commercial, industrial and high density residential development. Development in this area should take advantage of the open space and recreational potential of the River Yarra
- Jolimont railway yards - the new zone seeks to encourage development above the railway yards, which complements the cultural, tourist and entertainment functions of Central Melbourne and enhances the frontage to the River Yarra.

7.7

Retaining the Character of Central Melbourne

Central Melbourne has many major buildings which reflect its importance and character. Buildings of architectural and historic interest provide tangible links between the past and present role of Melbourne as the capital city of Victoria.

The existing powers of the Historic Buildings Preservation Council will ensure continued protection for historic buildings. New development and the renewal of existing buildings, however, should be compatible with such historic buildings and particularly with the maintenance and enhancement of the streetscape of Central Melbourne. The urban conservation strategic objectives in Amendment 150 reflect these concerns.

A new zone covers South Drummond Street, Jolimont and the Parliament House Precinct. It seeks to encourage development in these areas which will retain the character of buildings and their environs. A widened range of uses is allowed in the zone to assist in the retention of historic buildings.

Identification of significant streetscapes and buildings, particularly in the central business district, is being undertaken by the government. Following this review appropriate provisions can be included in the Metropolitan Planning Scheme and local development schemes to ensure that characteristics of these streetscapes are retained.

7.8

Transport and Central Melbourne

Melbourne's continued outward growth, plus reducing population in the inner suburbs, has reduced the number of people

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with relatively easy access to Central Melbourne. There have nevertheless been increases in traffic congestion, traffic-caused pollution and traffic hazards within Central Melbourne. In recent years more than half of traffic movements in Central Melbourne have arisen from through traffic and a study is now in progress which will provide a basis for the development of remedial measures.

The prospects of greatly stimulating activity within Central Melbourne will not be achieved unless improved or alternative routes for through traffic are provided.

The existing public transport network, notably the centrally oriented train and tram systems, is a massive community investment. The planning strategy seeks to encourage the better use of the network.

Although the majority of travel to the central business district is already by public

transport increased use of public transport will reduce the number of car journeys into the city. So too would greater encouragement of car pooling.

To assist in limiting further road congestion in the central business district, it is included within a parking limitation area. A means of controlling the amount of parking space will thus be provided. This should not deter development as individual site limits on parking are sufficient to accommodate managerial parking demand. Limited on-street customer parking will continue to be available and demand for fringe parking stations may increase.

A detailed parking and traffic management plan is to be developed for the whole of Central Melbourne which will specify appropriate levels of parking.



8

DISTRICT CENTRES

The Board will encourage and facilitate the development of designated major activity centres spread strategically throughout the metropolitan area. They will act as administrative, commercial, retail, cultural and entertainment centres and serve the people of their surrounding districts. They will be secondary to Central Melbourne.

In this way, the Board seeks to maximise the choice of goods and services available to Melbourne people and reduce their need to travel. Concentration of activity in the designated centres will also lead to better use of public utilities such as water supply, sewerage, drainage, electricity, gas and telephones, as well as public transport.

All the district centres will be based on retailing, but they will be more than a collection of shops. They will also have commercial and community offices, general commercial services, light and service industrial activities, and leisure and entertainment facilities. Opportunity will be provided for residential development. The Board will seek to encourage the multi-use of buildings in district centres.

8.1 Encourage and Facilitate

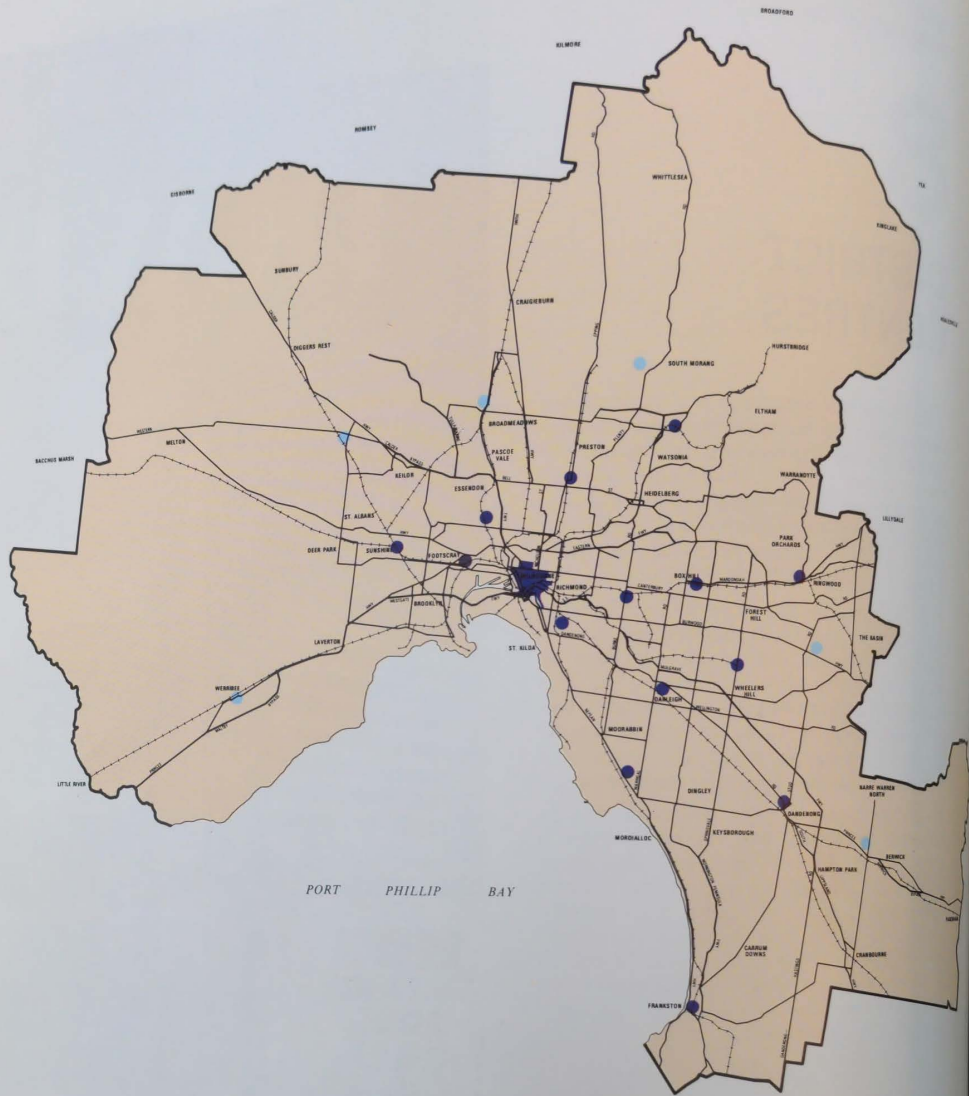
A new zone, the District Centre Zone, is applied to existing non-residential zones at the selected centres.

This approach does not mean any reduction of support for Central Melbourne. It does mean that development which would otherwise have occurred in scattered suburban locations will be encouraged to locate at selected centres.




The achievement of this objective will depend on commitment by the councils involved, and co-operation between all public sector agencies and private enterprise.

Most of these centres will be within the existing urban area. In time, other centres





Legend

-  Central Melbourne
-  District Centres
-  Potential District Centres

District Centres

will need to be provided in fringe growth areas where a commitment to commercial development has been made through planning consent.

The district centres are Box Hill, Camberwell Junction, Cheltenham/Southland, Dandenong, Footscray, Frankston, Glen Waverley, Greensborough, Moonee Ponds, Oakleigh, Prahran (Chapel Street), Preston, Ringwood and Sunshine. Centres for possible future designation are at Berwick Civic Centre, Sydenham, Mill Park, Broadmeadows, Werribee and Knox City. Notes on each centre are included in Appendix 1.

The new zone will hasten the development approvals process. It will allow a range of uses such as offices, shops, flats and support services without land use permits subject to the plans being satisfactory to the Board.

Other actions which should be taken to provide a competitive advantage for district centres include:

- relaxing controls so as to promote re-use of existing buildings, mixed use occupancy and new development which could accommodate a variety of occupancy and use
- allowing development bonuses for larger sites to promote site amalgamation
- relating parking requirements to land use/building density and proximity to public transport services
- providing help for land assembly for development, including community/municipal purposes
- reducing information requirements of Ministerial Guidelines for developments which will support the district centre objectives.

Steps which would help promote district centres include:

- locating new government branch offices in district centres
- locating major office developments (floor area exceeding 4 000 square metres) and major shopping complexes (floor area exceeding 4 000 square metres) in district centres
- encouraging a residential component by using density and floor space bonuses
- allowing multi-unit housing on selected residential land within 1 km of public transport nodes and district centres.

At this stage administration of the District Centre Zone will not be delegated to councils by the Board.

It is intended the Board delegate the Zone when satisfied that local development schemes prepared by councils are likely to achieve the objective: 'to encourage and facilitate the function of district centres as secondary administrative, commercial, cultural and entertainment centres within the metropolitan area to serve the needs of the population of the surrounding districts'.

In particular, local development schemes should provide for:

- a wide variety of uses in the District Centre Zone, subject to specified requirements set at a level that encourages development, creates a distinctive environment and enhances local amenity
- development of suitable multi-unit housing in selected areas within 1 km of district centres
- a variety of dwelling types within centres
- environmental improvement of centres by such measures as pedestrian precincts and landscaping
- short-term shopper parking and commuter and other long term parking to resolve potential problems and deficiencies of particular centres.

As part of an ongoing programme to assist councils prepare and administer local development schemes which reflect the strategic intent for district centres, the Board will prepare performance standards and design guidelines. Standards would include physical, environmental, parking, access and general amenity criteria, particularly for mixed-use and higher density developments. Guidelines would reflect the need to take account of the identity of the particular centre and would deal with such issues as site layout, pedestrian precincts, access, landscaping, mixed-use buildings and refurbishing of buildings.

The Board will rezone land to extend district centres where this will encourage commercial, industrial, residential and community facility developments. Rezoning will only occur, however, where there are specific development proposals.

The rezoning process will protect the interests of people who live in the area and people who have business there, as well as those of developers and councils.

Many advantages of the district centre concept would be lost if centres were allowed to extend their physical size through piecemeal development, along arterial roads for example. The compactness and ease of access between the various parts of a centre would be threatened. The opportunities and constraints of each centre and an indication

of the desired direction of any future extension are set out in Appendix 1.

The strategic objectives in Amendment 150 provide a context within which proposals for physical extension of a District Centre Zone would be evaluated. They reflect such issues as:

- the ability of a centre to maintain its compactness by redevelopment and the development of vacant land within the zone as opposed to the extension of the zone
- barriers which hinder pedestrian movement within a centre, notably railways and arterial roads
- public utility constraints which would inhibit further development
- the practical limits to multi-level development
- whether a centre can reasonably satisfy the demand for goods and services generated by the people it serves, its industrial, commercial, community facilities and recreational base and its tourist or visitor appeal
- the need to maintain and improve access by private and public transport
- providing opportunities for medium density housing within and near the District Centre Zone.

The Board will consult councils and initiate amendments to the Metropolitan Planning Scheme when proposals comply with these principles. In the case of rezonings to accommodate specific development proposals, the process could be shortened. Permits or endorsed plans (where needed) could be issued at the same time as the amending scheme is gazetted.

8.2 Benefits of the District Centre Approach

The district centre approach seeks to ensure that the people of Melbourne continue to enjoy the benefits of suburban living but at the same time to reduce some of the more negative and costly aspects of dispersal.

It will help reduce the need to travel. In some cases it may lead to longer trips, but it will also lead to fewer trips, because so many needs can be satisfied at one place.

Nearby residential areas will be encouraged to develop at a higher density than the metropolitan average, so that more people can live within easy range of the services and transport available at district centres, and in turn, support these services.

The district centre approach will increase local trade and job opportunities. Smaller firms will be able to 'tap into' the trade generated, for example, by large department stores. Concentrations of people who work in the centres will become each other's customers, in the same way that workers in the central business district become customers of central city shops.

District centres should be encouraged to provide a social focus. By helping people in its area identify with it and develop a district identity, each centre can enrich everyday suburban life. The centres will provide 'somewhere to go, somewhere to meet old friends, to make new ones, or just find somebody to talk to'. Each centre should provide places and conditions where this is more likely to happen.

The approach also recognises that although Melbourne is a highly car conscious city, many of its people do not have ready access to car travel. In 1976, some 17 percent of Melbourne households did not have a car, and in some inner suburbs the figure was over 50 percent. Although some 80 percent of men over 18 had driving licences, only 49 percent of women did, with only 20 percent of women in some inner and western suburbs.

Greater emphasis on district centres with increased housing density nearby will, in the long term, help to create a city less dependent on liquid fuel being both available and economical. As costs rise, some people will be able to absorb them but others will have to rely more and more on public transport. Grouping a wide range of facilities, services and jobs at selected centres will provide better support for public transport services. People without cars will be able to have convenient and ready access to the services they require.

8.3 Identifying District Centres

In selecting centres designated as district centres, the Board took into account:

- population levels in the surrounding area
- accessibility, both by private and public transport
- the range of retailing services
- the range of commercial services, such as building societies, insurance offices, travel agents, health insurance offices, banks and professional services
- the range of community services such as libraries, Commonwealth Employment Service offices, community centres, infant welfare centres and elderly citizens centres

- the range of administrative services such as council offices, police stations, electricity and gas offices and court houses
- the capacity of the utility services.

Selection started from a retail floor space survey made in June 1979. This covered all centres of five or more shops and major free-standing stores, but excluded the central business district.

From the survey data, the largest 35 centres in terms of retail floor area were identified. These 35 centres were scored in terms of the various criteria. This was done several times, with varied weights to each of the criteria to test relevance and importance. Of the 35 centres tested, 18 appeared with consistently high scores.

The list was then modified to ensure that there was one centre for every 120 000 to 150 000 people, so there would be a relatively clear relationship of district centres to population locations.

The centres selected were surveyed to establish current patterns of land use and opportunities for and constraints on further development. Discussions with investment institutions confirmed that some centres are already clearly attractive. Others appear to have good future prospects. The potential for future development of others is less certain, but they qualify on the basis of location and range of services.

8.4 Future District Centres

The Board will continue to monitor development at the designated centres. This will establish which centres are functioning in accord with the strategy and those where further steps are needed to attract suitable development.

Of the centres suggested for possible future designation, Berwick, Sydenham, Mill Park and Broadmeadows are within Special Use Zones 9 or 9A.

The objectives of these zones reflect the Board's intention that these areas develop as a civic focus for their surrounding area. Knox City contains the initial elements of a civic and commercial focus and Werribee builds on the commercial core of the original settlement.

At present, these centres are within developing suburbs and do not have the levels of surrounding population to support the full range of district centre commercial and community facilities. In many cases they do not have high public transport accessibility.

By indicating its intentions at this stage, the Board anticipates that these centres will form a focus for the growth of new commercial and community facilities. Once an appropriate population base and an adequate range of facilities have been provided, designation as a district centre can occur.



8.5 Continuity of Approach

The district centre approach formalises and reinforces policy that has been in Melbourne planning since the first scheme was set out in 1954.

Melbourne's older commercial centres, represented mainly by strip centres, evolved at a time when its people had less personal mobility than the motor car has given them in more recent decades. Unlike many later retail developments, these centres were usually on tram and train routes.

The Board's 1954 planning report proposed five District Business Centres: Footscray, Preston, Box Hill, Moorabbin and Dandenong. As well as retail facilities, these would provide people with a range of community facilities, personal services and amenities, including access to frequent train and bus services, facilities for entertainment and cultural pursuits, and improved pedestrian and traffic separation.

Subsequent suburban growth, people's rising consumption expenditure, and their greater use of the motor car, led to development of a new network of centres which emphasised shopping. Shopping centres and discount department stores were able to locate and operate independently of established centres and public transport. They were designed to give greater convenience and better access to the increasing number of Melbourne people who travelled by car.

In the late 1970s there was a trend back to the strip centres of the inner and middle suburbs, with development and redevelopment of retail and commercial services in or near them. Recent development in Chapel Street, Prahran, is an example. The Technical Advisory Committee on Retailing, set up by the Board in response to a request from the Victorian Government to review retail planning policy, reported that this trend is likely to continue.

Despite current economic problems, many Melbourne people spend more of their income on leisure, travel and recreation. They are becoming more quality and service conscious, more likely to go to shops that sell fashion, recreation or hobby products, and to those that provide good service and shopper amenity. The Technical Advisory Committee's view was that these factors, together with higher petrol prices, would lead people to patronise district centres that offer a wide range of products, services and activities from one trip.

Designating district centres into which development will be encouraged is broadly in keeping with established trends and long established planning policy. It recognises market forces and people's attraction to suburban living.

9

OTHER COMMERCIAL AND COMMUNITY CENTRES

The activity centre strategic objectives provide for continued functioning of commercial and community services at various levels.

The Technical Advisory Committee on Retailing expressed the view that possible future constraints on personal mobility may result in increased use of shops within walking distance of houses. Smaller commercial and community centres will therefore continue to cater for the daily needs of their immediate neighbourhood.

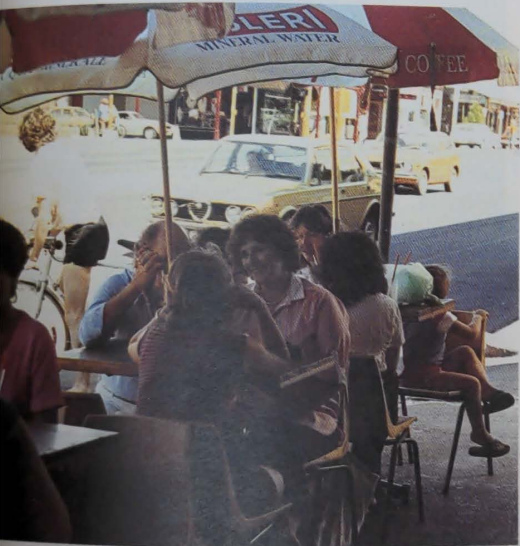
Suburban centres which are not district centres are encouraged to reorganise and to improve their facilities and amenity. They are the preferred locations in the existing urban area for commercial or retail development which, for whatever reason, is not appropriate for district centres or Central Melbourne.

Proposals to locate new major community or commercial facilities outside designated district centres will continue to be considered on their merits, subject to the Minister's retailing guidelines. Developers, however, will need to show why they cannot or should not be in one of the district centres.

Developers of major office developments will have to show why they cannot or should not be located in Central Melbourne or in one of the district centres.

9.1 Strip Centres

The most likely centres to develop as commercial and community centres are the traditional strip shopping centres, which have developed along major roads. Some of them generate considerable retail sales and



other commercial activity. In others, many small businesses trade only marginally. Some centres consist mainly of small shops. Some have modern developments behind the main road frontage.

Shopping at such centres has its attractions. The variety of building styles can be stimulating. Small shops offer a variety of products. Some centres have food markets. Some have lower rent shops which offer specialised items and services such as books, second-hand goods and shoe repairs.

