A CHARTER FOR A CENTRAL REGION

A Principled Community View

"Would you tell me, please, which way I ought to go from here?" said Alice.

"That depends a good deal on where you want to get to," said the Cat.

Alice and the Cheshire Cat
Reproduced from "Do It Yourself Social Research" 1984. Drawing by Simon Kneebone

"...............It is hopeless to choose machinery before it is determined what that machinery is expected to do........"

By Ruth and Maurie Crow

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INTRODUCTION

WHY A REGIONAL COMMUNITY CHARTER ?

One Inner Region (With More Resources) ?

One Greater Melbourne Council ?

Or What ?

That was the great debate begun at the tail-end of 1985

Up until then, there had been a loosely-structured consultative-type Inner Urban Region, constituting some State Department spokespeople, some local Council officers and/or Councillors, and some community representatives from 8 inner area municipalities, namely :-

> Melbourne
> Fitzroy
> Collingwood
> Richmond
> Prahan
> St.Kilda
> South Melbourne
> Port Melbourne

The original FACS (Family and Community Services) Committee, now called the "Inner Urban Regional Consultative Committee"(IURCC) mainly concerned with welfare matters, had spawned a sub-committee the "Inner Urban Region Planning Committee" (IURPC) mainly concerned with integration of physical, economic and social planning.

In mid-November 1985, the IURPC ran a seminar on the future structure and status of the inner region organisation, the upshot of which is that the Council officers concerned are to draw up some concrete proposals for presentation to all those constituents involved.

In the meantime, on Xmas day 1985, Cr.Lynch, Lord Mayor of Melbourne released to the press ("The Age" 26/12/'85) that the Melbourne City Council had made a submission to the Local Government Commission (enquiring into restructuring of local government) proposing 5 options ranging from:-

(A) The least restructuring - some minor boundary re-adjustments to overcome anomalies)

to:-

(E) The most restructuring - involving the merger of:

> Melbourne
> Fitzroy
> Collingwood
> Richmond
> South Melbourne
> Port Melbourne
> Part of St.Kilda (north of Fitzroy St.)
> Part of Essendon (Ascot Vale south of
> Maribyrnong Rd.)

As can be appreciated, if option (E) were to be adopted, it would be a funny sort of "region" left, consisting only of 3 Councils: Melbourne, Prahran and (part) St.Kilda; and if Prahran and St.Kila amalgamated, (as Option (E) suggests), there would then be only two Councils left of the former 8-Council "inner region".

Some variants of the present regional composition are suggested by us in the Appendix.

So, as far as the inner region is concerned, both Council restructuring and regional boundary, status and/or existence are truly "in the melting pot".

And the City of Melbourne's submission's 5 options are only part of the possible complexities. For example,St.Kilda's mayor,Cr. Callanan, points out there could be a bayside Council of St.Kilda, South Melbourne and Port Melbourne,or a merger of St.Kilda,Brighton and Prahan. Collingwood mayor,Cr.Russell,thinks that if Councils are going to become region-size,there follows the question of whether State government is necessary. ("The Age" 28/12/'85).

Other complexities include the possibility of creating neighbour-hood committees to become involved in and help manage various neighbourhood functions now performed by local or State government.

So we have 5 possible "tiers" of management:-

> Federal Government
> State Government
> Regional Forums
> Local Government
> Neighbourhood Committees.

The purpose of this paper is not to discuss and propose the particular allocation of appropriate functions and boundaries amongst the above 5 tiers of public administration,but to go back behind that question and ask : WHAT IS THE POLICY ?

It is hopeless to choose machinery before it is determined what that machinery is expected to do.

As the grinning cat said to Alice's question "which way ought I to go from here ?". "That depends a good deal on where you want to get to!" (See cover).

No one should be arguing that we don't need the most efficient machinery for the job - but if "the job" is based on unacceptable policies,then an increase in the efficiency of machinery would only mean that we all go faster in the wrong direction!.

It has taken several decades for inner area residents to win acceptance of some of the obvious facts about the inner areas,for example: -
* The inner areas are not rubbishy slums best redeveloped by a Housing Commission or speculative real estate corporations.
* Uniform building regulations and planning scheme zones appropriate for middle and outer suburbs,are not appropriate for most of the inner area building stock
* Freeways or upgraded arterials that throw more and more commuter cars into the Central Activities District and its fringes,force the further decline of the centre,rather than reviving it,and tend to increase the pace of senseless redevelopment to provide stabling for the extra cars.

Over the same period of several decades there have been some valuable pioneering work in the theory and practice of locally-based welfare services in some of the inner region municipalities,and,to some degree, a growth in the range of leisure-time activities;accompanied by a degree of management by the users of those services and activities.

To usher in the new locally-orientated services and activities,and the new land-use/transport planning,there has also arisen a new breed of Councillors. These new local Councillors have replaced the older breeds that tended to be absorbed in sectional self-advancement of business interests,or in "playing God" by wheeler-dealer methods treating the Council as if it were a big business for maximising the "rate base",and as if it was their privelege to bestow favours.

The new breed,on the contrary,whilst they may be concerned with municipal financial strength,at least regard the purpose of this finance to raise the level of responsiveness to the development needs of the people who live or work in the area.

These precious gains of more enlightened Councillors pursuing more enlightened physical and social planning;and the urgent need to add to that,now,economic planning on a local scale,must not be allowed to be swept away on a wave of superficially attractive business efficiency as the be-all and end-all of local government.

Restructuring,along with budget programming and corporate administration methods should all be regarded as machinery to implement policies that are pre-determined by the people they serve,and in no way seen,in themselves,as a generator of better policies,or as a substitute for the process of battling out those policies which must remain always the primary task.

Although this paper will be concerned,therefore,with spelling out some proposed policies for the whole of the inner region,in a "Charter" form,it is clear,nevertheless,that there is some useful function for each of the 5 levels of administration mentioned above. By way of illustration,there can hardly be a case for neighbourhood or even local control of water supply or sewerage system. On the other hand,the siting and character of small neighbourhood parklets,or the management of neighbourhood or community houses,or the types of family-supportive services should be determined at neighbourhhod rather than higher levels.

Good Policies Should Not Go Into The Melting Pot!

The old breed of Councillors,or unscrupulous speculators,or particular sectional interests could well try to use the confusion of the local government/regional restructuring issues to undo years of patient planning,including many planning goals to which the community organisations have made an important input.

No sooner had the City of Melbourne 5-option idea been announced, for example,than a proposal came for Prahan to amalgamate with South Melbourne and Port Melbourne,because Prahan was said to have "planning expertise" to deal with "large developments" for St.Kilda Rd. and parts south of the Yarra ("The Age" 30/12/'85). Unfortunately,this very idea would undo the intention both of the 1974 and 1985 City of Melbourne Strategy Plans (which had involved consultation with surrounding Councils,including Prahan,which did not oppose such a strategy,as well as community and professional organisations,which supported the strategy).

The important thing about good policies,accepted by the Government, and strongly supported by the community,is not to allow them to be delayed (as the 1974 Strategy Plan was for a whole decade),and as the Human Services Report and the Early Childhood Development Report has been for two years),whilst the local and regional structures are thrown into the melting pot;but to proceed to have these policies implemented!

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Readers may find it an advantage,at this point,to read the Appendix, which proposes three variants for a "Central Region";comments on the similarities and differences of the various functionally-different parts within any such region;and explains which of these is covered - and which is not covered - by the Charter.

These issues have been quite deliberately relegated to an Appendix to underline - in yet another way - that the main purpose of this paper is to propose community POLICY objectives for the region,and not the implementing machinery to carry out those objectives.

A CHARTER FOR
A CENTRAL REGION

Notes

To keep the Charter short,definitions,explanations,illustrations, background comments and abbreviations will be found either in the "Appendix" or in "Comments and References". Words marked with an asterisk * will indicate reference to the Appendix,and numerals in brackets will refer to Comments and References.

The words "Central Region people" are used to cover people who either <u>live</u> or <u>work</u> there.

The words "Strategy Plan 1973" or "Strategy Plan 1985" will refer to the City of Melbourne Strategy Plans for those years.

Underlined passages are summarised Charter principles.

PART A   HUMAN VALUES WORTH SUPPORTING –

QUALITATIVE GROWTH AND OTHER SPECIAL GROWTH

1. GROWTH IN SPECIALISATION OF CAD AND CHA

People who live or work in the Central Region* have a tremendous advantage that there is available to them,quite handy, an extensive range of highly specialist urban functions*. These occur in the most highly concentrated form,and in the most accessible location (1) in the Central Activities District (CAD)*

Less concentrated or more sporadically-used specialist functions* are also to be found in a more scattered way and in less accessible locations (1) throughout all parts of the Central Region around the CAD,which could be called,for this reason the Central Host Areas (CHA)*

Central Region should prize their proximity to the specialist functions of the CAD and CHA.

There is a tendency for a heavily car-dependent city – such as Melbourne has become – to re-locate many of these highly specialist functions to the suburbs. But their continued location in the Central Region is an advantage not only to Central Region people, but to those who live and work elsewhere in the metropolitan area and beyond. This is so because Melbourne's rail and tram services can deliver the maximum number of people to the CAD in the shortest span of time,and CHA functions are typically connected to the CAD by relatively short public transport trips.

A corollary to keeping specialist functions in the CAD and CHA is that non-specialised services and staple commodities are available in district and local centres in the suburbs nearer to where people live (although available also centrally for those who work or live centrally),rather than taking up valuable central space.

So the first charter item is:-

<u>Keep the existing and any new highly specialist functions</u> <u>located in the CAD and CHA.</u>

What is at stake is not economic convenience for Central Region people,but whether Melbourne – arguably one of the "sprawliest" cities in the world (2) – is to be allowed to become even more

dispersed and car-dependent,or whether it is to be,in the future, more consolidated by containing outward low-density growth with the help of more convenient public transport,and "cluster and connect" urban design principles (3). Scattering of specialist functions around the suburbs compels car access for most and reduces effectiveness of these functions,along with their reduced accessibilty.

Fortunately,both the Government and the City of Melbourne have, at least in principle,endorsed policies consistent with such strategies (4).

Central Region people need to monitor major developments to discourage re-location of specialist functions to the suburbs,and to ensure that in any expansion or new development of large enterprises,the authorities insist that planning rhetoric about support for specialist functions is enforced.

Thus institutional expansion into surrounding residential areas, or car-attracting and space-wasting developments in the CAD or CHA should be resisted (5).