Many of the tradespeople and their customers speak a common ethnic language. People of all ages use the street as an informal meeting place and there is the general bustle of an urban and often multi-cultural environment. Community facilities are often well represented. Access by public transport is normally excellent, which makes the centres very useful to people without the use of a car.

Many small businesses (including offices, small manufacturing concerns and service firms) rely on low rent premises in centres whose retail function has declined. No actions should be taken which would restrict the availability of such low rent premises, because of the effect on employment.

Many of these centres do, however, have problems which threaten their continued commercial prosperity, even their existence. Parking is often inadequate. The length of the strip often prevents easy walking to its full range of activities. Through traffic creates noise and other pollution. Pedestrians and road traffic (including public transport) are often in conflict.

Many of these centres do not attract people from a wide enough area in sufficient numbers to support the range of businesses and facilities they offer. Nearby areas have in many cases had a decline or change in population that has resulted in lower spending.

Redevelopment is difficult because of fragmented land ownership and lack of unified centre management. Modern centres and stores in these areas, often on their fringe, have sometimes had a negative impact on the established centre, including effects on small firms and elongation of the shopping strip.

These centres nevertheless represent significant public and private investment. They also have the great advantage in most cases of ready access by public transport. A number of actions could be taken to improve the competitive positions of these centres and the service provided to local

communities. Some councils have already initiated such actions, which could include:

- re-organising the retailing strip into a retail node or nodes based on the most active parts of the strip and the location of public transport. Encourage remaining road front premises to change to office, light industrial, warehousing or mixed uses. Include such intentions in a local development scheme
- expanding nodes, where appropriate, behind the road frontage to create a more compact shopping precinct. Actions by the public sector to identify, buy and amalgamate sites for disposal for redevelopment may be necessary
- co-ordinating the assembly of sites for new development. Councils could acquire land (under the Local Government Act or the Town & Country Planning Act, if necessary) and offer them for sale at a price to cover site costs and handling
- improving streetscapes at the nodes by providing street furniture, landscaping and enhancing any special character
- increasing parking where appropriate in locations to increase the appeal of centres. Shared parking with nearby activities could be considered along with the use of paved parking areas as recreation outlets outside trading hours
- reducing pedestrian and vehicle conflict by marked pedestrian crossings, providing access to parking areas from the rear rather than the main street, and creating pedestrian malls where feasible
- creating management committees for centres. Members could represent traders, operators and the council. They should identify the problems and potentials of their centre and generally manage and promote it.

As with district centres, the Board will provide information, advice and general assistance.

10

INDUSTRY

The industry strategic objectives seek to encourage growth and diversity in industry generally, with special emphasis on:

- creating opportunities to establish small businesses in the inner and middle suburbs
- the concentration of manufacturing in areas adjoining rail and road links.

10.1

Economic Factors

Economic factors continue to be the major influence on business activity. More intensive monitoring and investigation of industrial development and economic influences are needed if the future needs of business and industry, particularly in terms of technological changes, employment and environmental impact, are to be reflected in planning policies.

10.2

Planning Measures

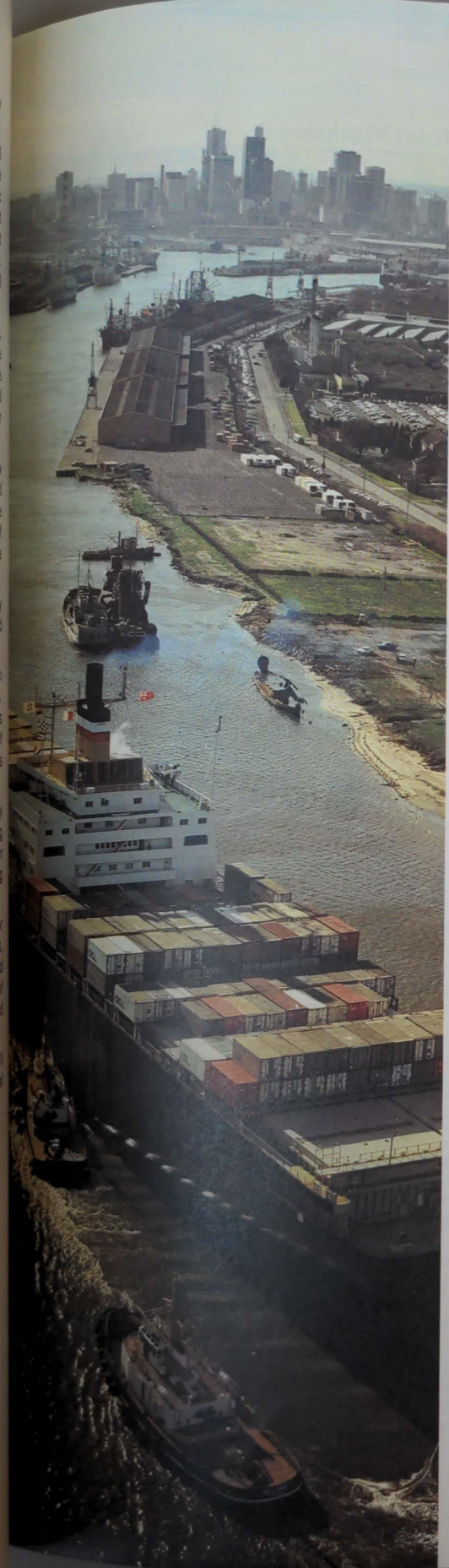
Measures that can be used to achieve the objectives include:

- providing greater flexibility in land subdivision and development regulations
- encouraging nodal concentrations by means of appropriate incentives
- recycling redundant buildings
- establishing mini-factory units
- widening the definition of home occupation
- developing a new definition of home business.

10.3

Small Businesses to be Supported

The strategy will support small businesses, which are significant in the overall industrial and employment context. In Victoria in 1979 firms employing fewer than fifty people



accounted for 25 percent of people who worked in manufacturing but over 80 percent of manufacturing establishments.

Small businesses are vulnerable to economic changes, loss of trade and failure of associated companies. Indications are that almost half the manufacturing establishments in the inner and middle areas in 1968 had gone out of business by 1978. Many of these would have been small firms. This loss of 3 840 firms coincided with the loss of 68 000 jobs in the same area, equal to the total loss of manufacturing jobs in the Melbourne Statistical Division.

Support for small firms will help maintain activity in the inner and middle suburbs. Keeping up activity in these suburbs is important because of the

- provision of blue collar and service industry jobs
- substantial support to Melbourne's economy
- long-established complex network of relationships between businesses, employees, customers and the community at large
- large public investment in public utilities and public transport

The emphasis on small businesses in the inner and older established suburbs is consistent with there being few large sites available and little prospect of creating them. Small firms can occupy small sites or existing premises or, because of their low external impact and high performance levels, blend into non-industrial areas. Recycling of existing industrial buildings can often provide opportunities for creating small units and this will be encouraged.

10.4 Inner Areas

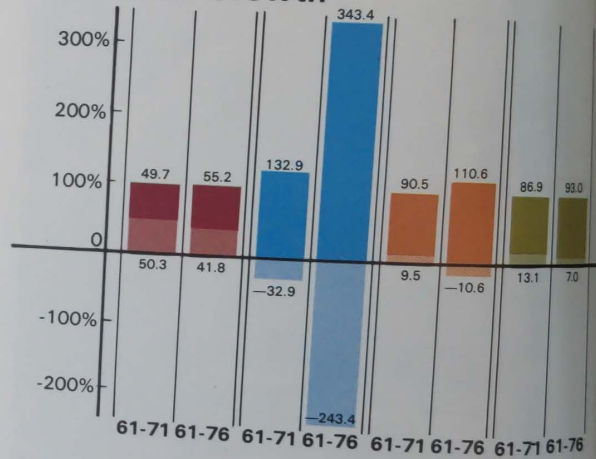
The inner areas traditionally provided the largest concentration of job opportunities. This is now reducing as development spreads outwards and the nature of job opportunities changes significantly. Much of this outward movement is due to the increasing need for space by individual industries.

Manufacturing employment has fallen significantly over the last 15 years and this is likely to continue. The workforce in the inner suburbs has depended heavily on manufacturing and the strategy seeks to maintain opportunities in this field by a more flexible approach to industrial development.

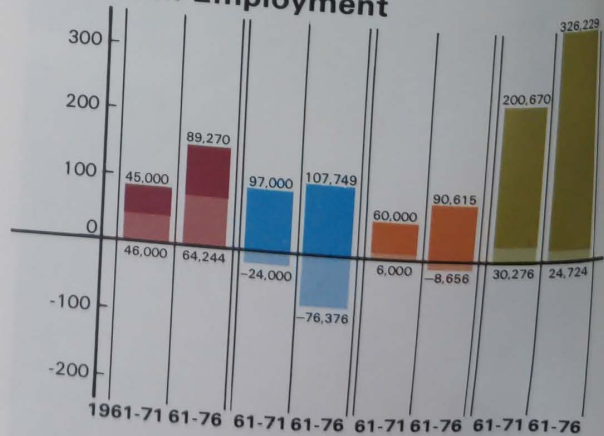
Total Workforce

Industry	Area	1971	1978
Mixed Industries	Inner Area	122,121	1,145,816
	Outer Area	160,631	1,145,816
Blue Collar Industries	Inner Area	257,727	1,145,816
	Outer Area	243,824	1,145,816
White Collar Industries	Inner Area	85,403	1,145,816
	Outer Area	156,110	1,145,816
Not Stated			68,172

% Share of Growth



Increase in Employment



10.5 Outer and Fringe Areas

Most of Melbourne's growth in industry and industrial employment in the past two decades has been in outer and fringe locations. They will continue to attract large scale enterprises that need large areas of space, good access, ease of movement for goods and reduced conflict with neighbours.

Between 1961 and 1976 the share represented by outer and fringe area jobs grew from 37 percent to 58 percent of total blue collar jobs in the metropolitan area. The number of blue collar jobs in outer and fringe areas grew from 157 000 to 265 000 in the same period, while those in the inner area fell from 267 000 to 191 000.

Outer and fringe locations will continue to be available to small firms and to the larger capital, space and skill intensive firms that are better able to withstand economic ups and downs. Suitable areas lie to the north, west and south-east of Melbourne. Some are still subject to servicing constraints, but the land supply is sufficient to ensure a wide choice in location to most industries.

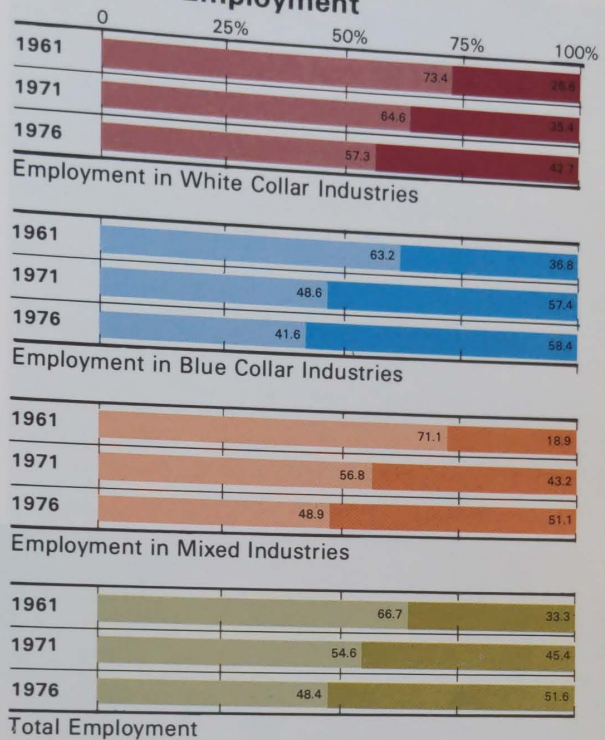
10.6 Industrial Concentrations

Concentrations of industrial activities exist in various parts of Melbourne. Intensifying these, notably near railway links or freeway entry points, would mean that more firms could benefit from improved transport and site access, industrial linkages, shared facilities, more economical servicing and automated goods movement systems. Benefits to the community would include higher employment opportunities and job diversification. The Board will give consideration to extending its preferred development area concept to industrial locations.

10.7 Opportunity for Industrial Development

The Metropolitan Planning Scheme specifically zones land for classes of industrial development and also allows for particular industrial uses in a range of business zones. In most industrial zones, industry appropriate to the zone can establish subject to building setbacks and provision for access and car parking. In reserved industrial zones, which apply to developing areas, the subdivision and use of land is controlled. The restricted industrial zones, as well as limiting the class of industry, control subdivision, the setback of buildings, landscaping, and provision for access and car parking, and are

% Share of Employment



Legend:

	Inner Areas	Outer Areas
White Collar Industries		
Blue Collar Industries		
Mixed Industries		
Total		



applied to areas where local conditions warrant this type of control.

The Scheme provides a high degree of choice for industrial location. Criticism of the operation of the Scheme centres on the time taken in negotiations on detailed requirements for building bulk, car parking and landscaped areas and the lack of certainty caused by arbitrary administration of the Scheme by different councils.

Local development schemes provide a means for councils to specify their requirements for development so as to increase certainty for developers. The Board will ensure that any local development scheme clearly specifies the detailed requirements under which development can occur and, if necessary, the Board will provide a lead by amendment to the Metropolitan Planning Scheme.



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11

HOUSING

One of the principal objectives of the Metropolitan Strategy is to encourage and facilitate opportunities for diversity in dwelling density, type and tenure throughout the urban area.

Achievement of that objective will bring Melbourne's housing more into line with its people's needs. It will help provide for the increasing diversity of Melbourne households, help maintain a supply of both rental and low cost housing, and lead to more efficient use of public facilities and transport.

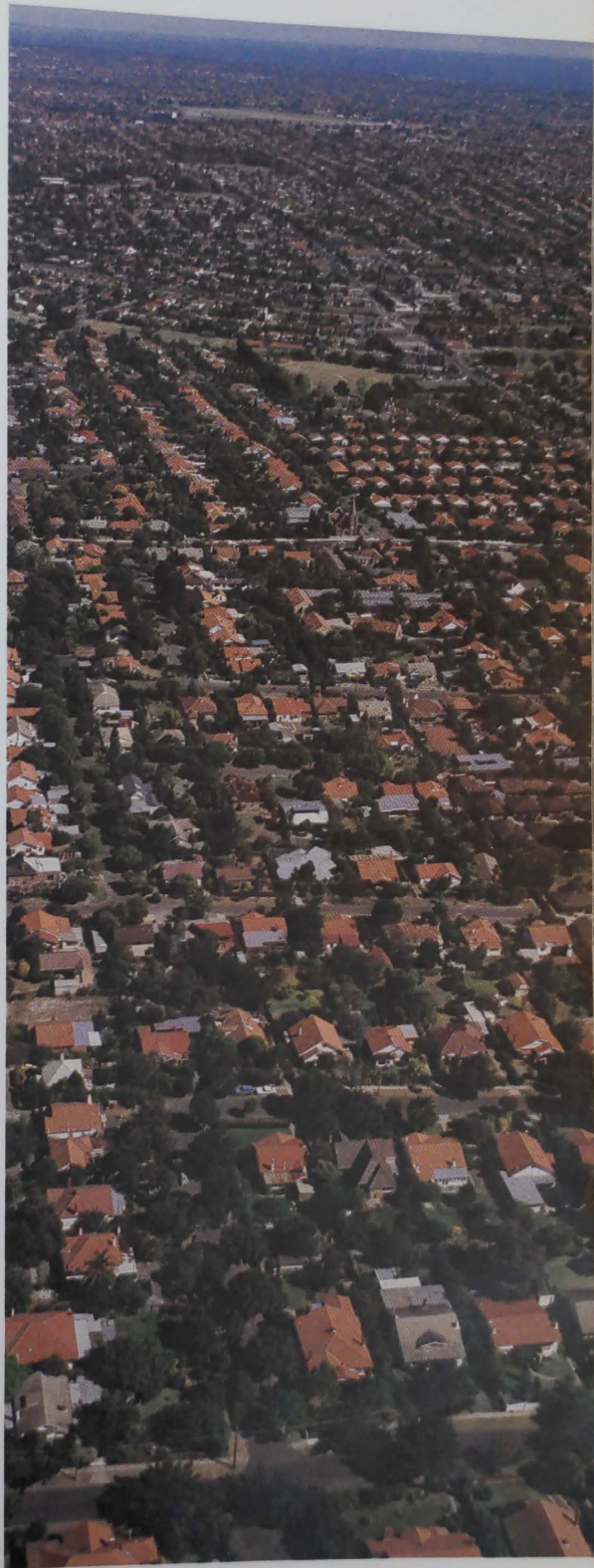
Two recent major reports on housing support the general thrust of the Board's strategy in advocating diversity in housing and the maintenance of a supply of low cost housing. They are the National Housing Cost Inquiry and the Ministry of Housing's Green Paper.

11.1 A Need for Greater Diversity

Board research shows that Melbourne households are becoming more diverse in size and composition.

One person households, for instance, grew from 17 percent of all households in 1971 to 20 percent in 1976. Households comprising husband, wife and one or more children under sixteen fell to slightly below 30 percent of the total in the same period, while households comprising husband, wife, children and or other adults fell from 53 percent to 47 percent.

Yet there is a distinct lack of variety in the housing available in Melbourne, notably in the middle and outer suburbs. In Waverley, 96 percent of all dwellings are detached houses, in Knox 93 percent, in Camberwell 81 per cent, and in Coburg 86 per cent. By contrast, 44 per cent of Hawthorn dwellings are detached houses, and in Prahran it is 29 per cent. Suburbs such as South Melbourne offer a wide range of detached houses, flats and terrace houses, both large and small.



The inner areas have provided the greatest variety of accommodation in the metropolitan area and the largest pool of rental accommodation. Much of the rental stock was built during the boom period of the 1960's. That boom did have some unfortunate initial side effects in that many poorly sited flats were built.

Subsequent changes in planning controls and increased expertise in dealing with proposals have resulted in steady improvement in the quality of new multi-unit housing throughout the metropolitan area. There is nevertheless substantial local resistance based on past experience, and this has made it hard to introduce more diverse housing styles in many areas. By supporting good examples, the Board expects to engender more receptive attitudes to proposals for greater density and diversity in housing developments.

In relation to rental accommodation, higher interest rates and construction costs, added, in some cases, to over-high standards, have resulted in a decline in return to investors and hence a sharp decrease in the amount of accommodation being built. Recently there has been an increase in the number of former rental properties being strata subdivided and sold to owner occupiers.

In the outer suburbs, the siting requirements of the Uniform Building Regulations have created large areas of uniformly sized allotments and made conditions difficult for future increases in diversity.

The Board will encourage and facilitate opportunities for diversity in dwelling density, type and tenure throughout the metropolitan area. This includes making provision for dual occupancy (including division of larger houses and attached flats as a right in residential zones), review of restrictive flat codes, rehabilitation of older housing, mixed-use zoning and incentives for medium density development. In addition to planning scheme amendments this will involve changes to the Uniform Building Regulations and council by-laws.

11.2 Dual Occupancy

One method of increasing dwelling density that has high potential, largely because of its economic appeal to all concerned, is that of dual occupancy of residential lots.

This can take the form of division of an existing house (with or without alterations and additions) to form two self contained dwellings, granny flats (either attached or

detached), erection of a second detached dwelling on the same block, building an attached pair of houses or two villa units.

The idea could have particular appeal in suburbs where population has declined as children have grown up and left to form their own households elsewhere. In many such cases the parents are left with a family house or garden too big for their current needs and energies. They are reluctant to leave, however, because they like the area.

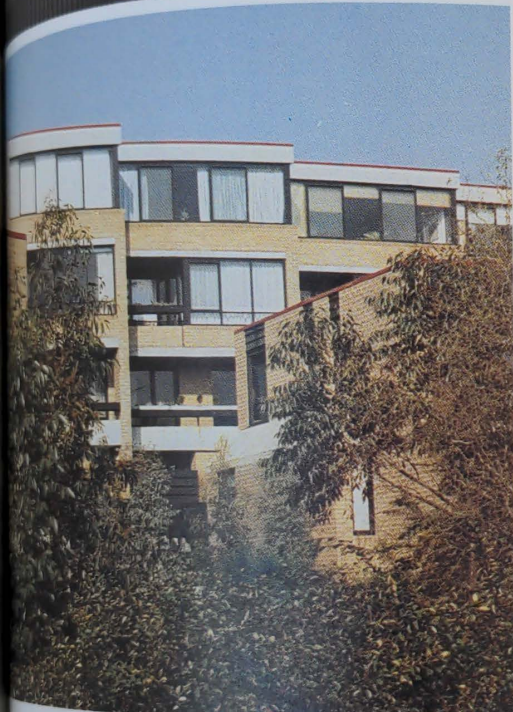
Minor alterations to a family house will in many cases allow it to be used by two households. In a typical case by adding on, or converting space to provide a kitchen, bathroom, toilet and separate entrance.

Such accommodation can be quite attractive to many people. Many people would prefer a smaller house and garden. Many people give a higher priority to easy access to public transport, work, cultural pursuits, and other interests than to the size of their house and garden. Young marrieds often prefer cheap rather than spacious accommodation while they save for a deposit on their future family house. Others prefer to pursue leisure activities rather than maintain a garden.

This form of development will also lead to increased use of public utilities and community facilities. Enabling people to move back into established areas will reduce the demand for new services on the fringe and the consequent strain on the public purse.

The concept of dual occupancy is now favoured by many people provided certain standards are met. A greater diversity of housing will provide opportunities for houses to be used by the 'extended family'. More rental accommodation will be available. More people will be able to get an economic return from what is for most of them their largest asset, their house. This factor could have particular appeal to retired people on fixed incomes who have been disadvantaged by inflation. It could also appeal to couples who are purchasing a house and wish to offset mortgage payments. Later on a family could occupy the whole house.

At present the Uniform Building Regulations and council by-laws may impose additional controls over this type of housing. They may even go so far as to effectively prohibit it. The Board's view (shared by the Report of the Building and Development Approvals Committee and by the green paper on Housing in Victoria) is that all such controls should be included in planning



schemes. To encourage these innovations a new type of accommodation, 'dual occupancy' has been defined.

The Board proposes that the Metropolitan Planning Scheme should allow dual occupancy development as a right, subject only to minimum conditions such as limiting height to two storeys, adequate open living area, privacy and provision for car parking. To allow for variations in site size and shape, complementary controls may be included in local development schemes. The Board and the Ministry of Housing are considering the preparation of guidelines upon which such controls may be based.

The inclusion of these new provisions in the Metropolitan Planning Scheme and local development schemes will only be a first step.

Only when the Uniform Building Regulations and council by-laws have been modified will diversity in housing become a reality.

11.3 Housing in Inner Areas

Encouraging infill housing development and selected rehabilitation of residential properties in the inner area is consistent with both the activity centre and industrial objectives, which provide for encouragement of Central Melbourne and district centres and for industrial activity in the inner and established areas. More sensitive and flexible use of zoning will help to achieve these objectives.

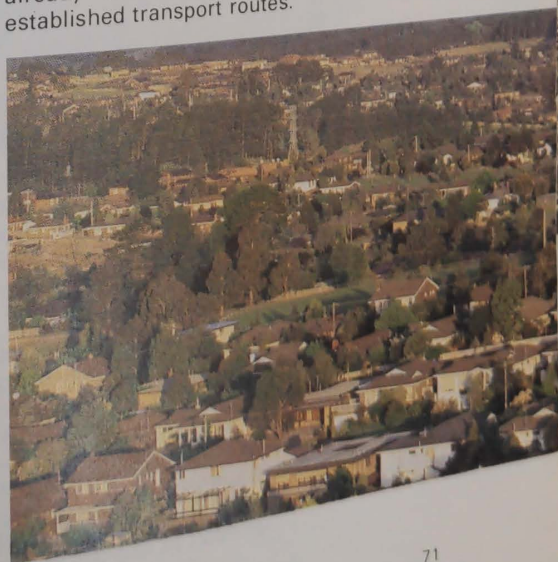
The changing structure of industry has created possibilities that sites will become available in the inner suburbs for redevelopment. Many of these adjoin housing areas and could be used for medium to large scale, medium density residential development. This subject is being closely evaluated by the State Co-ordination Council task group on strategy implementation.

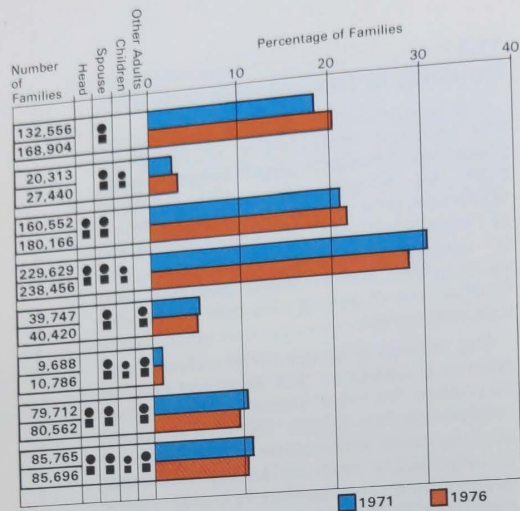
As in the case of dual occupancy, the Board can produce guidelines to help development.

11.4 Housing Development in Outer Areas

The strategic objective relating to housing development in the outer area recognises that many people wish to live there. A substantial number of the households that will be added to Melbourne by 2000 will be accommodated on the fringe. The need to provide greater density and diversity in the outer suburbs becomes all the more evident when the increasing diversity of Melbourne households is considered.

Residential development in the outer suburbs will continue to be located in the already defined corridors, which follow established transport routes.





Family Types 1971 and 1976
Melbourne Statistical Division

Source ABS Census 1971 and 1976



11.5 Low Cost Housing

The strategy also takes into account high unemployment and reduced economic activity, which have increased the number of people seeking low cost housing.

In doing so, it aims to reduce the tendency of housing to become more expensive, a trend in which steadily rising standards have aggravated the problems of inflation and high interest rates. These rising standards have been generated by desires to protect overall amenity, health and safety standards. Standards have become more and more complex, thus adding to development costs and in turn to the consumer cost of housing. In addition people have come to expect more space and facilities in their first home purchase.

In the inner suburbs prices are rising relative to the more static situation on the fringe. The inner areas have become more attractive as people have become more concerned about petrol price and availability, and have sought to locate close to a wide range of urban services. They have also recognised the historic and architectural merit of some older properties. The greatest losses in the inner suburbs have been in rental property, including boarding houses.

Among measures that would attack both the cost and supply side of low cost housing are:

- low start mortgages
- opening up housing finance to credit unions
- reducing conveyancing and transaction costs
- spot purchase of rental accommodation by Ministry of Housing
- more flexible planning and building controls
- dual occupancy
- variation in allotment sizes.

12

PUBLIC UTILITIES

Melbourne's public utilities - its roads and streets, its suburban rail and tram systems, its electricity, gas and telephone services, its water supply, sewerage and drainage systems - represent public investment on an enormous scale.

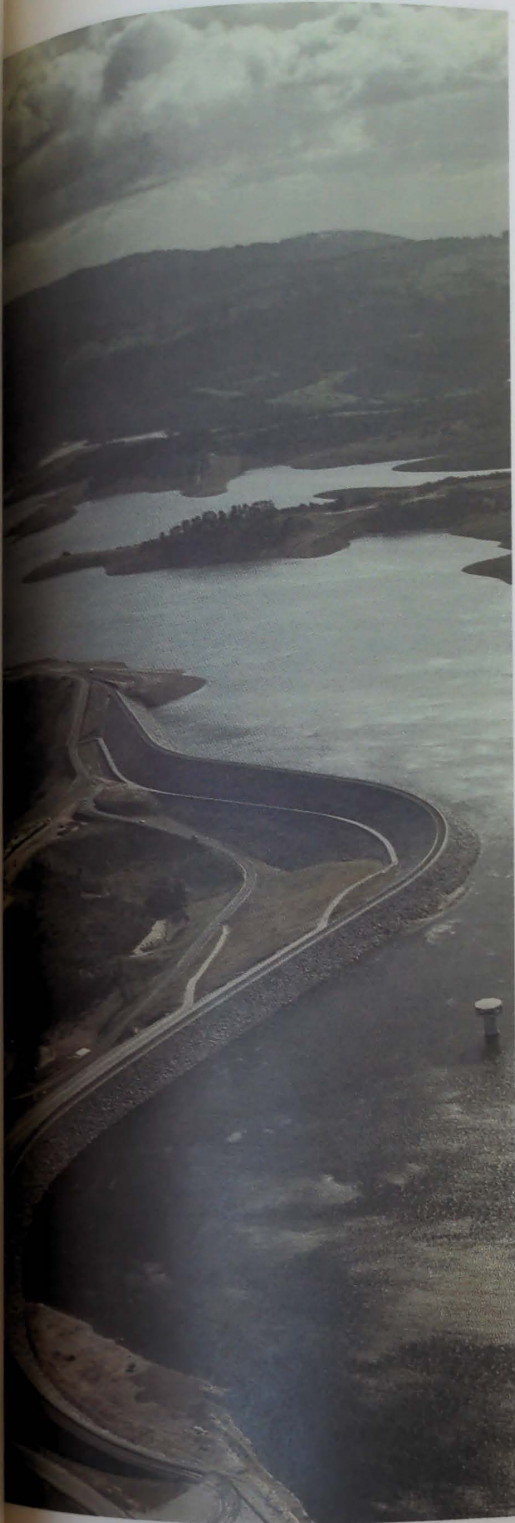
The strategic objectives seek to optimise usage of existing public utilities. The needs of people must always take precedence over the needs of utilities and one of the reasonable needs of people is to hold down the costs of utilities to an acceptable level. Optimum usage will help slow down the rate at which the community needs to find capital for extensions to existing services and, in turn, the financial demands made on individuals.

12.1 Concerns

Three major problems face those concerned with providing utility services for the people of Melbourne.

Low densities: The low densities at which 'New Melbourne' has developed in the last 30 years have led to steadily rising costs in providing transport, roads, water, sewerage and other utility services, because of the extensive mains systems needed. This cost burden flows on to the cost of housing. The strategic objective of providing greater housing density, in at least some parts of future developments on the fringe, will ease this problem and help reduce the extent to which the services infrastructure adds to the cost of housing.

Falling populations: Many parts of the established suburbs now have smaller populations than those for which their services were designed. These facilities have available capacity which can be brought back into use. Encouraging greater density of housing, population and activity in these suburbs will enable this to occur. It will also help reduce the extent to which new services add to the cost of housing.



Need for replacement: Some of the service infrastructure in the older inner parts of the city needs replacement. Higher density activity in these areas will make such replacement more economically feasible. It will also provide the opportunity to increase service capacity and hence lower its unit cost.

All of these concerns are shared by the various authorities who provide public utilities for the people of Melbourne, and the advantages of greater densities will apply to all of them.

The comments that follow, however, are limited to those services provided by the Board: water supply, sewerage and drainage.

12.2 Water Supply

Greater density has potential for holding down the capital costs of water supply in ways that vary from place to place.

In new development on the fringe, greater density will reduce the cost of the reticulation system relative to the number of households and people served.

Redevelopment and infill development in the established areas will in many cases be able to tap into existing water supply services without the need for increased capacity in the distribution system. An increase in demand of up to about 10 percent can often be absorbed by the existing network. Incremental capacity additions to the reticulation network can usually be made at reasonable cost, notably in the east and south. Defined areas in Fitzroy, Preston and Heidelberg could accommodate large scale redevelopment without new major distribution works. Many other areas could accommodate a certain amount of moderate density redevelopment without causing immediate supply problems.

disperse → Scattered redevelopment in many residential areas would not affect supply to that area. Some redevelopment may create a need to upgrade mains of 100 mm or smaller diameters.

Major redistribution works would however be needed in many areas for anything more than scattered or minor redevelopment. These include Coburg, suburbs west of the Maribyrnong River and along Port Phillip Bay.

The cost of supplying water to Melbourne's western suburbs is higher than to the east. This is partly because most of Melbourne's water comes from high areas east of the city, and longer mains are needed to take it to the west. It is also partly because the flat terrain there leads to a need for greater local storage to accommodate peak loads.



The required total capacity of Melbourne's water supply distribution system is very much dictated by short term peak demands for garden watering on a few hot summer days. Greater density of housing in an area will add to its population without necessarily adding to the area of garden and lawn to be watered.

12.3 Sewerage *aircantravilado*

Greater density also has potential for holding down the capital costs of the sewerage system in ways that vary from place to place.

The same general considerations apply to sewerage as to water supply. Greater density in fringe development will reduce the cost of the system relative to the number of households and people served. In redevelopment and infill development in the established areas, greater density will in many cases be able to use the existing services without the need to augment the local reticulation system.

The South-Eastern Purification Plant, with associated trunk and relieving sewers, has now facilitated sewage disposal from most eastern and southern suburbs. In the northern and western areas, collection and transfer remains a problem, particularly in wet weather, when stormwater infiltration of sewers increases the volumes which must be dealt with.

Some older parts of the system draining to Werribee are in poor condition and need major work. A Sewerage Strategy Report being prepared by the Water Supply, Sewerage and Drainage Branch of the Board will set out options for improvements to the existing system and for further growth.

The eastern and south-eastern suburbs from Greensborough to Frankston generally have sewerage services capable of supporting further development. The western areas (Sydenham, Sunshine and Werribee) can accept limited further development without major works. The central-northern quadrant (Broadmeadows to Mill Park) could have problems in accepting substantial added loads without major new works.

* Parts of the inner metropolitan system are under-used. These include areas with low system demand (warehouses, storage), areas where parcels of land remain undeveloped, and residential areas where population has declined.

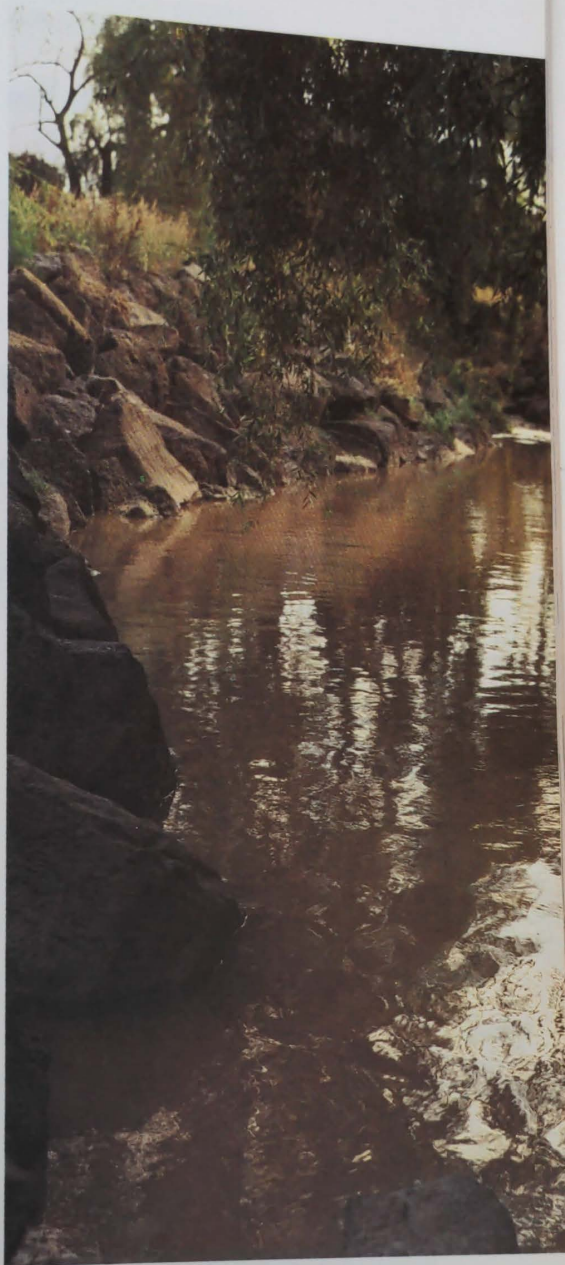
12.4 Drainage

Because flooding is such an infrequent event and directly affects only a small proportion of the population, people in general are inclined to have low awareness of its potential hazards. It is important therefore that responsible authorities make objective assessments of those risks and seek to minimise them.

The probability that stormwater damage will occur rises with the loss of porous land surfaces caused by more intensive development. In many parts of the inner and established areas, potential loads on main drainage works are near their design capacities and new works will be required to increase the capacity of the drainage system if storm water peak flows are increased by intensive development in the drainage basin.