By thus helping to make Melbourne less car-dependent,Central Region people will also be helping,in the longer term,to strengthen public transport patronage which can reduce the number of people bringing their cars to the central areas.

* * *

To retain the presently-existing specialist functions of the CAD and CHA does not mean to aim for a stagnant or static condition for the Central Region. On the contrary,Central Region people should also seek growth;but the all-important question is : what sort of growth,and of precisely what elements,how and where ?

What has to be rejected is the "growth for growth's sake" attitude typified by some local Councillors who imagine they are big business tycoons whose functions are the aggrandisement of the Council's status by expanding the rate base through attracting international investment in skyscrapers,rather than meet the real needs of the ratepayers. Equally misplaced are the attitudes of governments which see economic recovery based on a crop of 5-star hotels and expensive entertainment to accommodate wealthy overseas travellers rather than the "ordinary run" of holiday-making visitors.

Central Region people - and visitors to the CAD and CHA - need quality growth in two different senses. In some things quantitative growth is not involved at all,but a growth in the performance or attractiveness of existing elements,such as growth in the quality of human relationships or the growth in restoration of heritage-worthy areas.

In other cases,quantitative growth is indicated - as in housing or employment - but growth specially tailored to Central Region conditions.

2. GROWTH IN THE QUALITY OF HUMAN RELATIONSHIPS

A certain stability of residence is required to establish a reasonable stability of human relationships;and requires a network of casual acquaintenship with neighbours and traders,through to a level of friendship with a few chosen people,or participation in some local pursuits of various kinds.

The very basic need to feel you "belong" where you live is often hard to establish in the Central Region due to the very high mobility of the resident population. In some parts of the region, especially in the areas immediately surrounding the CAD,this stability has been severely disrupted in the post-war period for a variety of reasons (6)

Therefore,in the affected parts of the Central Region these ruptured community connections have to be consciously and deliberately re-woven. Fortunately,some of the causative factors (6) have come to an end and others are declining.

Now what is needed is to re-establish and/or strengthen a firm degree of local social stability by developing networks at neighbourhood level assisted by people being involved in human service delivery and in local cultural,sporting and other activities of their choice.

This strategy requires a three-pronged process:
(1) Firstly,it requires devolution from metropolitan or State authority level of all human services or recreational functions that can be sensibly so devolved;and a further devolution from local government level to neighbourhood level of such of those services that can be effectively managed within a particular neighbourhood (e.g neighbourhood houses,or neighbourhood parks)
(2) Secondly it requires the involvement of local or neighbourhood people (as the case may be) in the management of those functions to ensure that they conform to the requirements of the users.
(3) Thirdly it requires a greatly expanded staff of people with skills to help Central Region people to participate at various levels of sport,culture,recreation,positive health and family support,including a say in the operation of these activities and services. And this requires adequate and guaranteed level of funds from government to enable these devoluted and expanded functions to operate,and a willing co-operation between different departments both of local and State governments.

During the 1980's the government has instituted several enquiries into human services,the reports from which are reasonably good,going part-way in the above directions.But, implementation is being delayed or bungled. So:

Central Region people need to press for full implementation of the reports on human services by State government or local government (such as the 1985 Strategy Plan) as a first instalment of more extensive provisions later (7)

(Note: affordable housing for all income groups - also a most important and urgent "human service" - is dealt with below item 5.)

Not to be overlooked is the socialising cement that can be contributed by the strong development of local crafts,games,... cultural efforts and social occassions,such as street parties, festivals and ethnic celebrations.

Many of these pursuits involving music,dancing,street entertainment,craft,painting of murals,and games are excellent ways to overcome language barriers. Events such as street parties,festivals and ethnic celebrations can sometimes help by-pass the initial shyness that often drives neighbours unknown to each other into artificial privacy.

3. GROWTH IN THE QUALITY OF HERITAGE,AND RETENTION OF THE HOUSING STOCK

Melbourne's Central Region contains considerable areas of building - mainly housing,but also hotels,public buildings, churches,halls,shops,streets - prized as exemplifying the world's great "Victorian" cities. In the second half of last century, boosted by wealth from the goldfields,it was,at the time,one of

the world's fastest growing cities. "The legacy of this boom era was a consistency of building scale and style that gives the city an architectural harmony uncommon in other cities" (8).

Not only buildings,but streetscapes,parks,gardens and boulevardes are also now recognised as part of the heritage that should be treasured.

In a sense,these "heritage" areas could be regarded as a "specialised" function,peculiar to the Central Region,which,like the other specialised functions mentioned above,should be retained,not only for the benefit of those living or working in the Central Region,but for the whole metropolis as well as visitors to Melbourne.

After several decades of community effort,authorities have been forced to shift from an attitude that proclaimed that "the inner suburbs are characterised by housing which has reached or is rapidly approaching the end of its useful life" - which is how the Melbourne and Metropolitan Planning Scheme Report 1954 described the situation (p.37) - to a full-scale and official recognition of "Urban Conservation Areas" together with planning controls and administrative machinery to assist in "maintenance, preservation,restoration and reconstruction" as the Urban Conservation Report of the City of Melbourne 1985 expresses it (p13)

Whilst most of the Councils in the Central Region have made some efforts to establish urban conservation areas,the pioneering efforts of the City of Melbourne have been outstanding,and worthy of attention by interested community groups in other parts of the Central Region where the process has not been so thorough or so potentially effective. (8)

Central Region people should therefore,
(a) Where there are reasonable conservation areas and reasonable measures for enforcing the conservation plans - at least up to the standard of the City of Melbourne - press to have them implemented,
(b) Where they are satisfied with the conservation areas proclaimed but not with measures for enforcing the plans,press to have more thorough and effective studies and/or measures adopted.
(c) Where no conservation areas exist in places people consider there should be,press to have them proclaimed and protected by adequate studies and measures;and press for protection of particular buildings or features that are of heritage value irrespective of their location.

"Adequate studies and measures" is meant to include assessment of every building with recommendations as to restoration or infill conditions for each one,and requiring a permit for any alteration to the exterior.(8)

It should be noted that "Conservation Areas" adopted by the City of Melbourne are of two kinds. Conservation No.1 Areas cover,in effect,the built-up parts of the City,and relate to changes in appearance,including repainting in different colours as well as demolitions. Conservation No.2 Areas embrace the major public parks and gardens. Construction of any new buildings or works,or subdividing land or buildings,or advertising signs require a permit for either grade of Conservation area. Therefore,

The vigilance of Central Area people should extend to parks and seashores in the region to prevent them being turned into carparks or marinas,or for the exclusive use of private clubs,and should include consideration of systems of linking open space by linear "landscaped ways" for pedestrians and cyclists (9)

Regarding the retention of the existing stock of housing in the conservation areas,it should be noted that there are advantages,

other than heritage advantages. The following listed advantages apply to much of the housing outside the conservation areas,as well as most of it inside the conservation areas:

The retention of basically sound and repairable terrace housing should be supported by Central Region people wherever it occurs,because:-

(a) It contributes to a reasonable high density of accommodation to help sustain population growth (see item 5 below);and,in many cases,the household floorspace can be expanded without affecting external appearances from the street (See item 5 and ref.(7) (i) below)

(b) It gives more opportunities for existing low-income occupants - some of them long-term residents - to remain in the area (See item 5.)

(c) Terrace housing (or for that matter row buildings in the form of shops,offices or factories) have a higher thermal performance standard than free-standing building forms;moreóver,household energy running costs of heating or cooling can often to be reduced at reasonable cost (10).

Central Region people have pioneered campaigns for urban conservation,both in the CAD and in the inner areas generally,and it is important that they continue to mount strong efforts to still further improve the better climate they have created.It is important,however,that groups most active in heritage matters do not,by the side-effects of their very success,bring an unwelcome and undeserved backlash on their own efforts.

A disturbing side-effect is that a house which was,a few decades ago universally considered as a worthless "slum",has now become a priceless "heritage" item. The consequent jump in prices is a big factor in driving up rates and rent and driving out,or debarring,many who want to reside in the Central Region,which is especially serious,of course,to lower income people. This could be source of a weakening of the solidarity of local community groups,and therefore:-

Central Region groups should be active campaigning for an increase in low-cost housing,and subsidies for those on lower incomes to rehabitlitate and restore their houses;and they should oppose the attitude of those who support conservation as a process that brings them private profit.(See items 5 and 7).

4. GROWTH IN LABOR-INTENSIVE EMPLOYMENT

Unemployment is not a peculiarity of the Central Region : it is an all-Melbourne,all-Australian,and,indeed,an international problem.

Quite a few industries have disappeared from the inner areas in the post-war period (11). Some have moved "off-shore",others have moved to outer suburban locations or simply ceased to operate. These are hard facts of economic history,not easily reversible, and least of all at local government level

But it is certainly right that Central Region people and the local governments involved should play some part in economic recovery,not only as a contribution to the general problem,but to ensure a certain quality for revived or new enterprises proposed for the region.

The State government's policy for "Central Melbourne" (12) has a heavy emphasis on big-project,up-market,national cultural and sporting events,and international tourism of the 5-star hotel variety,and export of scientific research results, All of this

is not particularly labor-intensive,but it is certainly capital-intensive.

The 1985 Strategy Plan lays down as a cornerstone of policy on the City's economy that:

"New economic opportunities will add to the employment base of the City over the next decade", and "job opportunities for the unemployed are created"(13). The same broad objectives should be the aim for Central Region people.

The Strategy Plan itself proposes to tackle this problem not on a City basis,but on a regional basis. It proposes an "inner region Economic Development Strategy",and to help implement this a "Central Melbourne Enterprise Board",which,among other functions, would "undertake direct investment in support of the Regional Economic Development Strategy" (13).

Central Region people need to support these perspectives for a regional approach to job creation and for a regional economic strategy in which local government can assist.

To the extent that such assistance consists of loans or grants of public money,or dispensation in payment of taxes,fees or rates, public accountability should be a crucial element.

Accountability should mean that proposed enterprises to be assisted should meet a reasonable level of performance,that goes beyond the prospect of economic viability (where this is relevant), and includes:-
(a) that the commodities or services proposed are not of the gimmicky,brummagen,flash-fashion or over-supplied variety - wasteful alike of resources,energy and human effort - but serve some socially useful purpose.
(b) that the workforce of the enterprise has reasonable opportunities for involvement in management.
(c) that the requirements of region policies on non-economic aspects are taken into account e.g. attention,where it applies, to heritage protection;compliance with amenity for residents in the same building or nearby in any mixed use area; special concessions for incorporation of residential accommodation in any new enterprise that involves new buildings or expanded floorspace in old buildings (See item 7. below).

It is suggested,perhaps,that a fruitful field for community groups might be to concentrate on aspects most likely to receive least attention:-

(a) An emphasis on small and labor-intensive enterprises,since, for a given investment of capital,this is likely to employ the maximum number of people,and also because big corporations more readily command attention for concessions than small firms.
(b) An emphasis on service employment,whether by private enterprise, by the public sector,or by funded community groups and especially for citizen-involving health culture,education, sports or recreation (as outlined under item 2. above)
(c) A preference for enterprises of an innovative,unique or high performance character - whether business or community enterprises,that typically start in a small way,but require central locations to maximise their chances of growth.
(d) A regard for the usefulness of purpose,involvement of the workforce in management,and close attention to heritage, housing and amenity.(as above)

This area of job creation and economic recovery is a new area for local government endeavour and also for community groups,and so there is little experience to draw upon. Moreover,success is also heavily dependent on the macro-economic measures of central government. But even central governments are themselves not in full control being dependent on international market forces

subject to periodic economic crises.

To help overcome the helplessness these conditions impose on the unemployed,the precariously employed and the community generally,quite new,hitherto untried,solutions may surface at the local level;and Central Region people should be alert to such possibilities and prepared to give support to pioneer efforts that seem promising.

5. GROWTH OF MIXED POPULATION IN MIXED HOUSING

Central Region people,in most parts of the region,can benefit by a general population increase. For some decades,most parts of the region have been suffering a decline in population - in some parts the decline is quite severe - for various reasons.

Some of the reasons are due to the same factors that caused instability of community (See reference (6),items (ii),(iii) & (vi)).But,in addition to destruction of housing,there has been the upgrading of housing. This results in attracting people who have no children and/or few children,and who can afford to upgrade. So there is a decline in the occupancy rate of housing. The effect of this is further aggravated by the reduction of the typical size of families in the general population.

The result of these demographic changes is that there is a host of unused or underutilised buildings and facilities e.g. schools,halls,churches,hotels,shops,libraries,swimming pools. More seriously,every effort to revive ,or to strengthen,or to establish any type of non-commercial activity requires the potential of enough interested people living locally to make the proposed effort viable. So an increase in population is indicated as a useful lever for helping in re-establishing a reasonable degree of social stability.

Nowhere is the effect of decline in population more evident than in the stagnant conditions of some of the local shopping centres. Not only are there underutilised shops or vacant shops, but the range of commodities or services that the surviving shops can afford to offer are restricted by the poor local patronage. The upshot tends to be a trend towards further stagnation,with customers turned towards distant car-based shopping centres,or the CAD.

On the other hand,if shopkeepers try to overcome the lack of local customers by supplying goods and services calculated to appeal to a regional or metropolitan market,the new up-market outlets tend to outnumber and out-price the locally-used shops, as,for example,too many restaurants or boutiques in Lygon Street.

Neither commercial stagnation nor upmarket pazzaz are helpful in creating thriving local commercial hubs which,used as a location also for community-involving activities can do much to help revive social stability (See item 2 above and 8 below).There is no substitute for an increased local residential population and also,in mixed use areas,a nearby increased workplace population.

In the inner areas,too,are to be found,as well as Aboriginal people,a bigger mixture of migrants than the metropolitan average. This was true not only pre-war,in the case,for example, of Jewish,Chinese and Italian migrants;but has continued since with changes in migration policy and in allocation of Housing Commission high-rise flats ,so that the mixture of nationalities in the inner areas has been greatly accentuated.

This should not be counted as a disadvantage but as a tremendous opportunity. It has already been suggested that many community activities provide excellent ways of overcoming barriers of language (item 2.) They are also excellent ways of enriching cultural horizons. The lesson should be:-

<u>Central Region people enrich themselves as well as the people coming from other nations, the more opportunities are provided to appreciate each other's culture - especially in forms which require no language such as national dishes, music, dancing, crafts and games; the present mixture of nationalities should be welcomed, and they should be provided with an increase in housing commensurate with any general population increase in the region.</u>

Other mixtures are desirable in addition to such mixture of races. Population increase must be so planned as to redress social injustice and social inbalance, using cost and availability of housing to this end. It is unconscienable that lower income people - some of long-standing residence - should be driven from an area, along with their friends, just because rates and other charges get beyond their means; or that lower income people whose jobs are in the inner areas cannot obtain affordable accommodation.

Also, irrespective of nationality and income, the stability of the local population can be greatly assisted if young families stayed on in the Central Region rather than moving out as soon as their own children's early-childhood years are over. Teenagers and younger adults can be a vital part of any community - serving to overcome the age "gap" as well as adding the vigor of their enthusiasm, once it is harnessed.

<u>It is in the interests of Central Region people that any population increase contemplated should provide both for a proportion of lower income people, and for more teenagers and young adults, and for more people who prefer to rent rather than own dwellings.</u>

It is idle to talk about an increase in inner area population, or, as part of that increase, the desirability of mixtures of races, incomes or ages, unless the accommodation available is both suitable and affordable. So, although some extra people and a more balanced mixture of people can be accommodated by a somewhat higher occupancy rate of existing dwellings (e.g. by more families moving into dwellings now occupied by single people), more, and more varied housing types are needed. So:

<u>More housing is required in the Central Region, some of which is affordable by lower income people; and more varied accommodation is required, some for nuclear family needs and some for communal or other types of household, with special consideration of the needs of migrants, elderly people and disabled people.</u>
(More on this will be found under item 7. below)

PART B SOCIAL/LAND-USE/TRANSPORT DESIGNS - TO IMPLEMENT CHOSEN HUMAN NEEDS

It is one thing to formulate noble aspirations for the inner areas,as in Part A. However correctly they may fit some of the needs of people who live or work there,there is the perplexing problem of how to implement any significant change in direction or pace of achievement.

Much of the Central Region is a highly built up area,and, apart from being high-priced,is subject to extensive conservation area,or areas possibly to be so proclaimed in the future. How,in such circumstances,can it be credible to effect any significant increase in employment or accommodation ?

The very centrality of the CAD and CHA make the passage and parking of cars a continual threat that tends to bring conflict between interests that are otherwise easily reconcilable. For example,the expansion of CAD floorspace can result in attracting more cars than at present. This could bring pressure to pull down buildings for parking or to erect special parking buildings. Either way,this tends to "deaden" the very area which should be the most vital of all in the Central Region.

Or,for example,the expansion of a CHA function can attract so many cars that nearby residents are deprived of their own parking requirements,and the situation comes to exceed the threshold of their tolerance.

What follows does not address all the myriad of problems that exist or can arise. But it does attempt to address some of the most difficult problems,drawing on the experiences of the last decade;especially from community inputs into the public participation in the City of Melbourne Strategy Plan in 1973 and its Review 1984/85 and the intervening Community Planning Group Action Plans.

Employment and heritage measures are not dealt with - employment because there is,as yet,little experience,and heritage because the problem of how to implement the measures is reasonably well advanced.

6. WORKPLACE FLOORSPACE

How to Increase High-density Employment for the CAD, and Low-density for Mixed Use Areas to Fully Utilise Public Transport Access.

This issue is expanded most clearly if divided into 2 sections: (1)Inside the Municipality of Melbourne and (2) Outside the Municipality of Melbourne.

(1) Inside the Municipality of Melbourne.

The 1973 Strategy Plan expressed quite clearly and succinctly the key strategy:-

"To maintain the assets of - VARIETY,COMPACTNESS, ACCESSIBILITY - it is necessary to redirect some of the present trends. The spreading of high-density employment - mainly in office buildings - away from points of greatest accessibility - i.e. the present and future suburban railway stations in the Central Business District - is the most basic trend that needs altering. This has lead to a greater number of people using their cars rather than public transport to the new office

locations. It has also caused land values to escalate in new areas with the potential of forcing out specialised retail, wholesale and light industry which has provided services to the occupiers of office buildings as well as pricing out housing at reasonable costs for those people who desire to live close to where they work. This uncontrolled spread has run completely counter to the very assets that have made the City attractive" (Strategy Plan broadsheet on "Final Plan and Action Plans" 17/12/'73 - also these points less clearly expressed in Strategy Plan Report pp 262-309)

There follows the "main principles" to "redirect some of the present trends", including:

" 1. Contain high density employment within a short walking distance of the present and future suburban railway stations in the CBD.
  2. Encourage greater reliance on public transport and actively pursue limits on the use of cars, particularly for commuting....
  5. Provide for an area immediately adjacent to the CBD where a mix of uses can economically exist that require accessibility of the City and which are ancilliary to office uses. Permit higher density residential developments in the area of mixed use subject to a suitable housing being created."

The residential uses in these mixed use areas were fixed at a relatively low density (plot ratio of 1.5:1). As an inducement to incorporate housing in any multi-use buildings a further, approximate, plot ratio of 2:1 was allowed.

At the time, the CBD could double the amount of employment, and still use only about 60% of the maximum volume of land permitted by the Strategy Plan policies. It is not quite clear why the uses seen as appropriate for the mixed-use areas have to be ones that require "accessibility to the City", nor "ancilliary to office uses", although, of course, there needs to be room for such uses as printing, advertising, business machine services etc.

The main thrust of this 1973 strategy is retained in the present strategy adopted by the Council in 1985 and should be supported. Implementation of the 1985 Strategy Plan, and the translation of "precinct objectives", "use intensity", "urban design", and "preferred development types" into the planning scheme ordinance in order to confirm the legal enforceability is urgent.

The effect of doing this would give results that Central Region people should support, namely:

(a) Future large high-rise towers for offices or major shopping complexes to be developed only within the CAD, preferably within a few minutes walk of the loop stations (rather e.g. than along Collins St. or on the South Bank), and not to be permitted outside the CAD, in the mixed use areas.

(b) In the mixed use areas only small office buildings to be permitted, although, if the development includes residential accommodation as part of the same comlex as the non-residential uses (and subject to conservation considerations where they apply), somewhat higher densities to be permitted.

(c) This leaves plenty of scope for increased floorspace to accommodate expanded economic growth both in the CAD and in the mixed use areas, at the same time providing encouragement for increased residential uses.

(d) It also provides the optimum transport solution, keeping workplace densities low where access by commuters cars will be some three times higher than in the CAD where workplace densities, within short walking distance from loop stations, are the highest. (14)

Originally,Amendment 150 of 1981 to the Melbourne and Metropolitan Planning Scheme (on the growth strategies for the whole metropolis) provided that major shopping complexes or major office developments (4,000 m² or more) could be erected, as of right, in the CAD and in District Centres,but could also be built,if given a permit,in other parts of "Central Melbourne" (See Map 8)*,but it would seem that this lingering threat to some parts of the mixed use areas has evaporated following the precinct by precinct refinements of the Strategy Plan (14).