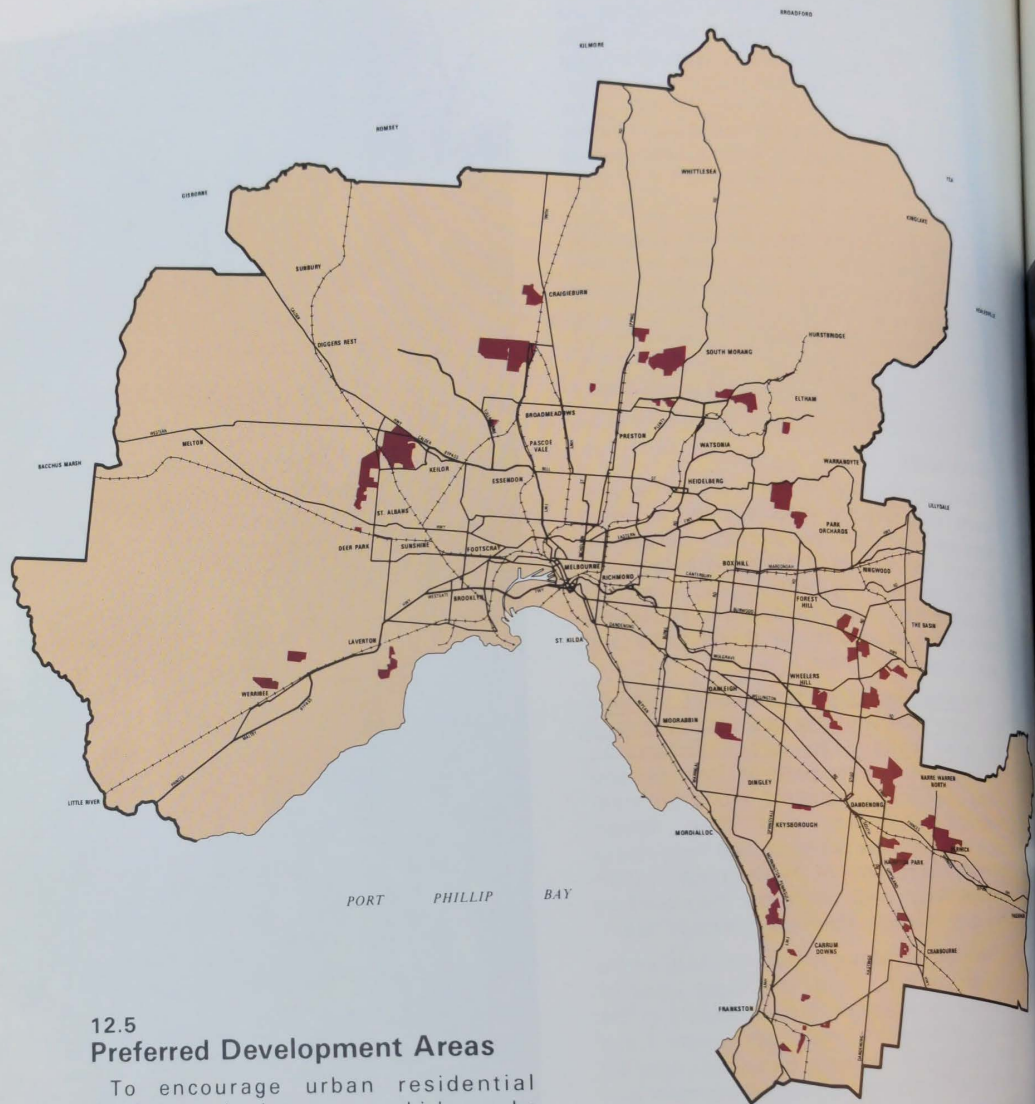
The effect of redevelopment could often be a cause for concern at the local level of drainage management. This is usually in the hands of councils, most of whom have responsibility for drainage basins of under 60 hectares. Constraints on redevelopment can be reduced by providing local retarding basins, and councils should be encouraged to provide such basins in existing open space areas and to reserve land for the purpose, where necessary.

Residential development which adds to the proportion of total area covered by roofs and paved surfaces increases the peak runoff which has to be accommodated. Provided redevelopment is uniformly spread throughout a catchment, and provided the existing system has adequate capacity, some increase could be accepted without the need for remedial works to the drainage system. Where redevelopment is concentrated, the effect on drainage, particularly the local effect, could be serious if there is substantial



conversion of garden or open areas to non-porous surfaces. Remedial measures would probably be needed and these range from amplifying the existing system to retarding run-off by means of local storage.

Drainage decisions in general will need to be made by detailed investigation of the drainage implications of each large proposed development or redevelopment.



12.5 Preferred Development Areas

To encourage urban residential development in those areas which can be most efficiently provided with new services, the Board has adopted the concept of preferred development areas. It will continue to do so, and the concept will play a useful part in achieving the better use of public utilities. The extension of the concept to industrial areas is referred to in Chapter 10.6

12.6 Long Term Plans

The Board is producing strategic plans outlining ways in which the water supply, sewerage and drainage systems may develop in the future. These plans will complement the town planning proposals of the Board and other land use planning authorities.

Preferred Development Areas

13

COMMUNITY SERVICES AND FACILITIES

The community services strategic objectives seek to provide the opportunity for people to have the use of community facilities.

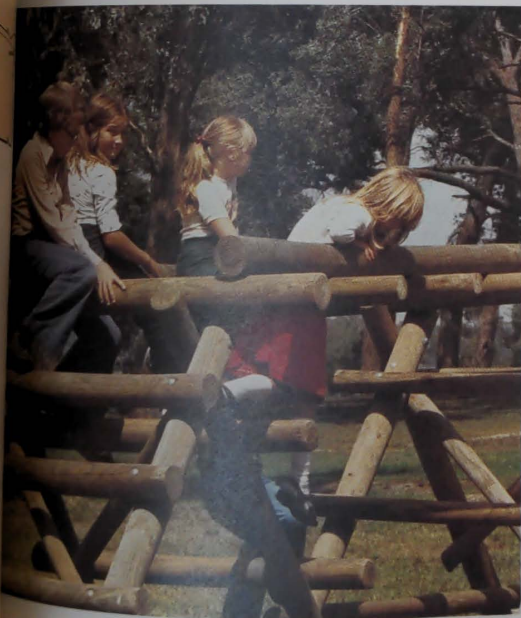
The State Co-ordination Council in its publication 'Planning for Community Needs, July 1976' defined community needs as those 'opportunities, facilities and services to which individuals and groups require access in order to live adequately in a civilised society'.

Recent years have seen growing awareness that the well-being of people in a community depends not just on adequate provision of such basic services as water, sewerage, drainage and roads. It also depends on the availability and quality of various other community services and facilities.

These range from infant welfare centres and pre-schools through to senior citizens' centres and nursing homes for the aged. They include health, medical, home help services, medical clinics and hospitals provided by public and private enterprise. They include parks, gardens and sporting facilities.

13.1 Overcoming Imbalance and Time Lags

The strategy seeks to overcome the imbalance between supply and demand in various parts of the metropolitan area of such services and facilities. It also seeks to overcome time lags in providing them in new residential areas, to locate them at or near privately developed retail facilities, to provide them in areas of deficiency and to improve access to them throughout the metropolitan area.



The present imbalance in the provision of such services has arisen as the structure of Melbourne's population has changed. Declining and ageing populations and fewer young families in inner and older established middle suburbs have meant that in most of these areas demand for services for the young, such as infant welfare centres and primary schools has fallen, while demand for services for the elderly has increased. Rapid development of outer suburbs, with their many young people, has meant that services often lag behind need. This leads to hardship and social stress, made worse by lack of adequate local public transport.

Siting community services at or near existing retail and commercial centres will improve access to the services by public transport. It will also encourage multi-purpose trips, whether by public or private transport.

13.2 Overcoming Social Problems

Land use planning for community facilities and services can be an important influence on people's welfare. Inadequate provision for community services and facilities has led to various social problems which now need public intervention.

Supplying such services early in suburban development should stimulate wider community contact, both formal and informal, and help establish local community identity, along with group assistance and support networks.

13.3 Identifying Requirements

The Board will encourage close liaison between planning and other agencies to monitor trends in demand and development in order to highlight areas of need to government departments and local councils.

The Metropolitan Planning Scheme, through its objectives, zones and reservations, will provide a means of ensuring that adequate and properly located land is made available. Local development schemes should make provision for such services in order to overcome present deficiencies and cater for anticipated needs of people.



14

RECREATION AND OPEN SPACE

Melbourne has many fine recreation facilities including public parks and gardens, the bay foreshore, sports fields, cultural and entertainment venues. There is much that can be done to extend and improve these facilities so as to add to the recreation resources of the metropolitan area.

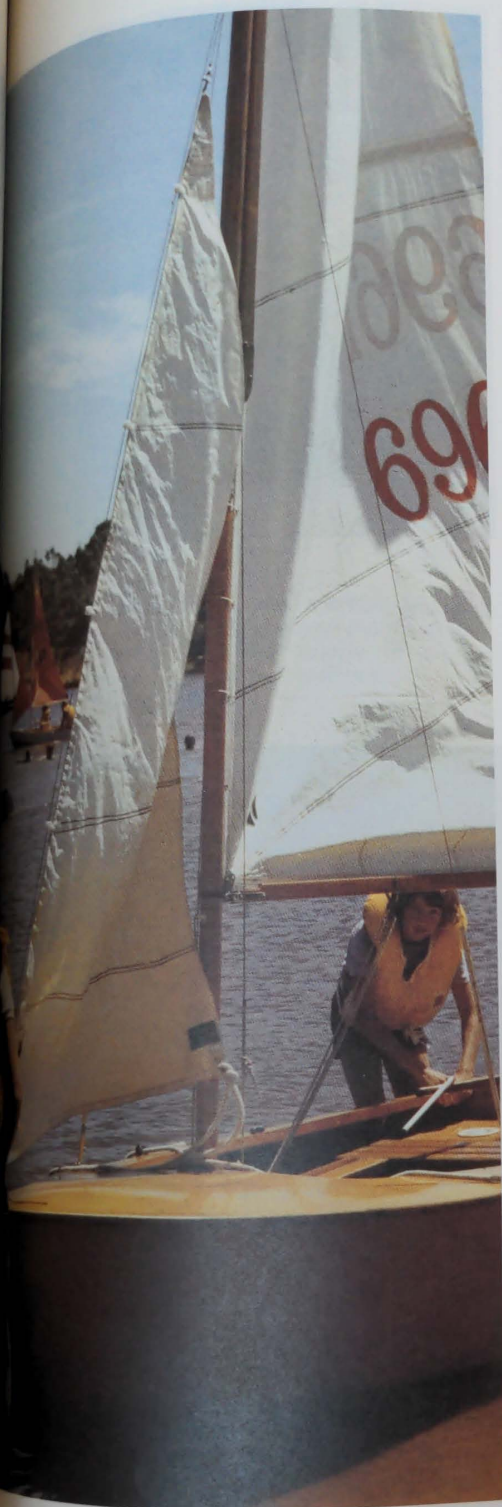
For many years the Board has provided financial assistance to councils for the acquisition of open space land and there is an ongoing programme of land acquisition and development of the five metropolitan parks.

Recreation resources have been developed by all levels of government and by commercial interests to cater for an increased variety of recreational activity. Whilst the amount of open space per head of population has more than doubled in the last 25 years, recreation resources currently available are unevenly distributed in number, size and quality.

14.1 Recreation Trends

Recent trends in the recreation pursuits of Melbourne people which seem likely to continue include:

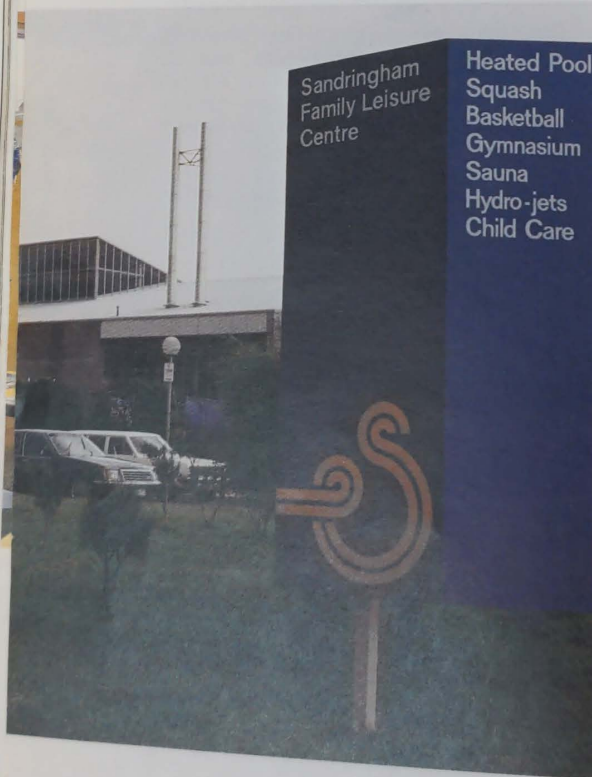
- increased participation in outdoor unstructured activities such as surfing, power boating, and skiing, notably in semi-natural and wilderness areas - although the increasing cost of petrol may modify this trend
- increased use of local and regional open space
- relative decline in team sports
- greater variety of home based pursuits
- greater participation in a variety of indoor and individual sports and cultural activity



- increased commercialism of recreation and leisure, particularly sport
- more time available, potentially for leisure activities
- increased awareness of recreation opportunity for groups such as housewives, low income earners, the elderly, the handicapped, migrants and the unemployed
- continued impact of technology on the use of leisure time and equipment.

14.2 Recreation Provision

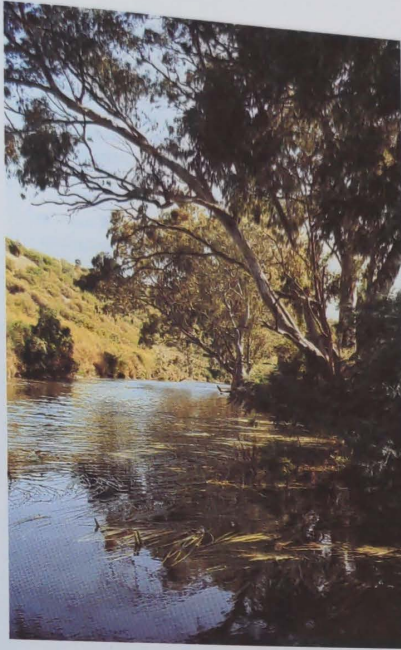
All levels of government should clearly define their roles in providing a comprehensive range of open spaces and recreation facilities for the community. Until now, provision for recreation has mainly taken the form of playing fields for team sports and playgrounds for children. This neglects a sizeable part of the community and takes little account of changing trends or community need. Planning at all government levels should provide open space and recreation facilities of the right kind, the right amount, and in the right places to meet the diverse needs of the people of Melbourne.



Guidelines for developing and managing open space and recreation facilities, and for selectively funding and establishing a range of metropolitan facilities are needed. Initiatives of the Department of Youth, Sport and Recreation are helping to create and fund more diverse recreation opportunities. Making better use of opportunities such as undeveloped open land, or supporting public and private sector co-operation in developing the recreation and open space system, would benefit the community and enhance our quality of life.

The Board will

- further develop its metropolitan parks programme as part of a recreation and open space network
- monitor recreation trends to help meet changing community needs
- continue to assist councils in the purchase of open space for local needs
- encourage better use of recreation resources
- encourage co-operation and co-ordination between all levels of government and the private sector, particularly in siting commercial recreation facilities.





15

URBAN CONSERVATION

The urban conservation strategic objectives include encouraging continued occupation and maintenance of buildings of architectural or historic significance and providing for new development compatible with them.

15.1 What is Urban Conservation

Urban conservation is concerned with those parts of the built environment that are of architectural or historic significance. This includes buildings (individually or in groups), localities (streets, blocks, environments or precincts), special gardens or landscapes, and other structures.

Conservation does not mean preservation of buildings, localities or other features for all time. Only a few buildings are so highly significant that they should be retained in a wholly original form. Many more buildings of character can be retained if they are adapted to allow continued economic occupation. This may mean a changed form of their original use or an entirely new use and this is emphasised in the Board's strategy. Lack of maintenance is a major reason for the loss of many worthwhile older buildings. Their continued occupation ensures that they are maintained in a reasonable condition. The Metropolitan Planning Scheme already allows some flexibility in the use of buildings of architectural or historic importance.

15.2 Localities and Buildings

Buildings, groups of buildings, localities and other urban features worthy of conservation may be selected by various criteria.

Architectural or historic merit are fairly obvious ones. Others include style, social significance, association with important people or groups, function, geographical

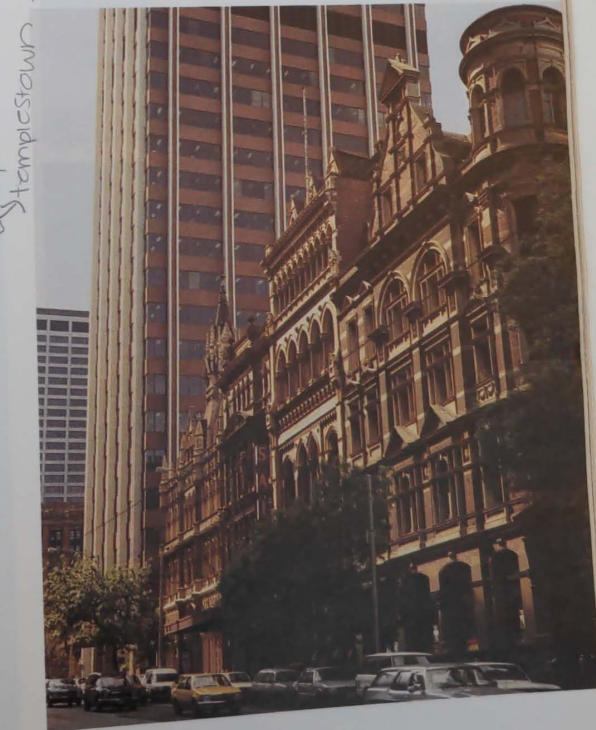
significance, uniqueness of character, originality and street character. Buildings may have no special visual appeal but be worthy of conservation for other reasons.

Conservation of localities is appropriate in cases where several buildings are worthy of conservation not so much for their individual merit as for the contribution they make to the character of the locality. Changes to buildings in such localities should be carefully considered, to ensure that this will enhance rather than detract from the area. New buildings should be designed to be compatible with the established character of the area.

15.3 Importance to the Community

Urban conservation is important to the community in terms of savings (in both money and energy) in the re-use of older buildings as opposed to the construction of equivalent new structures.

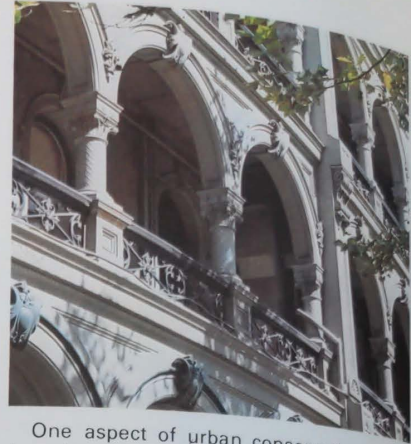
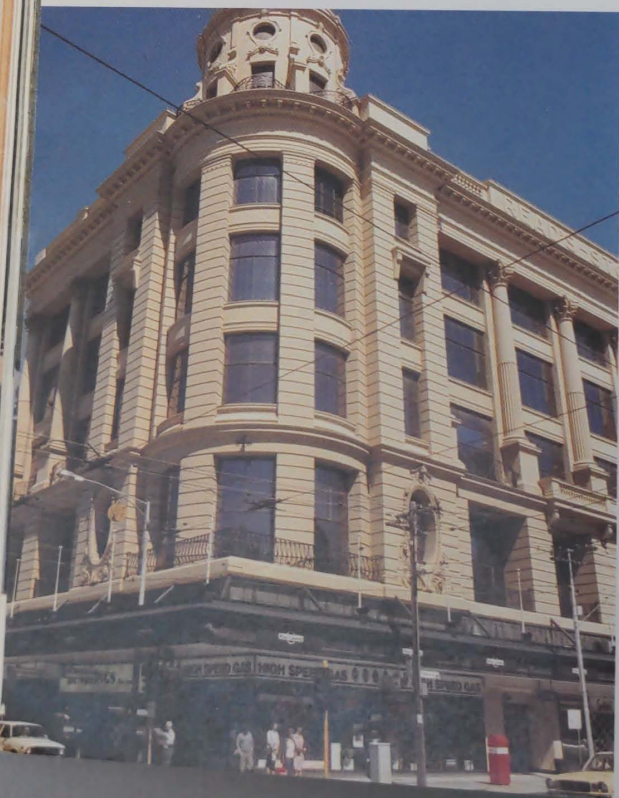
The older part of the building stock is generally a reflection of gradual alterations made to enable buildings to meet the changing needs of their owners and occupants and the strategy seeks to encourage this process of adaptive re-use.