It is worth looking at the above strategy specifically from the viewpoint of residents and small businesses in any of the mixed use areas in the Melbourne municipality.

It is not in the interests of existing businesses or residents to have high-rise offices or major shopping complexes built in the mixed use areas,for a number of reasons:-

(a) Pressure for land would do away with many existing businesses and more of the residential accommodation that has survived.
(b) Businesses or residents not bought out would face rising rates and rent from increasing land values due to the proximity of the high-rise (and this effect would tend to spread into nearby residential mini-zones*)
(c) Traffic and parking problems,difficult enough already,would become even more a problem in such areas,because workers whose workplace is beyond a short walk from "loop" rail stations or CAD tram routes are more likely to use a car to get to work (15).
(d) Any nearby residents would suffer a loss of residential amenity;moreover sizeable portions of these mixed use areas are now scheduled as conservation areas.

On the other hand,it is not sensible for residents to go to the extreme of demanding that all non-residential uses should be phased out from mixed use areas. Growth of small labor-intensive enterprises - a human value worth supporting - would be made very difficult unless some growth in non-residential uses are allowed. In addition,there are some types of residents e.g. those who work or study during weekdays,who have no objection at all to residing in mixed use areas.So:-

Retention of a mixed use character,wherever a sizeable area of mixed use now exists,should be supported,and,(subject to conservation considerations where they apply and subject to height control (16)),an increased density for business or light industrial premises should be supported,as should a somewhat greater density than this for incorporation of residential uses (For more see item 7 below).

Likewise,looking at the above strategy (i.e large offices in the CBD and small ones plus more housing in the mixed use areas), from a metropolitan point of view it is desirable because it reduces the car-dependence of central area workers and the trend away from public transport use.

(2) Outside the Municipality of Melbourne

- In the First Version of the "Central Region" *

There are no district centres in Fitzroy,Collingwood,Richmond, South Melbourne or Port Melbourne which all lie closer to the CAD than any proposed district centre.

It is suggested that where any sizeable patches of mixed use areas exist in any of these municipalities,that community groups, where they have not already formulated policy,might consider similar attitudes to those expressed above,namely:-

(a) Acceptance of the continuation of mixed use areas where they

exist,and (where necessary) demarking the areas concerned and applying similar principles to them as in the Strategy Plan of 1985 (Some of salient features set out in reference (17).
(b) Rejection of any high-rise office towers or major shopping complexes in such areas.
(c) Encouragement for more housing than non-residential uses in any redevelopment (See also item 7)

Such a policy is certainly needed to protect the 1985 Strategy Plan,which is in the interests of the metropolis as a whole,as well as in local interests.

- In the 2nd. and 3rd. Versions of the "Central Region" *

If the 2nd. version of the Central Region is supported,Prahran and St.Kilda would be part of the region and Amendment 150 proposed Chapel St.Prahran as a district centre. If the third version is supported,Footscray shopping centre would be a district centre.
In either case,any mixed use areas in Williamstown and Footscray,or in St.Kilda and Prahran would be nearer to Footscray district centre,or Prahan district centre,respectively,than to the CAD.
Therefore,in either eventuality the above strategy would need modification accordingly:-

In order to protect District Centre(s) and the CAD strategies as well as local interests:-

(a) Acceptance of the continuation of mixed use areas where they exist,and (where necessary) demarking the areas concerned and applying similar principles to them as to the 1985 Strategy Plan
(b) Rejection of any high-rise office towers or major shopping complexes in such areas,except for such parts of those areas as may be delineated as part of a district centre.
(c) The density permitted in district centres for office towers or shopping complexes be considerably less than densities permitted in the CAD.
(d) Encouragement of more residential uses than non-residential in any redevelopment outside a district centre.

Item (c) above is quite important. There are moves to encourage growth of Prahran as the centre of the metropolis. This could make some sense if the metropolis were entirely car-based and it was desired to keep it that way. But it is not. The proposition would increase car-dependence,and runs counter to the strategy of basing the CAD on the maximum accessibility which is provided by the public transport centrality centred in the present CAD.

7. HOUSING FLOORSPACE

How and Where to Retain,Adapt and Increase

It will be recalled that under Part A of the charter a mixed population is proposed as a human value. This requires a variety of dwelling types and at affordable prices for owners and/or tenants and for a variety of occupants,such as single people (often students,nurses,casual workers,elderly people),migrants of different nationalities,those who prefer communal living of some description (hostels,boarding houses,communal households etc.),as well as nuclear family homes with reasonable private outdoor space for children.

Some of these needs can be fixed in new residential accommodation,some can be helped by extension,and/or adaption of existing dwelling units. The 1985 Strategy Plan proposes 8,000 new dwelling units and 16,000 more residents over the next 15 years (p.186) which should allow plenty of scope for variety.So:

(a) In each municipality in the Central Region what is required (if it has not already been done) is a careful assessment of the different types of housing needs,including measures for concessions or subsidies from central or local government so that low-income people can afford Central Region accommodation;and an assessment of a target rate of supply of new dwellings.

(b) In the meantime,to "stop the rot" of encroachment of non-residential uses to displace existing houses,changing zoning (where necessary),and provisions (by Interim Development Orders,if necessary) to prevent such practices and to prevent demolition and/or ripping out internal domestic lay-out (such as kitchens,bathrooms),or adding fire-escapes to make dwellings difficult to re-convert to residential use.

(c) A monitoring system should be set up which keeps a running record of all land or buildings becoming vacant,derelict or under-utilised with a view to its suitability for housing, for example,like the proposed "Lynch's Bridge" project,or Southbank land,but also smaller sites anywhere in the Central Region;and Councils should actively canvas the possibility of attracting private or public investment to develop particular sites.

(d) To otherwise protect,adapt and increase housing floorspace by any of the means suggested by the 1985 Strategy Plan:

(The items which follow are taken from the 1985 Strategy Plan because they include a selection of aspects of housing of a progressive nature some of which have not formerly been attempted and may be of interest to those who live in other parts of the Region,and also because the Strategy Plan itself wants to develop a regional approach to housing. Other aspects,not selected,and details of those which are,may be just as important to the reader - See Chap.10 pp 183-205)

- The Council will encourage other inner urban Councils to take a regional approach to housing policy development (p.201)
- Encouragement for including housing in multi-use buildings in "multi-use" precincts (pp.130-131 - also see reference (17))
- Use of upper floors over shops as dwellings (p.188-189)
- Demonstration,with Council involvement,of various housing schemes (p.184) :-
   + jointly between Council and private sector giving stimulus for a variety of types:
      - recycling project from non-residential to residential
      - mixed residential/commercial project
      - innovative residences to new standards suitable for inner areas (not MMPS or Uniform Building stand ards
   + jointly between Council and Ministry of Housing a project on Council land for lower-cost housing.
- Prohibit conversion of residential to non-residential use. (p.115)
- Plot ratio bonuses (pp.119 & 190) and 5-year rate concessions (p.191) to encourage housing in mixed use areas.
- Council support for tenant management on MOH estates; MOH preferences for local residents or workers;and Council/MOH provision for elderly citizens accommodation (pp.196-7,201).
- (these measures should also help to stabilise community).

- Where redevelopment in a multi-use area requires demolition of some housing,new residential units of an equal number and at similar costs to be provided elsewhere (p.191)
- To assist long standing residents to remain,the interests of any established tenants are to be respected in any redevelopment or strata title proposals (p.193)
- Aim to maintain the stock of private rooming and boarding houses (p.193)
- Council will not permit or support major institutions or enterprises to expand in a manner which results in any loss of housing stock (p.198)
- Support for agencies for establishing housing for people of limited means;for relief/emergency housing;to relieve homelessness;to assist vulnerable people and elderly with maintenance (pp.202/3)
- Increase the supply and availability of housing for the elderly (p.201).
- Promotion of self-help home improvements,including energy-efficient measures,and with "tool libraries" to help; assistance for the elderly to adapt their homes for old age (p.203)
- The Council will support legislation and regulations proposed by other authorities that are likely to lead to an increase in housing stock and housing diversity in the City (p.187)

To these ideas ,two more are suggested,not spelt out by the Strategy Plan:-

- Local Councils should act as advocates for adequate housing finance from State and Federal governments and from financial institutions to ensure a diversion of funds for new housing from greenacre new estates to housing in the Central Region,as well as district centres and local centres.
- Using the sun for heating in the winter,and insulation and orientation of windows to keep the house cool in the summer are ways of cutting running costs of a house,once the capital expense of alterations is repaid;cheap loans and/or provision of skilled people to effect alterations could help;and improvements in thermal performance can be made even in conservation areas without affecting streetscapes (10).

Bearing in mind the problem of providing a sufficient range of housing types,with enough of them sufficiently low cost to be affordable by lower and middle income people,and bearing in mind the many-sided nature of measures (such as those above) that can be useful nevertheless,it is important not to lose sight of the fact that an elementary pre-condition for any significant increase in the variety of housing types and range of costs lies in increasing the overall floorspace available for housing. It is useful to see the possibilities in three categories:-

Expanding floorspace:

(1) in residential-only areas.
(2) in mixed use areas.
(3) on derelict land or in recycled buildings

(1) Expanding floorspace in residential-only areas

There is one difficulty with this objective. The ominous word "flat" perceived as a square box of a building,surrounded by unrelieved concrete carparking spaces and with a different set-back from adjoining buildings,and incongrously leering over neat single storey terrace houses on either side tends to freeze thought as to how higher residential densities can be achieved in such areas.

Before dismissing the idea,however,what is needed is to distinguish between new buildings and extension of existing buildings.

In the case of new buildings,there may be,in any particular municipality,two different types of area - a residential minizone* area which is also an urban conservation area,and one that is not. Possibilities in a conservation area,by definition, are very limited,since even in the rare cases of demolition,any new housing could not be a flat (in the sense described anyway). and would be replacing rather than increasing the floorspace

In residential-only areas that are not conservation areas,the 1985 Strategy Plan says that the objective is to "promote the maintenance and enhancement of existing residential buildings", but judges that these areas "will have greater potential for multi-unit development,particularly in the case of vacant or derelict land. High density low rise housing accommodation will be actively promoted" (p.135). A limited amount of floor space increase might be expected,therefore,from these non-conservation housing mini-zones;and the same might be expected from areas treated in a similar fashion in other municipalities than Melbourne.

In the case of extensions to existing buildings. More possibilities probably lie in the direction of extending floorspace on existing sites in residential-only areas whether they are in non-conservation areas,or even in conservation areas.

In the process of rehabilitation of terrace houses by those who can afford it,some have pulled down the ramshackle additions built onto the rear of the original building,and rebuilt and extended the ~~the~~ rooms at the rear,often also opening them up to an indoor-outdoor access to a back garden. Some have even built 2-storeys in this back portion of the house.

With architect's advice on the use of clerestorey windows or skylights,light and sun can often be brought into rear rooms without overlooking problems - and yet with the extensions not altering the exterior appearance of the building from the street.

An extra room or two,and whether it has convenient indoor-outdoor access to a back garden,can be an important element in determining whether a house accommodates 1 or 2 people,or 4 or 5 people.A big factor in such decisions is often lack of a convenient place for young children to play,or private places for adolescent students to study. Such re-arranged interiors can also help to create more flexibility of space for those who wish to live in a more communal style.

On sites in some areas,where they are deep enough,it may be possible and desirable to permit dual occupancy

(2) Increasing floorspace in mixed use areas

In these areas,the innovative method of giving economic incentives (such as density bonuses or rate holidays) to non-residential redevelopments that incorporate residential accommodation (17) has never really been tried. First proposed by the 1973 Strategy Plan,these aspects were dropped. They have been revived by the 1985 Strategy Plan.

There are quite a few people living now in mixed use areas, and many more who want to do so and who would find no objection to living above or alongside offices or other premises used for non-residential purposes. Height control is necessary in order to prevent higher density multi-use buildings taking the form of small towers which would not be welcome. The graphics in reference (16) give some indication of suggested limits.

(3) <u>Increasing floorspace on derelict or vacant land or in recycled buildings.</u>

General treatment of these potential sources for increased housing floorspace is not easy because the size,condition,amenity and situation of each possibility can be so different,so that appropriate and creative solutions can be quite different in different cases.

It is pleasing that,at last,authorities have ceased to demand a conventional spatial lay-out in the shape of a suburban nuclear family "house" as being the only fit habitat for Melbourne humans, and concede that hygiene and safety can be matters of performance standards rather than rule-of-thumb. The conversion of neglected factories or warehouses to meet human needs should be welcomed.

The upper floors of far too many older buildings (in the CAD,but also elsewhere) have had to be abandoned and are vacant because of fire prevention regulations. It is to be hoped that practical and cheaper fire control performance standards can be devised,so that these older buildings can contribute valuable floorspace.

Regarding derelict land,off-street car parking at ground level ought to qualify for this category,and should be phased out. Truck depots,commuter's parking lots and used car saleyards should have no place on the valuable land of the inner areas.

8. HUBS AND HAPPENINGS

Although Central Region people have the advantage of proximity to the range of specialised functions to be found in the CAD and CHA,they also need access to places where they can (i) buy the weekly household and personal needs,(ii) receive service benefits on occassion and (iii) participate,when they wish,in leisure pursuits - in a word a place where they can satisfy a full range of work-a-day needs, and leisure-time relaxation.

Recently,in social service circles and user groups,the advantages of clustering the delivery of "human services" have become fairly widely recognised,but the concept of "clustering" needs to be wider than welfare services,and to combine,in one location,shopping,the human services and community participation activities.

A good way to describe such a location is a "hub". The dictionary definition of a hub is "the part in a central position around which all else revolves",which conveys just the right shade of meaning.

<u>Local hubs are needed in the Central Region to give practical access to a mixture of 3 types of function:-</u>

   (a) <u>Commercial functions (buying and selling goods and services)</u>
   (b) <u>Human Services (receiving help and mutual neighbourhood networks)</u>
   (c) <u>Community and Cultural Activities (leisure time pursuits and local happenings)</u>

(a) <u>Commercial Functions.</u>

An essential feature of hubs is that they have a wide range of shops. Historically,shops and other commercial facilities have tended to cluster,because practical experience shows that it is economic common sense.

In the inner areas,these commercial hubs are fairly compact and well served by public transport.

So the problem is not to create new local hubs nor to select a a few from many rivals for special attention to encourage growth, (except,perhaps,to select some parts of long linear developments such as Smith Street,Collingwood or Chapel Street Prahran for

special growth nodes). The problem is,by and large,the opposite one of re-vitalising all existing local shopping centres that have declined and lost their former local significance because of the continuing decline in employment and population.

This process is by way of contributing to the revival of a strong community network. Whilst there may be some room for a limited number of "upmarket" CHA-type functions in some centres, domination by such metropolis-wide attractions is not the prime purpose of local shops which are likely to find more possibilities of steady growth in an increase in nearby population and employment,and/or the more frequent patronage of the centre due to expanded number of customers for regular daily or weekly purchases.

Until the car-based life-style developed over the last 40 years,most such shopping centres were in close proximity to,and enjoyed the custom of,fairly high-density residential areas - a condition which can be regained.

In addition,a large number of the shop buildings included dwellings. However,in recent years residential uses above or behind shops have been declining and some of this floorspace is being used for storage and other non people-intensive purposes. The loss of surrounding population,therefore,has been accentuated by the loss of people living right in the centre (which "deadens" it at night) as well as by the increased mobility which has given a wider choice of shopping outlets to local people.

A combination of all these factors has reduced the viability of many of these inner urban shopping centres.

<u>Re-vitalisation of declining local shopping centres is urgent; and this involves varied measures such as increased nearby residents and workers,more floorspace fora bigger range of enterprises that can attract local customers,and clustering human services and community arts,cultural and social events in the hub.</u>

(b) <u>Human Services.</u>

Throughout Victoria, and in the inner areas as well,since the 1950's access to an increasing number of human services has tended to be dictated by the number of car spaces that can be provided. This has lead to a scattering of services and facilities.

When Infant Welfare Centres were beginning to become a municipal responsibility in the 1920's the philosophy was to establish them in the shopping centre and,if possible,near the library or some other such service,"so that the mother could meet other people when she took the baby to the Centre."

Thus in the older parts of Melbourne the Infant Welfare Centre is frequently to be found beside or in the Town Hall building,or in the shopping centre,and,sometimes,close by or in the same building as a preschool centre or dental clinic.

This clustering of services has not continued as a feature in the more newly built areas of the outer suburbs,and even in the older areas,there has been little conscious effort in the post-war years to site new services in relationship to existing services.

This scattering of services and facilities places an extra burden on the users,especially women,as it is frequently necessary to travel in different directions if a range of services and facilities is being used. It also reduces the opportunity of casual relationships and thus reduces opportunity for the development of neighbourliness.

Furthermore,the scattering of services increases the trend towards the provision of single-purpose services,and reduces the opportunities for service staff to interact with the users,and public participation by the users becomes more difficult.

During the 1970's the disadvantages of such piece-meal planning was beginning to be recognised. Community Child Care (7) was one of the spearheads in this new understanding. In 1973 the City of Melbourne Strategy Plan proposed the co-ordination of community services,and the establishment of a district community resource centre in several of the shopping districts of that municipality. A more comprehensive policy for clustering services was presented in "Seeds for Change" in 1978 (3).

The 1985 Strategy Plan recognised the close inter-relationship between the siting of services and facilities and the social development of the the communities within the municipality. (18)

This recognition of the need to cluster human services ushers in a change from the trend planning of the past. It can provide the the physical conditions to facilitate six important social developments (1) responsiveness to the community,(2) public participation,(3) decentralised management,(4) cultural relevance, (5) co-ordination of services and (6) universality.

(1) Helping to make services more responsive to the community follows because it is more likely that ordinary people living close by can,through the clustering of services,find ways more easily of developing reciprocal supportive arrangements,as well as using services more effectively.

(2) Clustering can enable greater participation in the management of services,because it is more likely for people living near by to attend meetings about services and become members of management committees.

(3) The hub location for a group of services would provide a basis for the decentralisation of some of the management of community services,because it is more likely that staff develop a firmer day-to-day comprehensive understanding of the needs of the community they serve.

(4) The hub of a neighbourhood is where people from all walks of life - economic status,ethnic background,age etc. -come to frequently,and thus the clustering of services are more likely to reflect the cultural diversity of the neighbourhood,and become more culturally relevant.

(5) The clustering would,in fact,begin the process of co-ordination of services and co-ordination of the resourcing of services

(6) The clustering of services could assist in services becoming more universalised. The principle of universality conveys the recognition that all citizens may need some community services at some time,and that the allocation of services should not perpetuate a dual system:one for the poor and the other for the more advantaged. (This does not assume that everyone will use services equally,or that the principle of selectivity may not be applied- it is possible and desirable to recognise priority of need in aiming at universal availability).

Report on devolution of human services

Since the 1920's local government has acquired more and more responsibility for the delivery of human services. First,the infant welfare centres,then meal on wheels,home-help services and other such domiciliary services;so that there has been a gradual shift away from the local government responsibility being confined solely to roads,drains and rubbish collection. At the beginning of the 1980's only about 50% of income of Councils was from rates on property - the largest part of the finance of some local governments now comes from State and Federal funding.

To date,most of this funding has been earmarked for Councils to

finance specific services,and this has lead to many inbalances
due to lack of co-ordination,and it has lead to unequal
distribution.

In 1984 the Premier of Victoria launched the Human Services
Programs Report,which,if implemented,would affect local
government and the community in the following ways:-

(1) The simplified State Government funding arrangements would
give local government more direct responsibility for planning
and co-ordinating services.
(2) Human services would become the responsibility of people who
are more likely to be sensitive to individual and community
needs.
(3) Local government has a greater responsibility for providing
a local focus through which it can keep in touch with the
changing needs of the people the Councillors have been
elected to serve.

This shedding of State government powers to local government
and regional organisations should not be unnecessarily delayed
owing to the present controversies over restructuring local
government and the delineation of regional status and boundaries.

Two other reports on devolution.

In addition to the Human Services Programs Report,the State
government also had prepared two other historic reports during
the early 1980's. These were the Early Childhood Service Review,
and the Report on Child Welfare Practice and Legislation. A
chart in reference (19) illustrates the range of change that
could take place if such reports were implemented.

In the 1980's there have also been changes at the Federal level
so that now the Social Security Department is primarily concerned
with income security matters and the new Community Services
Department with other community services.

Thus the stage is now set for:-

(1) Expansion of local government responsibility for human services.
(2) More creative relationships on human service planning and
delivery between Federal,State and Local governments.
(3) A stepping up of the de-institutionalisation of children's
welfare services (20)
(4) Creating conditions for more community involvement in the
delivery of human services.