50%

Overseas estimates of the costs involved in adaptive conservation of older buildings for new uses indicate savings of up to 50 percent on the cost of new structures. Restoration of older buildings tends to be labour intensive rather than materials intensive and some restoration projects help preserve trades and skills that might otherwise be lost.

Urban conservation can have the important social and economic benefit of reviving depressed commercial areas. It encourages an inflow of higher income residents with a greater disposable income. New shops develop in the local commercial centre to cater for these people, and the general amenity begins to improve. People from a wider radius come there to shop, to eat, or just to look. Tourists too are attracted to urban conservation projects such as The Jam Factory and Gordon House.



One aspect of urban conservation to be kept in mind is its potential effect on the availability of low cost housing. The inner suburbs have been important in providing a pool of relatively cheap housing, both rental and owner-occupied, yet these areas are amongst those most likely to attract urban conservation projects. In the process that has become known as 'gentrification', relatively affluent people move into inner suburban housing and rehabilitate it. The process tends to snowball, property values and rents rise steadily, and rental accommodation is sold to owner-occupiers. The process forces out the less affluent people who previously lived in the area. The process may have merits in urban conservation terms, but it can be very difficult for those people who are displaced.

As well as the economic benefits already described, urban conservation offers to the people of Melbourne a range of social benefits. It helps us establish and recognise our national identity - 'when we keep things from our past, we retain the essence of what gives Australia its individuality'. Melbourne is internationally recognised as one of the world's great cities of the Victorian age in architectural terms.

People are undoubtedly attracted to urban conservation areas by their human scale and aesthetic appeal. In the South Melbourne Conservation (Social Impact) Study, a substantial number of people gave answers that indicated aesthetic factors as being important in their decision to move to the area.

Urban conservation provides people with a physical and social record of how their city developed into what it is today. Recognition of the qualities of urban conservation areas may help acceptance of newer forms of building. Terrace housing, for instance, provides low-rise medium-density housing, for which there is a current need.

16

METROPOLITAN COUNTRYSIDE

The metropolitan countryside strategic objectives seek to ensure permanent retention of wedges of countryside between the urban corridors. These wedges ensure that scenic landscapes, farming areas, native vegetation and wildlife habitats are preserved within the metropolitan area.

These areas help satisfy people's needs for fresh vegetables and other primary products and provide opportunities for hobby farming and areas where people can 'escape' from the city. They also contain extractive resources such as topsoil, clay, gravel, sand and stone.

The Board's previous reports, 'Review of Planning Policies for the Non-Urban Zones' and the 'Metropolitan Farming Study' published in 1977, describe in detail the resources and issues of the countryside wedges.

16.1 Clear Demarcation Between Urban and Rural

The Metropolitan Strategy continues the Board's present policies. These are to maintain a clear demarcation between urban and non-urban areas, to eliminate urban expectations from rural areas, to encourage rural enterprises and to facilitate the use of particular areas in accord with their land capability. The strategy also continues the policy that land used for mineral and stone extraction must be restored for after-use compatible with nearby activities.

By removing urban expectations from non-urban areas, the planning strategy aids their survival. It also helps eliminate both land speculation and the sort of development that leads to uneconomic demand for urban services.

Maintaining a rural landscape which is productive, protective of natural resources

and visually attractive depends to a large extent on well managed, privately owned properties large enough to sustain particular rural uses. Rural planning will continue to aim at matching land uses to physically suitable areas without detriment to the land, and to maintaining allotment sizes appropriate to sound land management. The Board will continue its liaison and advisory service on rural issues.

16.2 Natural Conservation and Protection of the Metropolitan Countryside

Since 1971, the Board's rural policies have promoted a series of countryside zones and controls which identify farming, landscape and conservation areas. These have stabilised the rural areas by limiting subdivision and providing reasonable controls over a range of uses.

The strategic objectives relating to the metropolitan countryside and natural conservation emphasise the need to conserve resources of soil, flora, fauna and areas of high landscape value. The objectives also require the maintenance and protection of streams, floodways and significant mineral resources.

Continuing study of the relationships between land-use, farming controls, social factors and the performance of natural resource systems has shown a need for further refinement of such issues as:

- need for an increased subdivision minimum for broadscale farming areas
- extension of countryside wedges into former corridors not now needed for future urban development
- further refinement of controls in respect to protection of environmental quality
- problems caused by development of existing small vacant lots in rural areas
- demand and supply of rural lots for residential use.

New zones are provided in which the allowable minimum size of lots in subdivisions will be larger than in existing zones. These changes mainly affect broadscale farming areas north and west of Melbourne. An Intensive Agriculture Zone applies to an area at Clyde suited to market gardening on a broad scale.

Amendment 150 also includes provisions that reflect the nature and capability of the land. The provisions include specifying minimum lot sizes for subdivision and

refining criteria for assessing land use proposals.

The Board will continue its close liaison with the rural community and appropriate authorities. It will continue to monitor the development of resources of the non-urban zones of the metropolitan area, and prepare guidelines for development and management of non-urban land.

16.3 Broadscale Farming

The Board supports the continuance of broadscale pastoral and cropping uses in areas north and west of Melbourne. Land best suited to these uses is at present in General Farming and Corridor Zones. Much of it is farmed in large units and held in allotments of over 80 hectares.

Farm sizes needed for broadscale pastoral and cropping uses are far larger than the minimum subdivision sizes now allowed in General Farming and Corridor Zones. Prime pastoral land in parts of the Corridor Zones has been broken down into 12 hectare lots. Studies show that these small farmlets have caused management problems for the new owners and residents and have had severe impact on neighbouring farms. The most obvious problems include increased erosion hazard, noxious weeds, vermin, fire hazards and marauding dogs.

The General Farming 'B' and Corridor 'B' and 'C' Zones raise the minimum lot sizes and provide for farming and related activities.

The proposals for metropolitan broadscale farming aim to relieve subdivision pressure, encourage farmers to stay on their land, retain farming enterprise and maintain an attractive productive rural environment.





- Legend**
- Non Urban Areas (Countryside)
 - Metropolitan and Major Parks
 - Urban Area
 - Deferred Potential Urban Areas
 - Potential Urban Areas
 - Melbourne Metropolitan Planning Scheme Boundary

Metropolitan Countryside



16.4 Clyde Intensive Agriculture Zone

Part of the General Farming Zone at Clyde near Cranbourne is rezoned to Intensive Agriculture B, as recommended in the Metropolitan Farming Study.

The Clyde area is important in vegetable growing for Melbourne because of its sandy loamy soils which have high capability for intensive agriculture. Its main constraint is limited water supply.

The zone boundaries take account of soil types identified by the Soil Conservation Authority. They also allow for existing property ownership.

The minimum new lot size of 40 hectares takes into account the limited water supply, existing farming practices and property ownership, as well as data from the Department of Agriculture, the State Rivers and Water Supply Commission and the Department of Minerals and Energy. The minimum new lot size could be reduced to around 30 hectares if more water becomes available. This could happen in the long term as treated water from the South-Eastern Purification Plant becomes available.

The restricted range of permitted and discretionary uses recommended for the zone are those that allow the productive capacity of the area's soil to be maintained. These uses were agreed upon by the Department of Agriculture. Other discretionary uses, such as additional worker housing and the excision of a house lot for a family member, are recommended.

16.5 Rural-Residential Land

A small but significant number of people seek to live in a rural setting close to community services and facilities. The selection of rural-residential areas capable of low density residential development without provision of major works such as reticulated sewerage is under investigation.

These areas will complement existing opportunities for low density living available within the Residential D and Reserved Living Zones of the Metropolitan Scheme.

Suitable areas for rural-residential use within corridors or urban zones adjacent to the urban fringe will have a reticulated water supply, adequate drainage and soil capable of containing effluent from an approved on-site sewage treatment system. The conflicting needs of urban and rural populations and the impact of such development on agriculture and the environment will also be considered.

In the past, rural-residential use in non-urban zones has often led to problems for nearby farmers. Some of the problems encountered include property infestation by vermin and noxious weeds, creation of erosion hazards and an increase in attacks on livestock by marauding domestic dogs. Many management problems have arisen from lots too large for easy handling by residents with gardening equipment.



17

TRANSPORT

Transport policies and plans made now will play an important role in achieving the strategic objectives.

The policy of increased development in Central Melbourne and at district centres would be supported by better public transport and road improvements to serve these areas.

Decisions on transport must also take into account those people who choose to work and live in outer areas. The timing of road works can be used to direct outward growth to preferred locations. These include preferred development areas, where services such as water supply, sewerage, drainage, gas, electricity, telephones and other community facilities can be provided promptly and more economically.

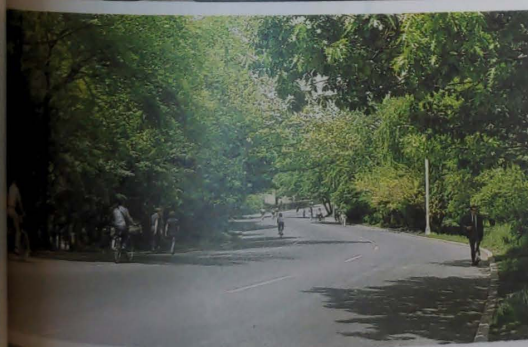
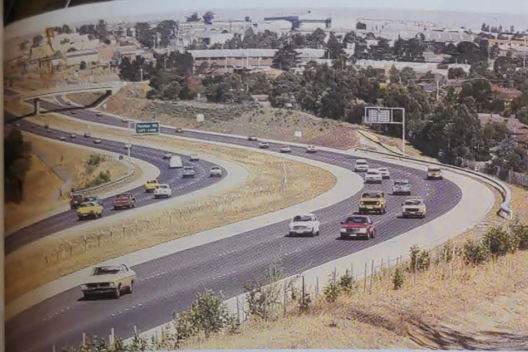
17.1 Transport Emphasis

Areas important to transport are indicated on the transport emphasis plan, which also shows a grading of the importance of transportation projects.

A high standard of accessibility to Central Melbourne should be maintained and enhanced by continued improvements to public transport and by important road projects, which include a central area ring route. Transportation projects of secondary importance should provide for cross town private, commercial and public transport flow from established areas to district centres and areas of concentrated employment. Projects of lesser importance are indicated where facilities are presently satisfactory but are expected to need improvement in the future.

The routes shown on the plan for long-term options should not be developed in the foreseeable future but the land needs to be kept available by reservation for transportation purposes in the Metropolitan Planning Scheme.

District centres will become the focus for local transport services particularly as



17.4.1 Cars Important.

The motor vehicle made Melbourne's post-war development possible, and most people have come to regard it as a necessary part of Melbourne life.

Suburban development has given Melbourne one of the lowest population densities in the world for a city of its size.

Cars have given people a wider choice of home location, better access to jobs, social contacts, recreation and most other pursuits. But these benefits are not available to all the people of Melbourne. Public transport should make reasonable provision for the journeys that people need to make, whether it be by a fixed rail or road system.

20^{PL}

The car's dominance of our transport system is not something that will change in the short term. In the longer term, beyond 20 years, new forms of transport may displace the private car. The most likely form, however, is cars that use less fuel or alternative fuels. There will still be a need for roads, for movement of goods and for both private and public transport. Road planning and construction should continue.

It is recognised that in some areas the tolerable level of traffic intrusion may be exceeded. Provision has therefore been made for such areas to be designated limitation areas. In these areas requirements for the provision of off-street parking are temporarily limited. The amount of traffic attracted to such areas can thus be stabilized. A parking and traffic management plan can then be prepared and put into effect and the limitation designation removed.

In most of the metropolitan area it is intended however to relate parking requirements to expected demand, with an allowance made for public transport if available.

17.4.2 Energy and Efficiency.

Conservation of liquid fuel can be assisted by encouraging growth in areas well served by public transport or to which it could easily be extended. Growth in such areas can also reduce people's need to travel, either in trip length or number of trips, by encouraging nodes of services and facilities, such as in the district centres.

Better traffic management will enable more efficient energy use of the arterial road system, notably by reducing stop-start motoring and consequent high fuel usage during peak hours. Making better use of the existing system will also reduce demand for more road construction.

Recent urban transport planning has given priority to the movement of people and goods rather than just vehicles. Vehicles with high occupancy, both public and private, should be favoured where this will mean more efficient use of energy and road space.

17.4.3 Safety and Amenity.

A number of measures can help reduce the cost to the community of road accidents, which in Melbourne is about \$200 million a year. An adequate arterial road system will also protect residential and other sensitive areas from such problems as noise and air pollution. The Hierarchy of Roads Study, convened by the Board, provides a framework for co-ordinated traffic and land use management. On arterial roads, where emphasis is on large volumes of freely moving traffic, conflict is reduced by such methods as controlled access and prevention of strip shopping developments.

In developing areas, planning for safety and amenity at the outline development plan stage will continue to aim at developing a road network that prevents through traffic from using local streets, particularly residential streets. Amenity can also be protected and safety enhanced by siting pre-schools and primary schools away from busy roads.

17.4.4 Metropolitan Countryside.

Road planning in the non-urban areas can be used to preserve their rural nature. While some roads provide for the needs of farmers and other residents there is also a valid role for recreational driving in the metropolitan countryside. Road planning can be used to direct this into areas where the conflict with rural activities will be minimised.



17.5 District Centres

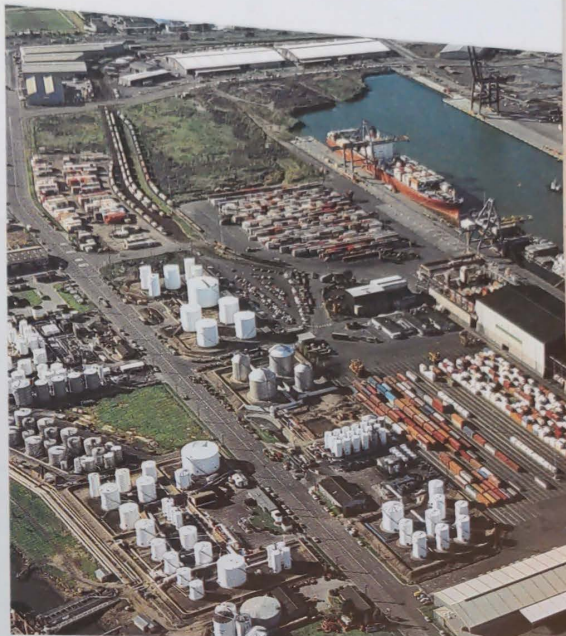
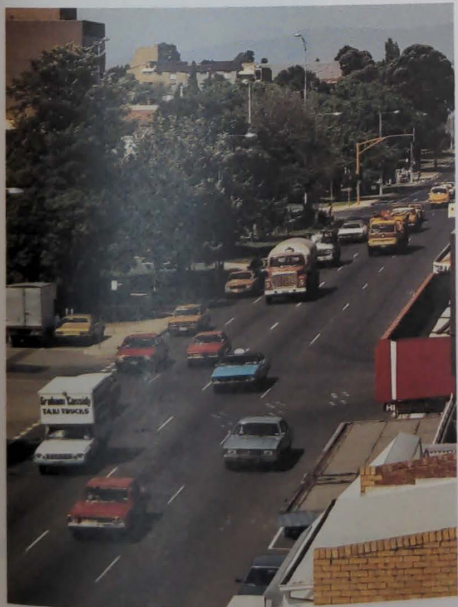
Transport will be an important factor in the success of the district centres. Good access both by private and public transport will be needed.

Most trips will be for shopping, personal business and employment and most people will go by private car. Each centre's capacity to handle car movement and parking will therefore be important. Circulation systems should aim to minimise vehicle-pedestrian conflict. Parking policy should encourage short-term shopper parking rather than commuter parking.

The arterial road system should be improved where needed to enable through traffic to pass the centre, and provide easy links for traffic to enter or leave the centre. Where an arterial road passes through a centre, measures should be used to minimise conflict between traffic and other activities.

To provide good access for everybody to district centres, there must be public transport services. Preferably they would be served by train as well as bus and taxi. Increased use of public transport will be encouraged by modal interchanges, such as those proposed at Box Hill and Frankston.

Concentration of activity at too few centres may lead to transport congestion, and to many people having to travel further. The location of district centres at intervals of about eight kilometres in the existing corridors should encourage them to develop to an optimum size.



17.6 Freight

Freight costs become part of the final selling price of all goods and services. Urban road freight movements use 13 percent of road transport energy, but many trucks, notably larger ones, are unladen for much of the distance they travel.

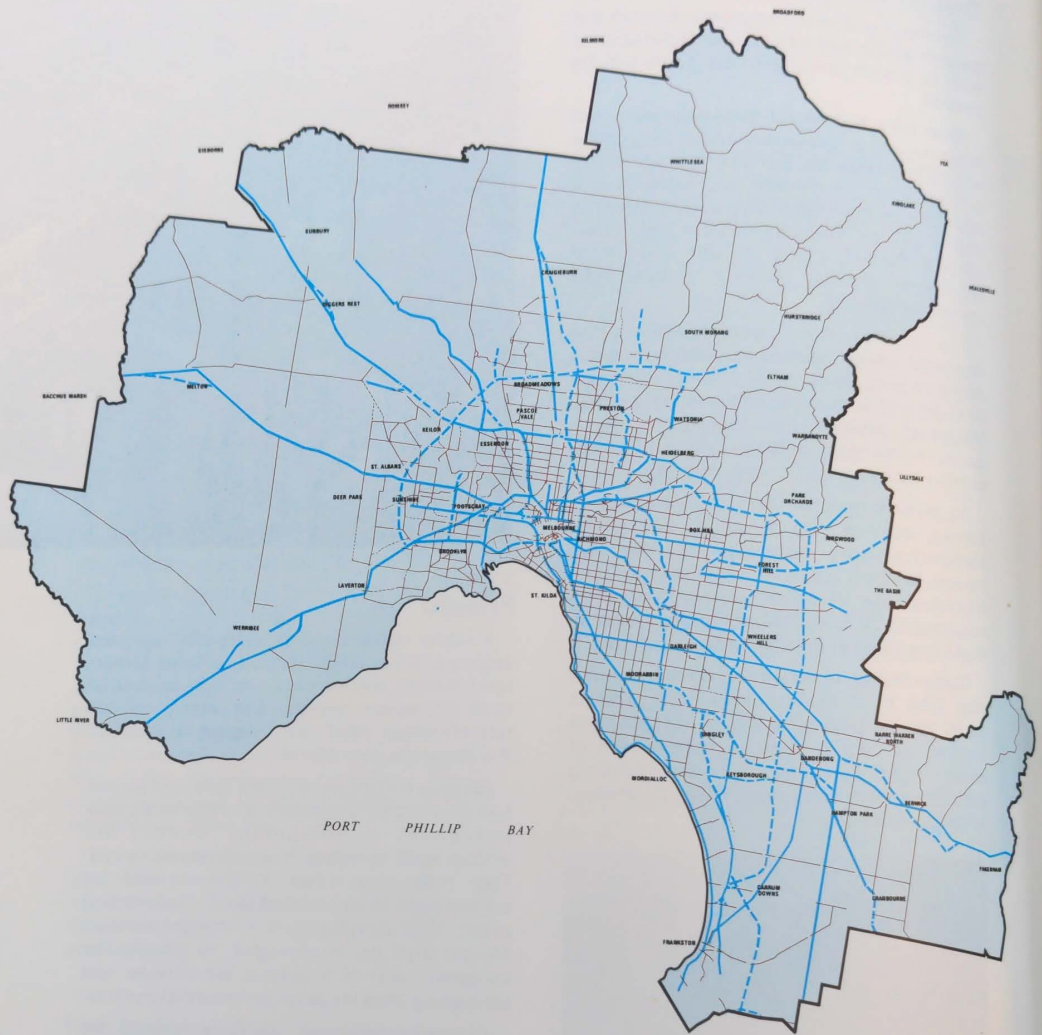
Moving freight by rail uses less energy and has less impact on people, and therefore new industrial development should be encouraged to locate in areas served by rail. The remaining road freight should be encouraged to be handled at off-road loading areas. The development of freight centres should also be encouraged as should the establishment of a central warehouse and unloading area for large commercial centres.