These proposed changes are not radical solutions to the chronic
crisis in human services which faces Victorians today. However,
they can provide a framework for new types of democratic initiatives
to be developed and opportunities for community organisations to
check bureaucracy and the abuse of power. Local government is
playing and can play an increasingly important role in this
devolution.

However,this devolution to local government,and thus through to
community involvement is likely to remain only a pipe-dream unless
there is a conscious effort to ensure that physical and social
planning are integrally bound together through the establishment of
clusters of services in urban hubs.

It is important to emphasise that any devolution of responsibility
from Federal,State to local government,or to regional or
neighbourhood organisations must be accompanied by adequate
accountability. It is not fruitful to speculate,here,on whether,
at some future date,new forms of government,such as different
tiers of government,are developed or not.

What is certain,however,is that plans and policies of the
existing three tiers of government are changing the role of local
government. The local tier,which has the potential to be the
closest to the people,has to accept the responsibility of greater

accountability for the devolution of services.

If part of this local government accountability is further devolution to neighbourhoods,or sharing with regions,this should be done in such a way that the accountability of the local government is not in any way diminished; rather it should result in even greater accountability.

(c) Community Activities and Cultural Events

In recent years local government has begun to accept some responsibility for some community arts and for the promotion of social and cultural events,as well as for the promotion of indoor and outdoor sport and recreation provided by community centres and other such services.

Community arts and "happenings"

Arts,crafts and "happenings" usually don't just "happen". Experience is beginning to show that artists,writers and craft people working directly in the community in the roles of facilitators and teachers,and practicing their art in the mainstream of people's everyday lives,can achieve a reasonably high level of measurable community involvement and practical results.

Also,through schemes for arts in the community,Councils can provide a great variety of opportunities for involvement in art "happenings" as part of other social events such as street parties, festivals,ethnic anniversaries,street walks,community fairs and arts and crafts exhibitions.

This involvement in community arts and social and community activities and events can only develop strongly if there are places in the hubs where performances,exhibitions and social gatherings can take place occasionally or regularly.

In the CAD people are becoming aware that the City Square,the Mall and other smaller open spaces are providing such opportunities and, in doing so,are changing the way people can enjoy the city.. Similarly,beginning in the early 1970's in some parts of the inner areas,a number of street festivals as well as smaller street parties have been held in the streets ,and the hubs, and for some of the larger ones traffic has been stopped by street closures.

These new forms of urban leisure time entertainment have the result of providing "in between" activities. People can respond merely as spectators,or,sometimes,those who so desire,can join in dancing or singing,or take part in a game or competition - or at least respond by clapping. Shy people,and lonely people - the "non-joiners"—often constitute a large proportion of such participants,and there is no need for them to make other than a passing committment or a show of appreciation if they feel so moved.

Cultural events and social occasions are also useful to introduce to the community those people who have some special contribution to make through their art,their community skills or their political responsibilities,or their long-term associations with the area.

Such events are often a culmination of a project and at the same time can be the starting point for new projects. Thus the life-blood of the community arts movement can be quickened through community events.

There are obvious advantages in holding community events and smaller scale activities in the hubs of neighbourhoods. Shy,lonely or "non-joining" people do not have to make a deliberate decision to go to the event,and people who unaware of the range of activities and facilities in which they can participate if they wish,can be pleasantly informed or reminded of these activities and facilities, if they are held in the hub which they frquently visit for other purposes.

Changing role of libraries and community newspapers

These cultural and social activities and events are often closely associated with libraries and community newspapers.

It is interesting to note that since the days of the establishment of Mechanics Institutes,towards the end of last century,some inner suburban Councils have accepted some responsibility for free library services. In practice,some form of municipal support for lending libraries was one of the first "human services" accepted by Councils,and there are now well-developed free lending libraries in nearly every municipality. Each of these have a different history,each have developed their own particular ways of providing reading material,and most are now branching out into various forms of providing a wide range of information as well as promoting community arts.

In the Central Region,some of the libraries are in the same building as the Town Hall or nearby,and as most of the 19th. century town halls are in the hubs of the districts they serve, many inner suburban libraries are also in the hub.

This is an asset bequeathed from the past which helps enrich community involvement in the hub. But:

Where libraries are not sited in the hubs,special efforts should be made,either to re-locate them there,or,at the very least,in the meantime,ensure that their community-involving potential can be directed in some form or another towards enlivening the life of the hub,such as,with shop-front auxiliary libraries or information and resource centres.

Another community-involving innovation dating from the last half of the 1970's is the community newspaper. A number of these are assisted by local government funds,and by the use of library facilities. The philosphy behind such community efforts is to enhance in people a feeling of belonging to the neighbourhood. Thus,such papers frequently popularise the community activities and events taking place in the various hubs of the district,and thus have a direct value in helping to make the hubs more viable.

Reversing the dispersal trend

The prevalent trend for the dispersal of activities,leading to the gradual decay of the existing urban hubs can be reversed by planning for areas of neighbourhood focus which attract those who are living or working close by to come to or to pass through it frequently.

Such hubs consist of a combination of privately owned shops selling commodities and publicly owned facilities for social and cultural services and activities;and the more varied the attractions at such a hub,the wider the range of people that will be drawn to it,and the time spent by people at the hub will tend to be longer. So:

An essential feature of an urban hub is that some of its spaces,either indoor or outdoor,are not privately owned. Such public space can only become "attractive" if it has some objects or people to whom those living or working nearby can relate.Thus this reversal of trend not only depends on social and physical planning measures,but also on the employment of people to make involvement possible.

There is a need for planners to help the community to prepare community action plans;for community librarians (and librarians for ethnic services,local history collections etc.);for information and resource workers;for community artists (painters, writers,musicians,dramatists and so on);and many other such new areas of employment where people have the responsibility of creating condition for participation.

There also needs to be measures to locate some of the local government employees,who are responsible for human services and recreational needs in the hubs so that human and cultural services are accessible to the users through direct human relationships rather than through some bureaucratic office in a central location.

Touchstones for hub-building.

To bring together some of the necessary touchstones to reverse the prevalent trend of dispersal that undermines efforts to re-create stability of local community,what is needed is:

-that human services are integrated and responsive to local needs,
-that community arts and activities are co-ordinated and responsive to local skills.
-that these services and activities are located in local hubs. together with the commercial functions.
-that the services and activities are culturally relevant.
-that management of the services is decentralised.
-that there is public participation.
-that services and activities are resourced with people who can assist to make community involvement possible.
-that the services and activities are available universally.

9. ACCESS SYSTEMS

Walking and cycling can be greatly expanded,especially with short trips to local hubs (which is one of the advantages of a revitalised local hub),but the really big problem for Central Region people is traffic.

Traffic is a prime cause of divisiveness amongst all those who live or work in the Central Region. There is no end to the conflicts that can be engendered by those who advocate expanding access to and across the region by car and truck,rather than find public transport solutions.

It is the very nature of traffic in congested area to have no single or simple solution,and the result of straightening out obvious "bottle-necks" by increasing road capacity in the offending part of the road system is only to shift the "bottle-necks" around to other parts of the system,with a demand to straighten them out which amounts to increasing still further the total road capacity. In turn,this increases the amount of traffic the system can carry, and the consequent demand for more parking at the destination.

Opposition to the effect of this flooding of the inner areas with traffic,parking and noise and air pollution comes from those who live or work on the roads suffering from increasing congestion and parking outside their doors.

So,potentially,Central Region people have a firm basis for unity of policy and action to reduce traffic congestion. Yet,ironically, congested traffic,also of its very nature,is also capable of being used to arouse conflict - outer suburban motorists v. inner suburban residents;inner area businesses v. local residents; commuters v. residents and local businesses;residents in streets protected from through traffic v. residents not so protected.

A narrow parochialism where each area tries to push the traffic into an adjoining area to relieve its own condition offers no overall solution,and the narrower the parochialism (such as those in one street trying to push the traffic into the next),the more bitter the conflict engendered and the more impossible it becomes to solve the basic problem. So:

The basic problem is to reduce the number of peak-hour cars entering the Central Region.

This would not only be a benefit to Central Region people, but can form part of the strategy to retain the accessibility to the CAD and expand it to strengthen its more highly specialised functions. For such a strategy to succeed requires the maximum use of public transport,especially the railway system. Also,public transport takes up no valuable CAD floorspace or Central Region sites with carparking.

A vital,civilised CAD of variety and compactness with a further growth in specialised functions is consistent with public transport,but a more heavily car-dependent City heads Melbourne in the other direction of strengthening rival suburban centres which are almost completely dependent on car access. This weakens the Central City's offerings of a large range of specialist functions,and reduces the access to them.

The whole strategy in connection with mixed use areas having low non-residential densities,and the CAD being reserved for high towers (set out above in item 6.) is part of the above larger strategic concerns,although a very important part of it.

So this final section on transport is not concerned in attempting to lay down a blueprint for a hierarchy of roads in, and leading to,the Central Region (which could be an effective way to stimulate unproductive fights between community groups); but is concerned rather to suggest a few principles which might help to produce a common approach for bringing more people into the Central Region,at the same time as reducing the number of cars on the road.

(1) Upgraded Public Transport and Traffic Management.

Reducing car commuting should be tackled not by the negative approach of restricting car access as a first step,but by the positive approach of first making public transport alternatives more attractive.

The comfort of Melbourne's trams and trains have recently improved. Both services have new vehicles,and peak hour frequencies are reasonable;although fares are too high.There are still complaints about the reliability of trains and trams; but the "fairway system" giving priority for trams,without seriously affecting other road users has improved the reliability of trams, and shortened their trip times.

Measures to still further improve the operations of the existing services should continue,including the fairway system, which should be extended throughout the tram network.

But the most important factor in upgrading the public transport system is something else. What deters or prevents many middle and outer suburban commuters from using it,is that it is inconvenient if not outright impractical to reach the nearest rail station or tram stop,by public transport.

Increasing the patronage of public transport cannot,therefore, be solved within the Central Region itself,but depends on the development of a "cluster and connect" policy (3),especially for the middle and outer suburbs: there must be buses or mini-buses plying frequently from where people live to the station or tram stop.

Although this remedy lies outside the Central Region,it is in the interests of Central Region people to see that:

Cluster and connect principles of designing land-use to favour public transport should be supported because they can halt and reverse the ever-increasing all-Melbourne dependence on cars, which is the bane of the inner areas.

(2) A Ceiling on Road Capacity and Parking.

The titanic struggle around the Eastern Freeway in the late

1970's,although it did not succeed in stopping the freeway,did force the government and the road-making authority to be more cautious. Government has said it will build no more freeways;but upgrading arterials to near-freeway capacity is now the name of the game for the defiant road lobbyists.

To resist these unfavourable developments,Central Region community groups need to insist on more vigorous government action to help increase the proportion of peak-hour commuters to the Central Region (and especially to the CAD) using public transport. When this is achieved, it will be possible to reduce the volume of off-street parking and restrict the road capacity in the Central Region. In the meantime:-

A ceiling on road capacity and a ceiling on commuter off-street parking in the Central Region should be declared and enforced.

This holding position is the very least the government,the transport authorities,and the Central Region local Councils should implement if they are at all earnest about increasing public transport patronage. At least this measure could prevent the situation from deteriorating.

This proposal was rejected by the Strategy Plan 1985 (21). There has not been,and is not,even now, a monitoring system in place on parking. Yet there had been a significant increase in parking in the CAD in the decade since the 1973 Strategy Plan at the time when that Plan had called for discouragement of commuter parking.

The implementation of ceilings would not mean inflexibility.Thus parking and/or roads could be upgraded in some parts;but,if so,an equivalent downgrading in parking and/or roads would have to be effected elsewhere in the Region,once the ceilings had been reached, so that the total capacity to accommodate cars was not increased.(21)

(3) Through Traffic Without Ring Roads

Central Region people should oppose all forms of ring road - either "inner" ring roads or "outer" ring roads.

The case against an inner ring road is that it is simply an effective device to increase the road capacity of the inner area. There is a temptation to perceive an outer ring road as a salvation for inner area traffic problems;but this is a mistake.

The case against an outer ring is that a metropolis-wide effort should be made to establish investment in growth centres along the radial railway line system in order to favour rail transport rather than circumferential road connections which favour car trips and which operate to spread sprawl ever further outwards which also favours cars.

On the other hand,there may be a case for diverting through traffic:

Measures to avoid through traffic going through residential areas or hubs in which it has no business is sensible provided the total traffic capacity is not thereby increased.

Examples are car traffic through the "Swanston Street traffic sewer",or truck traffic from the docks and interstate rail terminals, being diverted to a new Western By-Pass road.

(4) Freight by Rail

A semi-regional effort in 1978-79 was formation of the "Urban Freight Group" (22). Its report advocated that freight coming into Melbourne's docks or interstate rail termini should be loaded onto rail trucks instead of onto large road freighters which had then to battle their way through the inner areas and other suburbs.Since then, a railway to Webb Dock is being built,and now what is needed is:

Outer suburban freight depots where freight could be transferred from rail to road,nearer to its destination,should be supported by Central Region people.

APPENDIX

A NEW TERM "CENTRAL REGION", AND WHAT IT COVERS

Meanings for "Central" and "Inner"

This Appendix is to identify exactly what geographic areas constitute any potential inner region being dealt with.by the Charter;and what functionally different areas within such a region are being mainly dealt with.

First:what are the boundaries of "the region" ?

Convention holds that any region needs,ideally, some broad "community of interest" basis. A local government area needs,if anything,a tighter "community of interest". However,by "community of interest" is not meant homogeneity of the charcteristics of . the people who live or work there - in fact,it is the very diversity of nationality,style and income that give to inner areas a distinction not to be readily found in suburbia.

What "community of interest",therefore,does supply the basis for an inner suburban region ? And what background information is needed to establish it ?

Since the main object of this document is to keep the focus on policy rather than the administrative mechanisms for implementing policy,we do not wish to shift attention to such mechanisms any more that is necessary to delineate the actual areas the policy we propose encompass.

We have coined a new term "Central Region",to which we have given some flexibility of coverage by proposing 3 variants,one of which we prefer,(for reasons we give),but it is not our purpose to reject,out of hand,variants 2 and 3,because,if either finds favour,it would not divert from some of the main policy points we are making.

The "Central Region" is either :-

1st.variant = Melbourne,Fitzroy,Collingwood,Richmond,South Melbourne,Port Melbourne (Shown as "A" on Map 1.)

2nd.variant = "A" plus Prahran and St.Kilda ("B" on Map 1.)

3rd.variant = "A" + "B" plus Williamstown and Footscray ("C".)

These are shown in Map 1 on p.30 Unless it is obvious from the context,we will be referring to the 1st Variant of the "Central Region" in the main text,or in this Appendix.

Over recent years there have been various official terms used for "central","core" or "inner" areas. They have various boundaries. For the information of readers who are not professional planners, and for ease of reference,there is set out on the next two pages (pp.30-31) some of the main terms so used,and nine maps.

Except for Map.1 they are in chronilogical order. Sources for these 9 maps are given on the page following the maps (p.32)
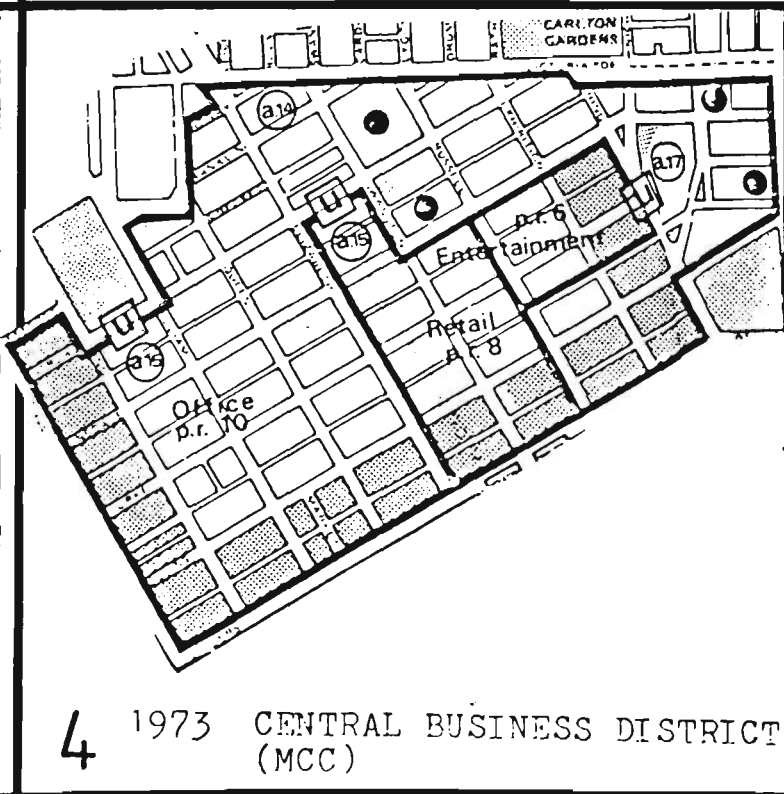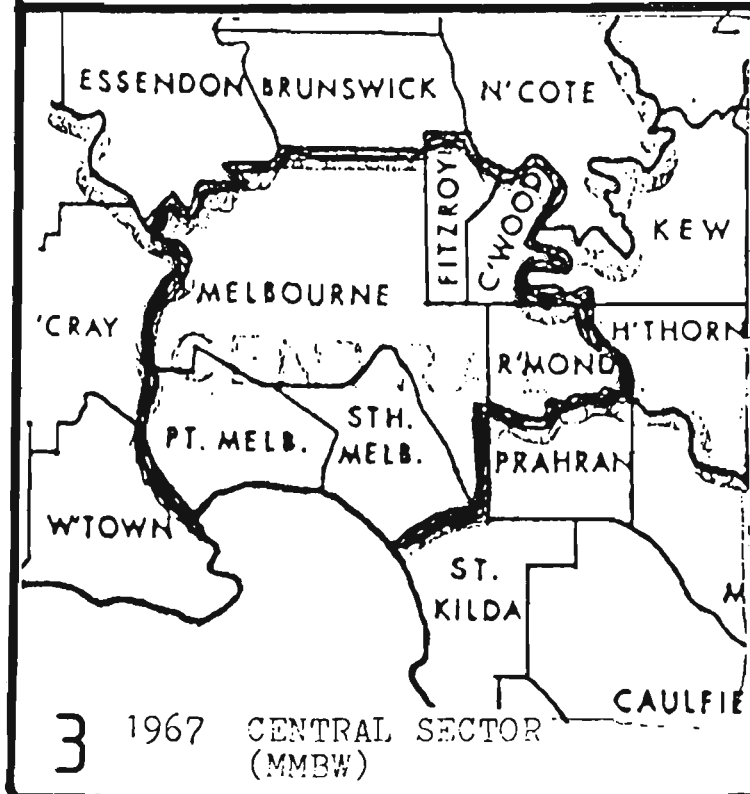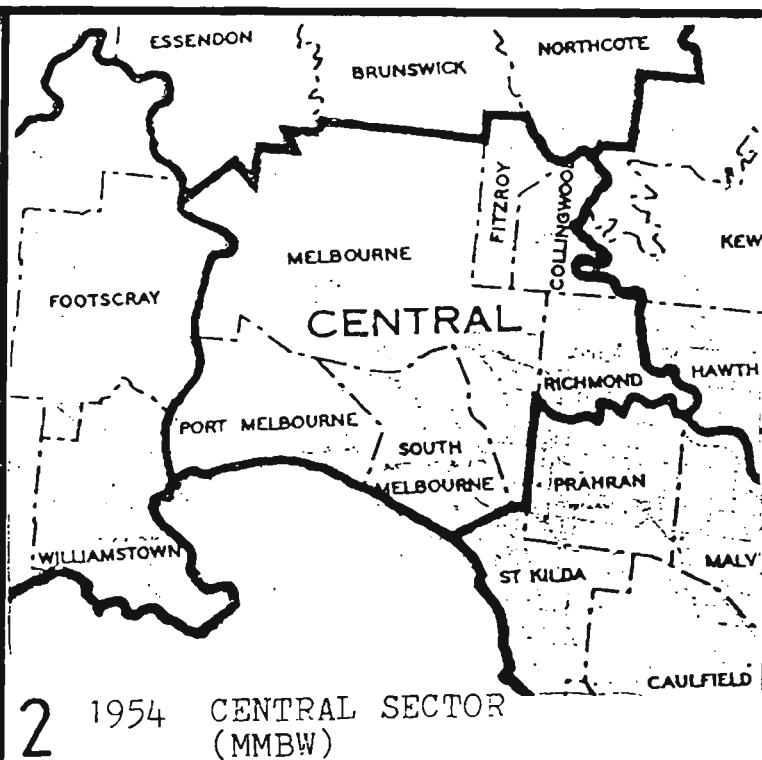
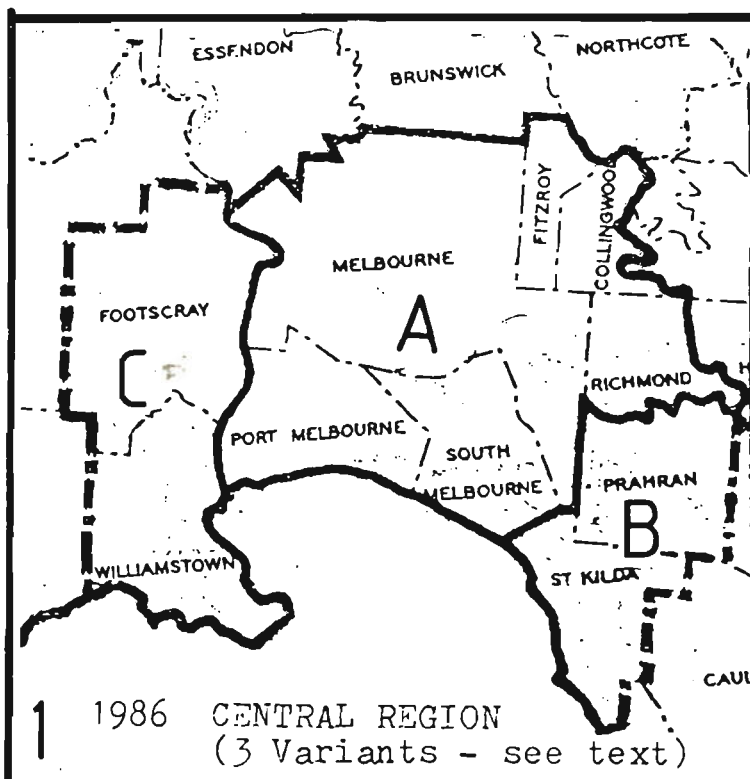<u>MAPS OF "CENTRAL AND "INNER" AREAS</u>