Concentrations of industry should be planned to reduce the need for intra-regional flows of freight or to use the rail systems.

17.7 Pedestrians and Cyclists

Most people when they think of transport tend to think in terms of motor vehicles.

Walking and cycling have therefore consistently been underestimated in surveys of Melbourne travel patterns. In the 1972 Melbourne transport study they were recorded only if they were the sole means of transport to work. Yet they probably account for about a quarter of all trips, not counting those where they are only part of the trip.



Legend

- Existing Main Road
- - - Proposed Main Road
- Existing Secondary Road
- - - Proposed Secondary Road

**Current Planning Scheme
Road Reservations**

Despite massive changes to Melbourne's urban transport system, walking is still a major way of moving about. Yet vehicles have caused more and more threats to pedestrians.

How well a locality provides for pedestrians influences its desirability and viability. Commercial areas of a city depend heavily on pedestrians. One reason that modern shopping centres are so popular is that pedestrians are provided with an attractive comfortable environment, separated from other modes of travel.

The proposals for increased housing density around district centres will enable more people to walk to and from them and with access to public transport. In newly-developing outer residential areas it will be specially desirable to provide for pedestrians and cyclists, as public transport services become more and more difficult to justify on economic grounds.

Bicycle use has increased markedly in recent years, and about 15 percent of Victorians now ride one. More use of bicycles can be encouraged by minor changes to existing roads. New areas should be planned with safe and convenient bicycle and pedestrian networks that link residential areas with local schools, recreation and community facilities.

17.8 Metropolitan Planning and the Victorian Transport Study

There is significant common ground between the Board's approach and the approach to transport advocated in the Final Report of the Victorian Transport Study, conducted by Mr W Lonie for the Minister of Transport.

The report advocates a substantial increase in funds for metropolitan roads. This would enable many of the sorts of measures listed in the Board's Hierarchy of Roads Study to be implemented more quickly and thereby ease many major congestion areas and the problems of traffic filtering into residential areas.

The Board agrees with the recommended priorities for allocating an increase in road funding. First priority is to maintain existing roads. Second is new traffic management measures on selected arterial roads. Third is completion of projects now in construction. Fourth and fifth are the planning and building of projects needed to eliminate present and future bottlenecks. The report also supports continuation of the practice of protecting future road options by planning scheme reservations.

2A
The Board agrees with the support given in the report for more use of flexitime schemes and staggered work and school hours to flatten out peak demands on public transport.

The Victorian Transport Study and Board outlooks for Melbourne's future are similar although, on some issues, a different response to trends is advocated. For example the study report on staggered working hours suggested consideration be given to decentralisation within the metropolitan area of state offices. The Board believes that such a move would reduce the importance of Central Melbourne, and remove a source of new job opportunity.

Both the Victorian Transport Study and the Board accept the objective of efficient use of resources. The Board's strategy would take up excess capacity by means of an increase in potential patronage of the public transport system.

In considering the problems of some metropolitan train and tram services the Board believes a wide view must be taken. Proposed changes must be considered having regard to their effect on the community and in terms of effects on the huge public and private investment in buildings and services involved in non-transport sectors of the total economic structure of the urban area.

The wider implications of implementing the Metropolitan Strategy, including transport aspects, are being investigated by a special interdepartmental task group of the State Co-ordination Council.

18

CONCLUSION

Preceding sections of this report have set out measures proposed by the Board to implement the Metropolitan Strategy, which has been endorsed in principle by State Cabinet.

^{2E}
^{2A} The measures are intended to encourage optimum use of community resources focussed particularly on Melbourne's central area and on district centres and effective co-ordinated integration of outward development. Amendment 150 to the Metropolitan Planning Scheme provides the framework for such development and for increased certainty and opportunities according with these intents. More detailed planning provisions according with the strategy will be included in local development schemes prepared by councils.

During the three month exhibition of Amendment 150, interested persons and bodies have the opportunity to make submissions which will be taken into account before the amendment is submitted for final approval of Government.

^{2A} The Board is aware that its strategic proposals for metropolitan planning in Melbourne and the statutory objectives relating to these intents are matters which will continue to have major significance in relation to overall State planning and development strategies and, consequently, this will necessitate very close liaison with Departments of State Government and, in particular, the Department of Planning.

^{2A} In order to achieve a practical approach to this need for co-ordination and co-operation, and following discussions with the Minister for Planning, the Minister has advised that he will, with the Board, take steps to secure the necessary arrangements so that the above aims will be achieved.

^{2A} It is anticipated that the significant objectives and procedures covered by AM 150 and referred to in this Report will result in presentation of a wide range of views and opinions from both the public and private

sectors in the months to come and it is in this regard that the Board acknowledges the need for even closer liaison and co-operation with the Government and its Departments.

^{2A} While the proposals in the amendment have been prepared after extensive investigation and earlier public comments, further comments may well lead to refinements prior to approval.

^{2A} Effective implementation of the strategy will require full co-operation of all sections of the community, in addition to co-ordinated action of the public bodies.

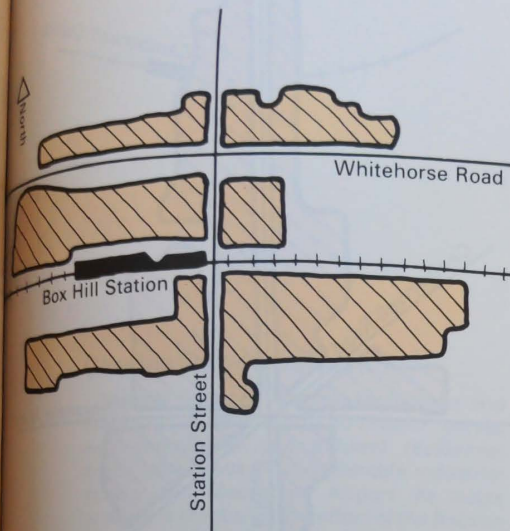
^{BUT}
Q: DID CAIN KILL IT OR?
HOW FAR DID IT GET?

MELBOURNE STRATEGY
IMPLEMENTATION

1

APPENDIX

NOTES ON INDIVIDUAL DISTRICT CENTRES



Box Hill

Box Hill already has many of the elements a district centre needs, plus high potential because of its excellent access.

Any major extension of the District Centre Zone should be in areas south of Whitehorse Road to minimise the need to cross it. Opportunities exist for higher density residential development east and north of Whitehorse Road, with some scope to the south within walking distance.

Features: Compact traditional centre augmented by drive-in retail centre. Retail and personal services space of 42 800 square metres. Town hall, library, police station and court house on fringe of commercial centre. Considerable office development includes government services (Medibank, CES). Municipality has about 18 000 jobs (1976), evenly split between white and blue collar.

Access: Excellent by car, bus, train. 14 bus routes, 2 train routes. Busiest suburban station in ticket sales. Local traffic circulation a problem, but new transport centre will ease this. Public transport connections with Camberwell, Oakleigh, Ringwood, Glen Waverley, City, Doncaster.

Area Served: Well established residential. Many households in both early and late stages of family cycle. Families in middle and mature stages will increase in next 5-10 years and increase spending power. Competition from other centres, such as Doncaster Shoppingtown, is acknowledged locally but not regarded as a threat. Local manufacturing sector quite active.

Opportunities: Transport centre will have retail, office, residential elements, plus shopper/commuter parking, new bus station, and will remove Station Street level crossing. Council active in assembling sites for both development and parking. Proposals for office construction north of Whitehorse Road, new sports complex in Surrey Park, new technical college in Elgar Road, proposed town hall extensions.

Constraints: Not substantial. Prospects for higher residential density around centre somewhat constrained, although some such development already. Difficult to amalgamate land suitable for higher density development.

Camberwell Junction

Although proposals for redevelopment east of the centre are likely to face strong opposition from residents, Camberwell Junction seems sure to maintain its role as a quality shopping focus. There is likely to be some pressure for office developments in fringe areas to the north and south along Burke Road.

Hawthorn and Camberwell Councils have a joint Steering Committee to study this centre's present problems and desirable future. The study will be a valuable basis for decisions on future development.

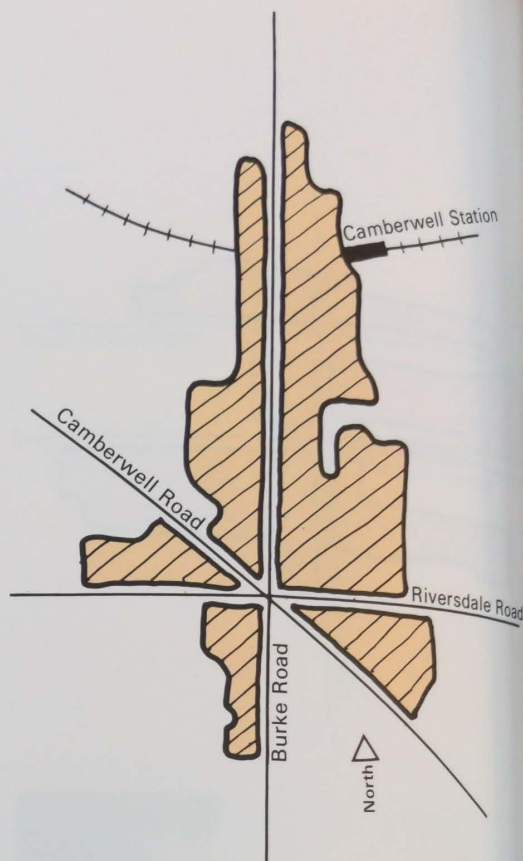
Features: Maintains its position as a thriving regional centre despite substantial changes in other centres. In the top ten metropolitan retail centres with over 50 000 square metres in retail and personal services space. One of Melbourne's main comparison/specialty shopping centres. Historically a strip centre, but more recently stores have been built behind Burke Road, creating a major focus. Office developments a strong tertiary base.

Access: Excellent by car, bus, train and tram. 3 bus routes, 3 train routes, 6 tram routes. Connections to City, Box Hill and Ringwood.

Area Served: Generally higher than average economic status, with high spending power and demand for services. Well established area, with indications that young families becoming more prevalent, with some potential for population increase.

Opportunities: Vibrant active centre with impetus for ongoing development. Two local councils involved and local traders committed to improving the centre by means of Camberwell Junction Study. Large free parking near shops. Community facilities near shops.

Constraints: Competition between through traffic, local traffic, trams and pedestrians. Limited opportunity for higher residential densities east of Burke Road, in view of established character and general quality of existing housing. Better opportunities west of Burke Road. Traffic and parking problems now being studied.



Cheltenham/Southland

Midway between Central Melbourne and Frankston, Cheltenham/Southland serves well established and affluent residential areas, plus areas of considerable industrial activity and Moorabbin Airport. Its major problem is the disruptive effect of the Nepean Highway, which divides it.

Any extension of the District Centre Zone should aim at consolidating the Cheltenham and Southland centres and should be between the Nepean Highway and the railway. Linear extension of the centre to the south would be undesirable.

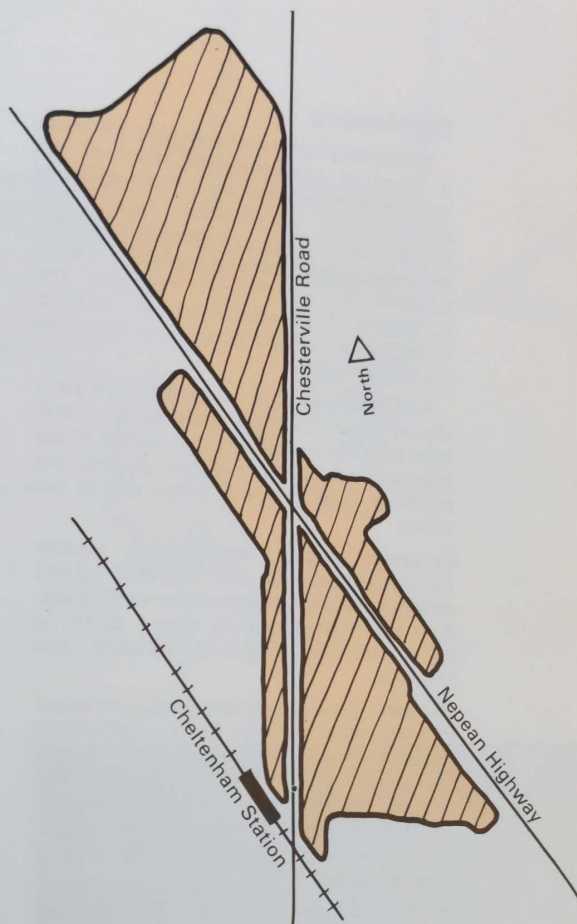
Features: Consists of Southland, one of Melbourne's first regional drive-in centres, plus Cheltenham, a conventional strip centre with some light industrial and commercial uses plus significant community facilities, including library, police station, courthouse and about 47 700 square metres retail and personal services space.

Access: Good regional road access, particularly from Nepean Highway. Buses serve both Cheltenham and Southland. Railway connects with City and Frankston. 16 bus routes including 3 services to Dandenong.

Area Served: Well established and relatively affluent residential area with a significant amount of flat development. Some industrial activity to the north and east.

Opportunities: In view of the economic base of the area it seems Southland/Cheltenham has considerable potential for further development.

Constraints: Outward development constrained by railway and well established industrial areas. Division of centre by Nepean Highway inhibits access between the two components.



Dandenong

Dandenong has a strong identity and offers a range of functions and services not matched by newer centres in the area. It has potential for considerable blue collar employment and residential growth. Although it has some real problems, mainly bisection by the Princes Highway and competition from nearby drive-in centres, these are recognised locally, and solutions are being sought.

Any extension of the District Centre Zone should be east from McCrae Street and north from the railway station. The benefits of any extension should be weighed against the problems of an increase in the size of the centre.

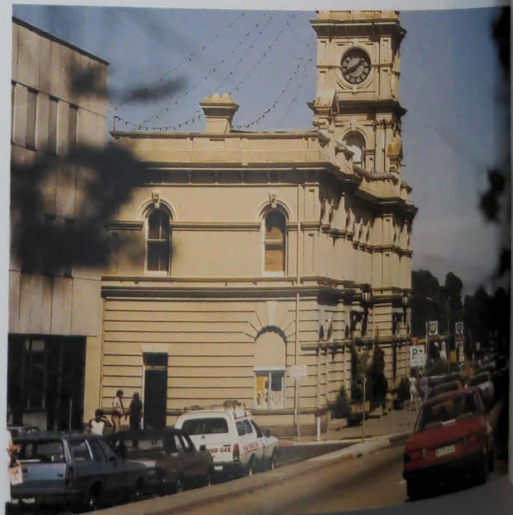
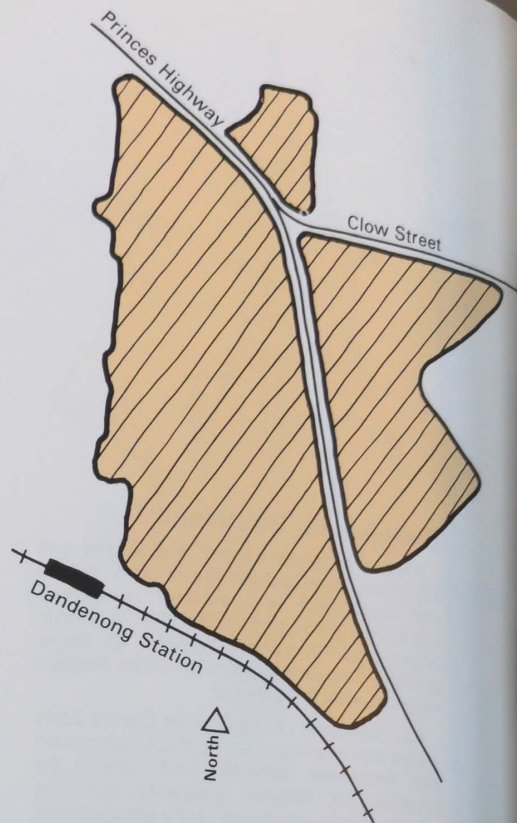
Features: Largest retail centre outside Central Melbourne, with 131 000 square metres of retail and personal services space. A self-contained centre, with a comprehensive range of services and facilities.

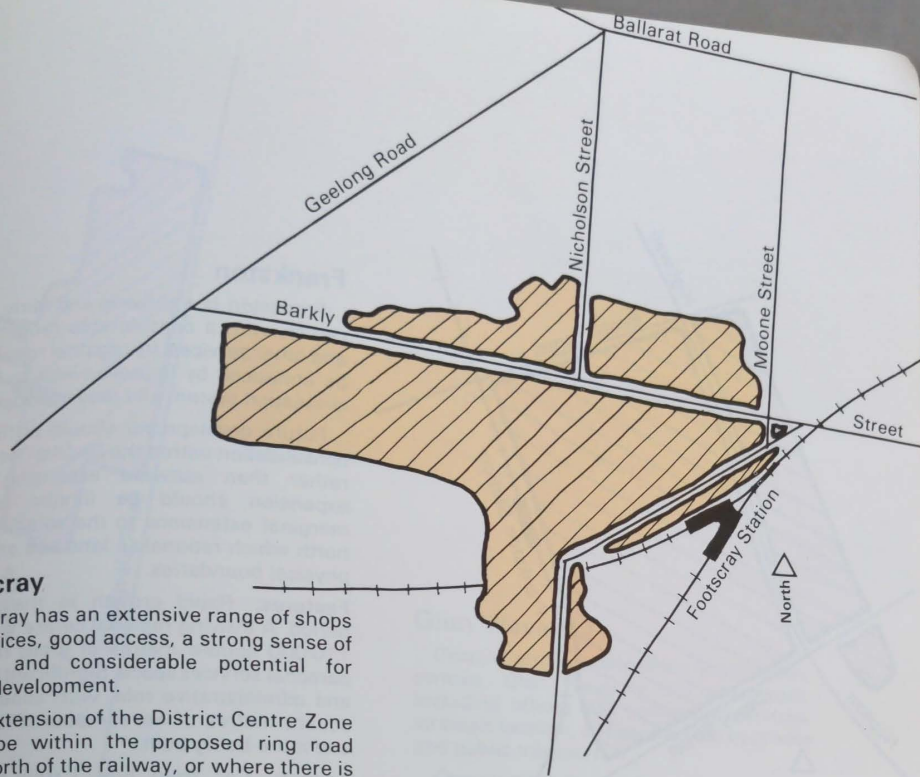
Access: Road access very good. Junction of Princes Highway, Stud Road, Cheltenham Road, Frankston-Dandenong Road, South Gippsland Highway. Railway connects with City, Oakleigh and Gippsland. 21 bus routes with connections to Oakleigh, Ringwood, Southland, Frankston and Glen Waverley.

Area Served: A variety of housing types. Marked unit development within walking distance. Continuous development of detached housing on new sub-divisions, such as Endeavour Hills and Hampton Park. Extensive industrial/blue collar employment base. Large areas of undeveloped industrial land south of the centre as well as a number of major enterprises. Also serves Gippsland.

Opportunities: Great strength is its historic identity as a centre for services and shopping. Area west of highway has a number of office developments and an array of small shops offering variety and personal services. Opportunity to use this area to strengthen the centre's non-retailing service content and to balance the larger retail facilities east of the highway.

Constraints: Bisection of centre by Princes Highway creates unsatisfactory environment for centre users. Strong competition from nearby drive-in centres, which in the long term can be offset, because they are mainly retail and do not offer range and variety of services which exist and could be extended in Dandenong. Social and entertainment facilities could be extended.





Footscray

Footscray has an extensive range of shops and services, good access, a strong sense of identity, and considerable potential for further development.

Any extension of the District Centre Zone should be within the proposed ring road either north of the railway, or where there is adequate road access over it to the south.

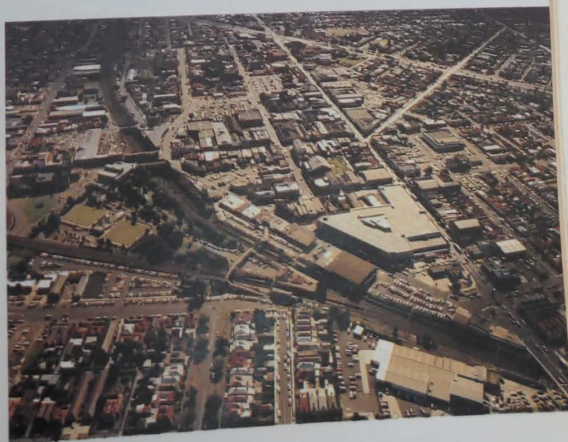
Features: Traditionally one of Melbourne's major commercial centres. Largest retail centre west of Central Melbourne, with about 69 000 square metres gross retail and personal services space. Council action to strengthen centre in face of competition from drive-in centres at Highpoint West and Altona Gate includes a successful pedestrian mall, extra parking and a new market. Extensive range of shops and services.

Access: Road, rail, tram, buses. 5 train routes. 1 tram route. 14 bus routes. Connections with Moonee Ponds, Sunshine and City.

Area Served: Much of the western suburbs. Established residential area and strong industrial employment base.

Opportunities: Footscray is the prime centre in the western suburbs for both office and retail premises and demand is strong for both. High interest in medium density housing. Such strength due to good access by car, train, tram and bus, to traditional role, and to strong local commitment to capitalize on opportunities and solve problems.

Constraints: A centre by-pass route is one of the measures contemplated to relieve traffic congestion. If future development increases strain on utility services funding priorities will have to be reviewed. Assistance to amalgamate small lots for commercial development may be required.





Frankston

Frankston is a thriving and fairly compact centre, with a considerable range of shops and other services. Its regional role is likely to be enhanced by improvements to its traffic circulation system and new transport centre.

Future development should at first be by consolidation within the District Centre Zone rather than outward expansion. Future expansion should be limited to small, marginal extensions to the south, east and north which rationalise land use and reflect physical boundaries.

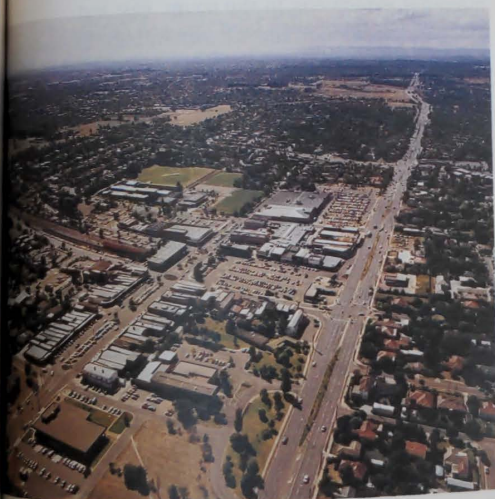
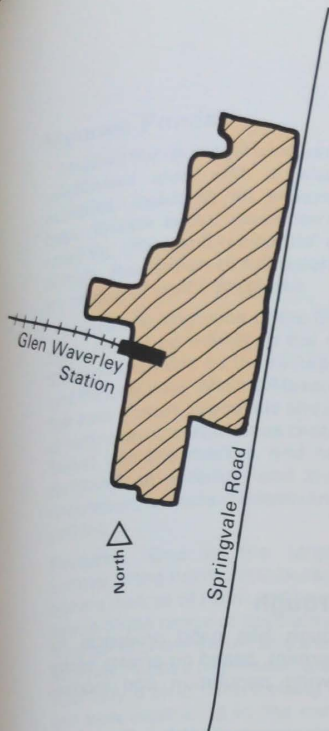
Features: Rapid growth in the post-war period. A thriving regional centre with about 110 000 square metres of gross retail and personal services space. Significant business and administrative role, with about 28 000 square metres of net rentable office space, and more being built.

Access: Car, train, bus. 1 train route. 17 bus routes. Mainly north-south pattern. Access to east limited by railway and road pattern. Public transport connections with Dandenong, Cheltenham/Southland, City.

Area Served: High post-war population growth. Although this growth has reduced recently, Frankston still has significant areas of undeveloped residential land nearby. Major population categories are in professional, managerial and skilled trades groups. High youth unemployment, however. Vehicle ownership higher than metropolitan average. Little competition until recently from drive-in retail centres.

Opportunities: Increased support for comparison and speciality shopping is likely from centre's growing role as a business and entertainment centre. Proposed transport centre will provide extra retail and office space and ease circulation and parking problems. Variety of entertainment facilities, existing and being built, probably unrivalled outside Central Melbourne. Opportunity for further residential development nearby.

Constraints: Heavy through traffic on Nepean Highway conflicts with local traffic. Ribbon development north along highway has added to some problems. Internal car parks have tended to fragment centre and produce vehicle/pedestrian conflicts. Problems faced by visitor in dual role as driver/pedestrian probably the most serious problem to be faced.



Glen Waverley

Despite strong competition from nearby centres, Glen Waverley has advantages, including offices and community services, strategic location, and good access by private and public transport.

Opportunities for development exist within the District Centre Zone, for example on car parks and railway land. These should be taken up before the zone is extended. Any extensions should be confined to areas adjoining the railway station and west of the existing commercial zone. Extension east of Springvale Road is not envisaged.

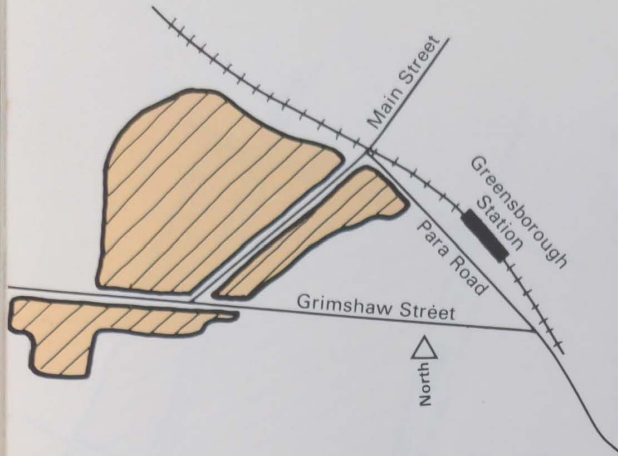
Features: A planned retail centre plus a traditional strip centre. Large number of shops, including major stores, with significant office development, council offices and library.

Access: Well located to one side of a major distributor road between eastern and southern suburbs. Rail terminus. 8 bus routes; connections to City, Box Hill, Oakleigh, Dandenong.

Area Served: Well established residential area with affluent population. Significant industrial base. A number of drive-in retail centres in competition.

Opportunities: Strategic location between other district centres: Box Hill, Ringwood and Southland/Cheltenham. Has advantages over competing drive-ins because of its existing office and community facilities and major commuter railway station.

Constraints: Physical expansion constrained by well-established housing and by Springvale Road. Advantage of this is that future development is likely to be by consolidation and redevelopment, thus retaining compact nature of centre.



Greensborough

Greensborough has good prospects for future development, based on private sector interest, growing population and modern facilities.

Future development should at first be by consolidation within the District Centre Zone rather than outward expansion. Any further expansion should be limited to small marginal extensions to the south, east and west which rationalise land use and reflect physical boundaries.

Features: Established largely in the post-war period, originally as a convenience shopping strip, Greensborough has recently been greatly expanded by a modern drive-in centre, including twin cinemas and office space, behind the strip and with pedestrian access to it. Gross retail and personal services space of 58 000 square metres.

Access: Road, rail, bus. 1 train route, 4 bus routes; connection to Broadmeadows.

Area Served: Outer band of north-eastern suburbs, which have had significant population growth in the last two decades.

Opportunities: Growing population in the area has high content of young families. Prices recently paid for office accommodation in Main Street show excellent growth potential. Good opportunities for public transport access.

Constraints: Railway is a physical barrier to north and east. Centre surrounded by recent residential development. Steep grade of Main Street detracts from general amenity, as does that street's division of the original strip. Lack of community and entertainment facilities, apart from cinemas.



Moonee Ponds

Moonee Ponds is a thriving centre in a well established area with a wide range of activities, including an expanding tertiary base. Private sector investment interest in retailing, office and residential development is high. Realisation of full potential depends on easing of traffic problems.

Any future extension of the District Centre Zone should be mainly to the north, within the area bounded by the railway to the west and Pascoe Vale/Mount Alexander Roads to the east. Future proposals should contribute to retention of a retail focus centred on Puckle Street and the market, and help solve the problems of internal and through traffic circulation, vehicle/pedestrian conflict and parking.

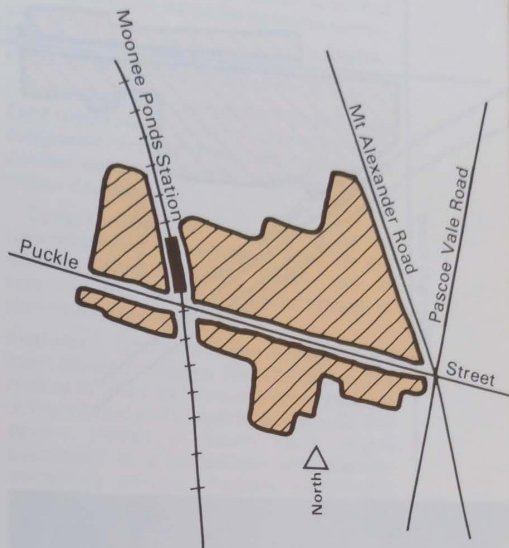
Features: One of the largest shopping centres in the northern suburbs, with 46 500 square metres of retail and personal services space. Wide range of speciality shops, plus a number of chain stores and the market, make Moonee Ponds a high order, attractive centre. Basically a strip centre along Puckle Street, but now expanding to the north and south. Key associated features are town hall complex and Moonee Valley racing complex with significant convention and reception facilities.

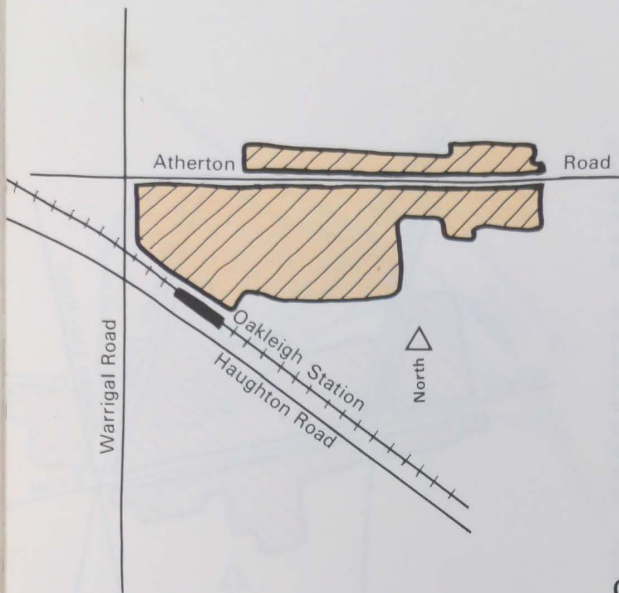
Access: Road, rail, tram, bus. 1 train route. 2 tram routes. 12 bus routes. Connections with City and Footscray.

Area Served: Well established residential area with considerable industrial base. Strong retail competition from a range of centres, including Central Melbourne, High Point West, Footscray, and such smaller areas as Ascot Vale, Essendon, Airport West, Niddrie, Coburg and Brunswick.

Opportunities: Considerable potential, judging by current private sector development interest and Council's commitment to resolve problems of congestion, traffic circulation, and vehicle-pedestrian conflict. Centre is being expanded, with proposals to demolish houses (adjoining and within the centre) for car-park and office developments. Considerable demand for medium density housing, but development inhibited by rising land prices and small allotments.

Constraints: Traffic circulation and parking problem. Extension to west is limited by railway. Main focus of centre is separated from town hall complex by Mount Alexander Road and a complex road intersection. Further outward growth could detract from the centre's compactness.





Oakleigh

Oakleigh has a greater range of existing and potential functions than Chadstone, which is at present the most significant retail centre in the area. Further development of Oakleigh would complement Chadstone and create a major attraction in the area.

Any extension to the District Centre Zone should occur generally north of the railway, east of Warrigal Road.

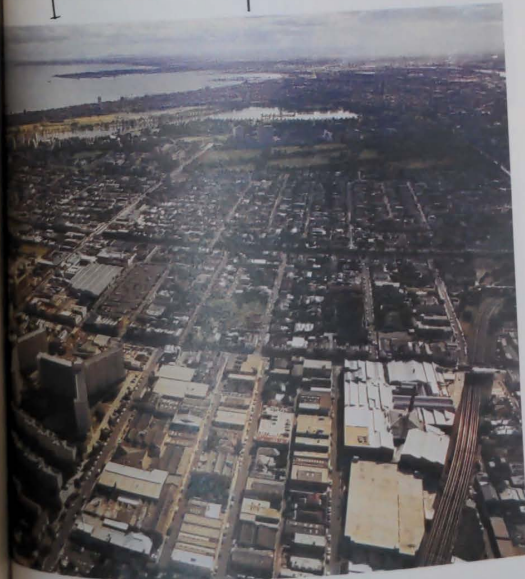
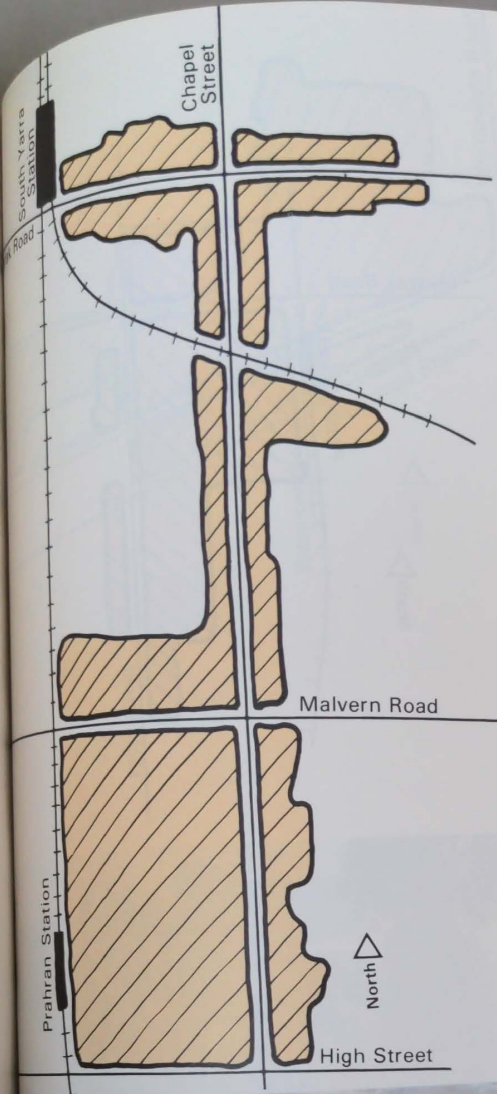
Features: A traditional strip centre with about 27 000 square metres gross retail and personal services space. A large local centre with emphasis on convenience shopping and little demand for office accommodation. Proximity to Chadstone drive-in centre has probably inhibited further growth.

Access: Road, train, bus. 1 train route. 11 bus routes. Connections with Box Hill, Glen Waverley, Dandenong, City.

Area Served: Well established residential area with significant industrial base.

Opportunities: Potential lies in the well established population in the area, nearby industrial employment, tertiary base (although somewhat limited) and its attractiveness as a busy strip centre. Possibility of development of railway land.

Constraints: Local traffic circulation inhibited. Railway restricts access to south. Single access from Warrigal Road restricts traffic movement to and from the centre. Outward expansion limited by railway and Warrigal Road. Subdivision pattern on the other sides of the centre is in small lots with individual ownership. Difficult for developers to amalgamate land for new commercial or medium density residential development.



Prahra

Prahra is a highly successful retail centre. Its office development potential is limited because of more attractive locations nearby, such as St Kilda Road and South Melbourne. Solving its traffic problems is likely to be difficult.

Substantial extension of the District Centre Zone would create problems caused by traffic congestion/access difficulties and be in conflict with the need to minimise further ribbon development.

Opportunities for expansion lie in redevelopment of individual sites in the existing non-residential zones and in recycling and use of the upper storeys of commercial buildings.

Features: Traditionally one of Melbourne's main suburban centres. Has 107 800 square metres of retail and personal services space in High Street and Chapel Street, plus 32 700 square metres in South Yarra. Highly successful as a comparison and specialty shopping centre. Recent significant redevelopments include Jam Factory, Prun Central, refurbished market. Pockets of light and service industries and entertainment facilities such as restaurants and discos. Surrounding residential areas are relatively intensively developed.

Access: Car, bus, train, tram. 1 train route, 16 tram routes including connections to Camberwell and City, 3 bus routes.

Area Served: Prahra has traditionally been an industrial suburb. In the post-war period blue collar character augmented by more affluent population and migrants. These people, plus high income population in Toorak/Malvern, Brighton and Elwood, have provided strong base for new vitality in the centre. Probably the only centre, apart from Central Melbourne, which can attract people from all over the metropolitan area.

Opportunities: Prahra's unique image can be consolidated and enhanced. Uniqueness is based on its long history, ethnicity, fashion orientation of much of its shopping. Opportunities to improve overall appearance by retaining the more distinctive buildings and groups of buildings.

Constraints: Traffic problems. Conflicts between pedestrians, on-street parking, trams, service vehicles. Solutions seem difficult, with limited opportunity for a by-pass route. Length of strip makes it inconvenient for shoppers to traverse on foot. Insufficient parking, but extra off-street parking could increase traffic on the already congested street system. Building and associated regulations inhibit re-use of first floor premises, many of which are under-used or vacant.

Preston

Preston has a well-established, regionally-oriented retail and community services base, with good access from northern suburbs by private and public transport. Problems include car parking and traffic circulation.

Extension of the District Centre Zone should be generally to the west of High Street as far as the railway, or to the east. Further commercial development south of Bell Street or north of Murray Road would not be appropriate as this would unduly lengthen the strip. The western side of High Street is at present the most active part of the centre.

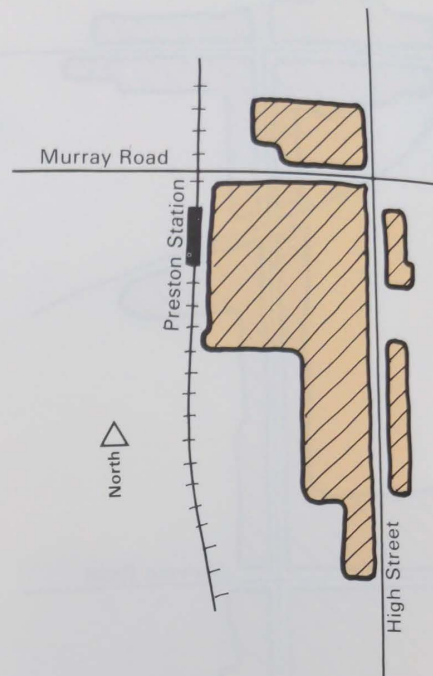
Features: Among the largest retail centres in the metropolitan area, with 49 000 square metres of retail and personal services space. Developed from a traditional shopping strip. Community facilities on the east side of High Street include the town hall, police station, court house, health centre and library. Together with the market these create a regionally significant centre.

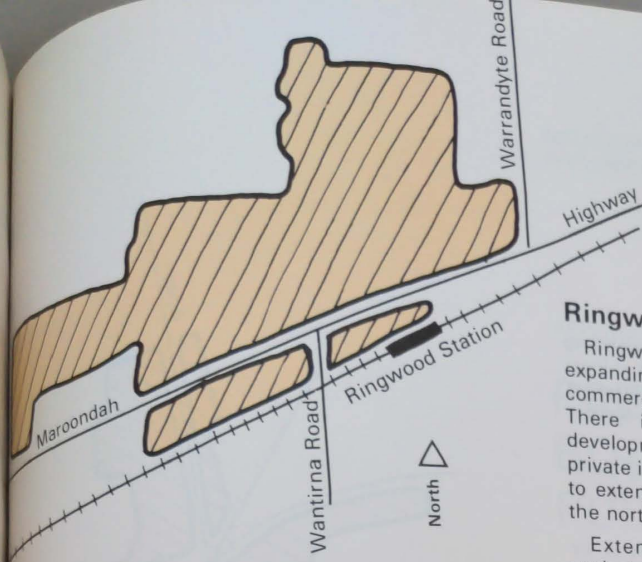
Access: Road, rail, tram, bus. 1 train route. 2 tram routes. 24 bus routes. Well located on a primary arterial road (Bell Street) to serve suburbs from Tullamarine Freeway to Heidelberg.

Area Served: Serves a very wide area. Considerable industrial base with newer residential areas to the north.

Opportunities: Main opportunities depend on the ability of the centre to capitalise on its excellent public transport access, because of relatively low car ownership in the area served. Strong community services. Scope for outward expansion if suitable sites can be consolidated. Strong demands for medium density housing and a supply of appropriately sized allotments.

Constraints: Office activity limited and little demand for office space. Conflict between through and local traffic and between traffic, trams and pedestrians. High Street separates main shopping centre from community services.





Ringwood

Ringwood serves a relatively affluent and expanding population. It has a sound commercial base and good regional access. There is local commitment to further development, and apparent attractions for private investment. A current commitment is to extend the centre's commercial zone (to the north and west) by about 50 percent.

Extensions beyond that would be undesirable at least until the proposed bypass is built. If further commercial zoning should become appropriate, it should be contained within the area bounded by Mullum Mullum Creek, New Street, the railway and Warrandyte Road.

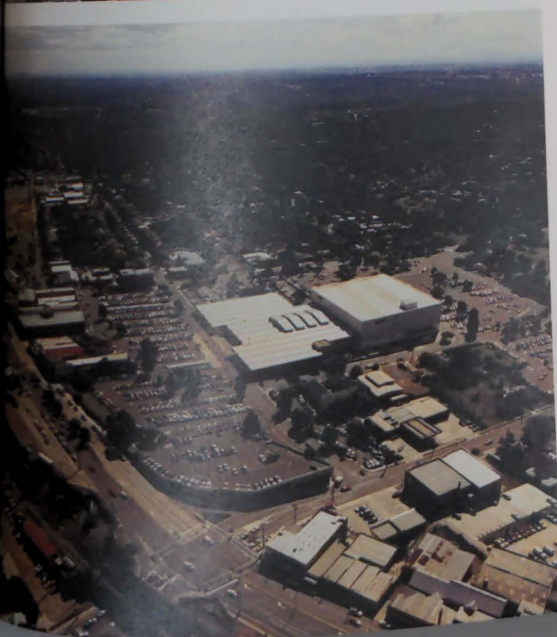
Features: The major centre in the Lilydale Corridor with about 48 000 square metres of retail and personal services floor space. Mainly a retail centre but has substantial private and semi-government offices and service business and service industry activity along Maroondah Highway. Consists of both a strip centre and a drive-in (Eastland).

Access: On Maroondah Highway with good train and bus services. Extension of Eastern Freeway and Scoresby Freeway will enhance regional road access. Railway junction: Lilydale and Belgrave, City via Box Hill and Camberwell. 4 bus routes.

Area Served: Lilydale Corridor has had substantial population growth. Serves a well established residential zone with some extra capacity available in Reserved Living Zone.

Opportunities: Council strongly committed to promoting the centre and has commissioned several studies on its future development. Peripheral development strategy has been adopted and an area west of existing centre, with frontage to Maroondah Highway, has recently been rezoned to accommodate retail and commercial development. Council strategy also involves medium density housing near the centre. Measures to improve traffic circulation and parking also planned.

Constraints: No major constraints. Problems of traffic congestion and separation of major parts of the centre from railway station likely to be eased by Eastern Freeway extension, connection with Scoresby Freeway west of the centre and arterial by-pass north of the centre, all of which will reduce traffic on Maroondah Highway.



Sunshine

Sunshine has a large and expanding population base as well as substantial local workforce. Recent investment interest indicates considerable potential for further development.

Extension of the District Centre Zone should be north of the railway and east of Hampshire Road.

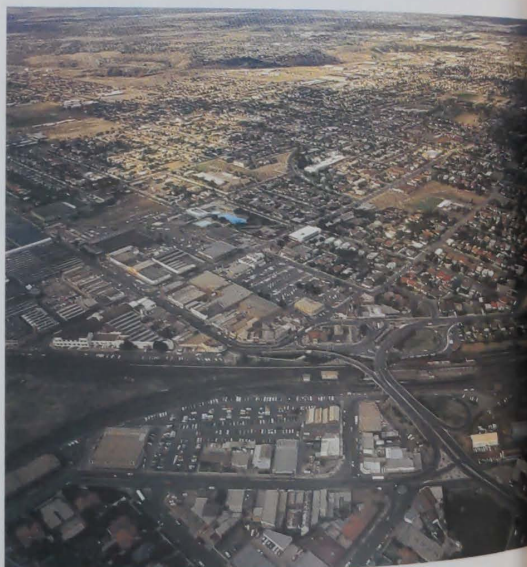
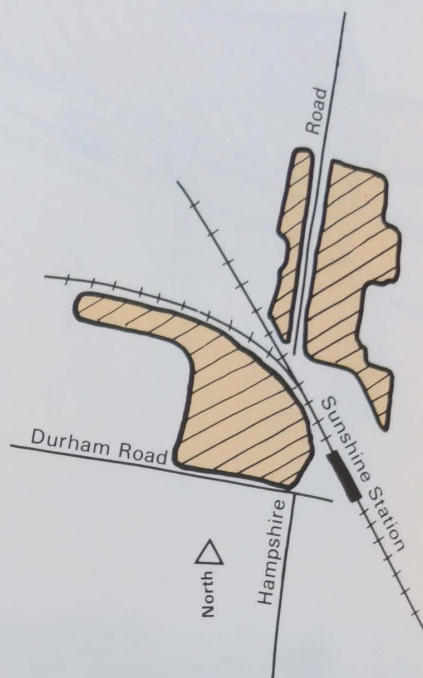
Features: Centre split into two parts by railway and Hampshire Road overpass. Northern part is the most significant, with about 26 200 square metres retail and personal services floor space. A number of fairly large chain stores, some of which have been built recently, which indicates investment interest in the centre. A public sector office which will employ over 100 is under construction. No vacant land available for development within the centre. Community facilities nearby include municipal offices, swimming pool, infant welfare centre and community centre. Southern part has not developed to same extent and is a local convenience shopping strip.

Access: Road, train, bus. Connections with Footscray and the City. 10 bus routes including Footscray and Highpoint West.

Area Served: Between 1977 and 1978 the municipality's population increased faster than any of the neighbouring municipalities, including Keilor and Melton. On the basis of currently undeveloped residential land, it is estimated that the municipality can eventually accommodate about 112 000 people.

Opportunities: Main potential appears to be in the northern part of the centre, which has had recent commercial development and is close to community facilities. High demand for retail space and some demand for medium density rental housing. Because of railway, outward extension of the centre would have to be generally eastwards. This area is largely residential but has some scope for redevelopment should demand eventuate. Strong competition from drive-in centres. Continuing commercial interest in the centre indicates potential for investment.

Constraints: Main constraint appears to be economic, and until recently other locations have been regarded as more attractive for development.



MELBOURNE STRATEGY
IMPLEMENTATION

APPENDIX **2**

PREVIOUS
BOARD
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Melbourne Metropolitan Planning Scheme 1954 Report, Surveys and Analysis, 2 vols,
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Little, F M and Carter, R A, November 1978.
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Works and Ministry of Planning, June 1980.
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Consultants Pty Ltd in association with Plant Location International (Australia) Pty Ltd, 1979.
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and Wildlife Department and Port Phillip Authority.
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1974.
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Associates, January 1976.
A metropolitan parking ordinance study, by Wilbur Smith and Associates Pty Ltd, 1976.
Parking and Public Transport Availability. Prepared by R J Nairn and Partners Pty Ltd, February
1978.
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Loder and Bayly, October 1978.

Some Transport Implications of Containment, October 1979.

Hierarchy of Roads Study and Associated Reports, including Report Summary, Traffic Effects in Cohesive Areas, Urban Arterial Roads, Suggested Networks, Guidelines for the Integration of Land Use and Roadway Functions (in preparation), Guidelines for Traffic Protected Areas (in preparation). Prepared with assistance of the Hierarchy of Roads Study Steering Committee, 1978-81.

Study of the Road System for the Non-Urban Areas (in preparation), by Wilbur Smith and Associates Pty Ltd in association with Aberdeen Hogg and Associates Pty Ltd.

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Maribyrnong River Catchment, Preliminary Environmental Study, 1975.

Recreation Studies for the Dandenong Valley Metropolitan Park, by Parkhowell, R and Australian Sales Research Bureau, 1976.

Gardiners Creek Valley Study. Recreation Study Technical Report, December 1977.

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MELBOURNE STRATEGY
IMPLEMENTATION

3

APPENDIX

GLOSSARY

Broadscale Farming:

The use of farmland for extensive pastoral or cropping activities as distinguished from the use of farmland for intensive farming activities such as market gardening or poultry raising.

Building Setbacks:

The distance a building must be located from a site boundary, particularly a road frontage.

Central Melbourne:

The strategic focus activity for the metropolitan area covering the central business district (bounded by Spring, Flinders, Spencer and Latrobe Streets), and the wider environs of this area and gardens and the main approaches such as St Kilda Road south to Kingsway and Victoria Parade east to Clarendon Street.

Comparison Shopping:

The purchase of durable or higher priced goods which are commonly chosen by comparing individual articles of a similar type. This includes some clothing items, furniture and household appliances.

Convenience Shopping:

Those purchases which are made to satisfy short term essential needs. This includes regular buying of food, cleaning materials and small cost household goods.

Deferred Potential Urban Area:

Corridor locations in which the urban expansion of the metropolitan area is not anticipated in the foreseeable future. See 'potential urban area'.

Development Bonus:

An opportunity for additional development on a site where a development proposal includes particular features specified in planning requirements.

Dual Occupancy:

The use of a single residential lot, or adaption of a dwelling, for occupation by two households in separate accommodation.

Established Area:

Includes that part of the metropolitan area outside the inner area which has been, or is in the process of being, developed for urban purposes. See 'inner area'.

Gravity Services:

Water supply, sewerage and drainage services, the operation of which are dependant upon gravity.

Infill Housing Development:

The development or redevelopment of small sites between existing houses so as to be compatible in scale and character with those existing houses.

Infrastructure:

Those physical services and structures which are a normal part of the life of an urban community, including roads; railway, tram, power and telephone services; hospitals; schools; recreational facilities and water supply, gas, sewerage and drainage systems.

Inner Area:

The older parts of the metropolitan area surrounding Central Melbourne including all or part of the municipalities of Williamstown, Footscray, Essendon, Brunswick, Northcote, Kew, Hawthorn, St Kilda, Prahran, Richmond, Collingwood, Fitzroy, Melbourne, Port Melbourne and South Melbourne.

Land Amalgamation:

The process of consolidating any number of smaller lots into a larger lot, for the purpose of development or resubdivision.

Local Development Scheme:

A statutory document through which a municipal council can supplement the Melbourne Metropolitan Planning Scheme to plan in greater detail for any area or areas requiring particular attention within its municipal district.

Metropolitan Parks:

Major recreational areas controlled and developed by the Board to serve large sectors of the metropolitan area by providing for the diverse recreational and educational needs of its people. In developing the parks, the Board considers the particular natural features of each park and provides for a range of facilities for both active and passive recreation. These parks are located at the Dandenong Valley, Maribyrnong Valley, Yarra Valley, Braeside and Point Cook and are so placed that most Melbourne people live within easy reach of at least one of them.

Modal Interchanges:

Those 'transport nodes' of a major nature which warrant development of a facility where people can readily change from one form of or mode transport to another and which provides retail and commercial services appropriate to the needs of the passengers. See 'transport node'.

Outer Area:

The pool of land which is zoned for urban purposes but where development is yet to occur.

Outline Development Plans:

Preliminary plans to guide the future development of new urban land prepared following consultation between the Board and the relevant council, public authorities and developers. Such plans show in broad terms the desired location of basic transport and public open space networks and the location of community and commercial facilities.

Parking Generation Area:

An area which is not a declared 'limitation area' where new development provides adequate parking space.

Parking Limitation Area:

A declared area where there is severe traffic congestion, and where parking is to be limited for strategic reasons. Declaration would be a temporary measure, until a satisfactory traffic management and parking scheme is implemented.

Potential Urban Area:

Selected corridor locations to which future outward urban expansion of the metropolitan area should be directed following the substantial development of existing urban zones. See 'deferred potential urban area'.

Preferred Development Areas:

A procedure adopted by the Board in 1975 to encourage the development of selected urban areas by the priority treatment of applications and the use of financial policies generally more favourable than those applied elsewhere.

Public Open Space:

Parklands, open areas and facilities for use by the public for active or passive recreational purposes, including areas in which access to the land by the public may be restricted or regulated.

Reservation of Land:

Land is reserved in a planning scheme when it is, or will be, required for public use or for the purposes of a public authority. Reservation means that the land is, or will be, in public ownership.

Residential Density:

- LOW** generally, the suburban detached house on its own allotment, a density of up to 11 dwellings per hectare.
- MEDIUM** generally, more intensive forms of residential development ranging from row houses to low-rise developments (up to three storeys in height), usually a density of between 12 and 40 dwellings per hectare.
- HIGH** the most intense form of residential development.

Road Classification:

A consistent terminology and designation of roads in Metropolitan Melbourne is agreed between representatives of state and local government agencies responsible for various aspects of road administration. The Hierarchy of Roads Study Report recommends a five level road classification.

Freeways:

Those roads having full access control and grade separated intersections, whose primary function is to service large traffic movements.

Primary Arterial Roads:

Those arterial roads whose main function is to form the principal avenue of communication for metropolitan traffic movements not catered for by freeways.

Secondary Arterial Roads:

Those roads which supplement the primary arterial roads in providing for through traffic movement, to an individually determined limit that is sensitive to both roadway characteristics and abutting land uses. (That is, traffic management measures will be used by road authorities to determine the number of vehicles using these roads).

Collector Roads:

Those non-arterial roads which distribute traffic between the arterial roads and the local street system which provide local connection between arterial roads and which provide access to abutting property.

Local Access Streets:

Those streets not being arterials or collectors, whose main function is to provide access to abutting property.

As an interim measure the Board will continue to use the following two road classifications.

Main Roads:

Those roads included in the 'freeway' and 'primary arterial road' classification.

Secondary Roads:

Those roads included in the 'secondary arterial road' classification.

Rural Residential Use:

A residential development in an open semi-rural setting. Such developments normally occur at selected locations within the urban fringe on lots ranging in size from 0.4 to 2 hectares. Most urban services will be available but where reticulated sewerage is not provided, each lot will be of sufficient size for efficient on-site sewage and sullage disposal.

Speciality Shop:

An establishment which sells a limited class of goods, such as high fashion clothing or antique silverware, and endeavours to achieve a reputation for quality merchandise in this restricted field.

Strip Centres:

Commercial centres that have developed, usually along a major road, and present a continuous shopping and business frontage.

Transport Nodes:

Locations on major public transport routes where feeder services, such as trams, buses or taxis form a focus, or where these major routes intersect with cross town tram or bus routes. They should provide efficient transfer between all forms of transport and have car and bicycle parking. See 'modal interchange'.

Zoning of Land:

A means of allocating uses to specified land to express planning policy and ensure compatibility between neighbouring activities. The Melbourne Metropolitan Planning Scheme also contains Reserved Zones which indicate the intended future use of that land. Development in these zones depends upon the availability of services and the provisions of 'outline development plans'. Reserved Zones should be distinguished from the 'reservation of land'.