<u>- Some Terms Used 1954 - 1985</u>

Apart from Maps 4,8,9 and 10,the maps below all consist of various combinations of whole municipalities. Note that Map 4 - "Central Business District" (CBD) of 1973 and Map 10 "Central Activities District" of 1985 have slightly different boundaries.
None of these terms or maps depict possible options for changed boundaries in connection with the current Commission of Inquiry into Local Government restructuring which may result in re-drawing bounadry lines,not only to amalgamate whole municipalities,but to add parts to,or to subtract parts from existing municpal territory.
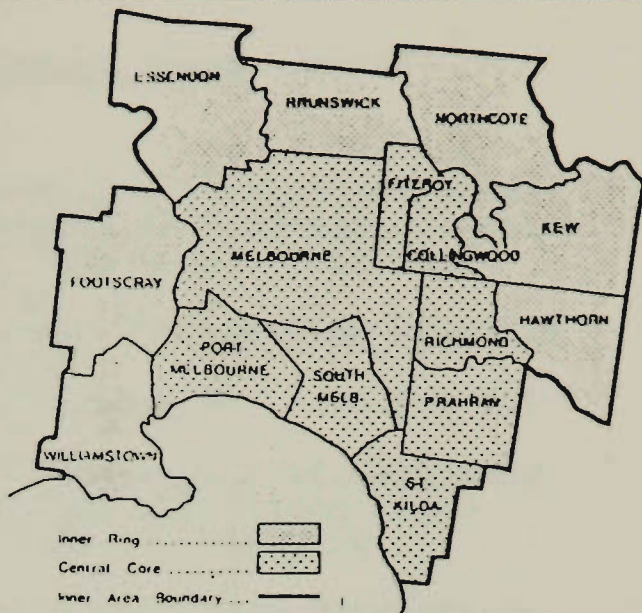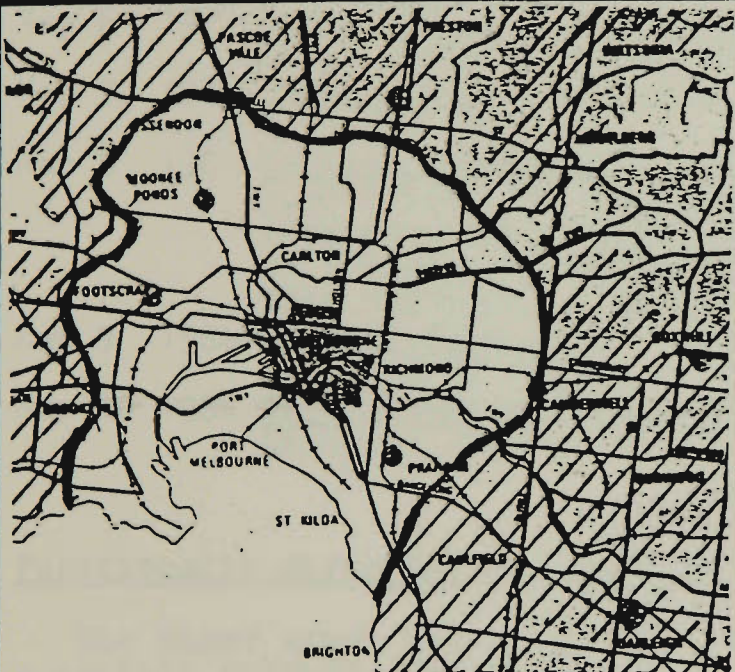Note that references to the sources of these maps are given on p.32

<u>TEN MAPS</u>

1 1986 CENTRAL REGION
   (3 Variants - see text)

2 1954 CENTRAL SECTOR
   (MMBW)

3 1967 CENTRAL SECTOR
   (MMBW)

4 1973 CENTRAL BUSINESS DISTRICT
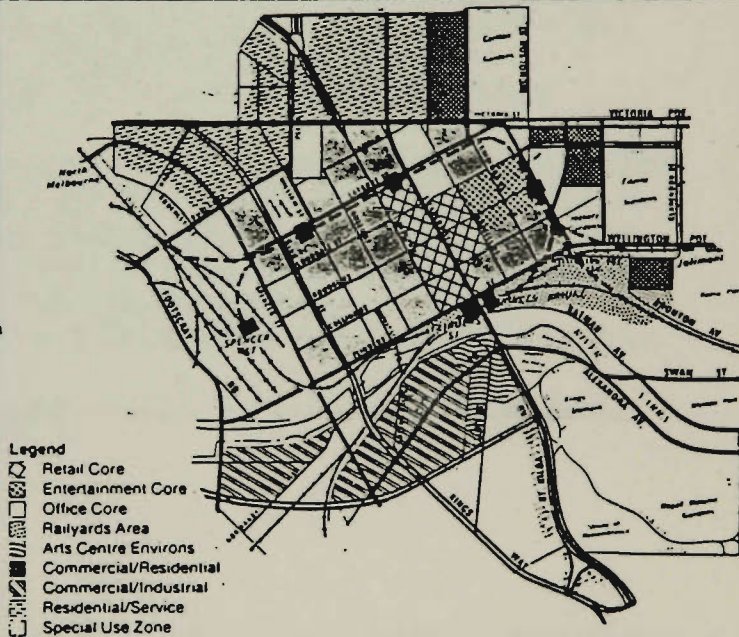   (MCC)

5 1974 INNER URBAN REGION (DURD)

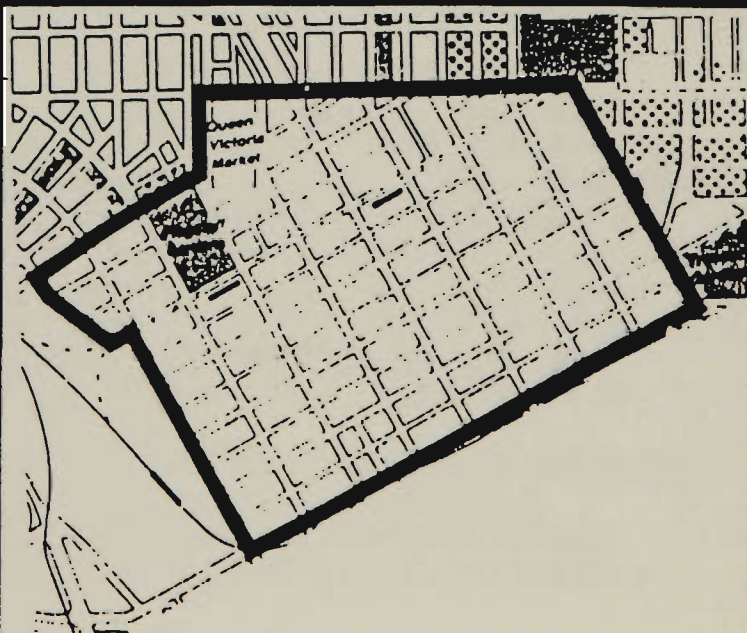**6** 1977 INNER AREA = CENTRAL CORE + INNER RING (MMBW)

7 1981 INNER AREAS (MMBW)

8 1981 CENTRAL MELBOURNE (MMBW)

9 1984 CENTRAL MELBOURNE (MPE)

10 1985 CENTRAL ACTIVITIES DISTRICT (MCC)

Maps of "Central" and "Inner" Areas (con't)

SOURCES

Map 1 1986 Central Region - a map showing 3 variants of areas
              given a new term to distinguish it from various other
              terms used in Maps 2 to 10 (See p.29). This map
              adapted from drawings in Map 2

Map 2 1954 Central Sector - Melbourne and Metropolitan Planning
              Scheme Report 1954 p.17 (MMBW)

Map 3 1967 Central Sector - The Future Growth of Melbourne p.6
              (MMBW)

Map 4 1973 Central Business District (CBD) - City of Melbourne
              Strategy Plan 1974 - Final Plan and Action Plans
              Sheet,reproduced p.308 of City of Melbourne
              publication 1974 (MCC).

Map 5 1974 Inner Urban Region - map from the Inner City Region
              Revisited 1980,frontispiece. This is the "FACS"
              (= Family and Community Services) region constituted
              by the Federal Department of Urban and Regional
              Development (DURD).

Map 6 1977 Inner Area = Central Core + Inner Ring - Melbourne's
              Inner Areas - A Position Statement p.xi (MMBW)

Map 7 1981 Inner Areas - Metropolitan Strategy Implementation
              p.11 (MMBW)

Map 8 1981 Central Melbourne - Metropolitan Strategy Implementation
              p.50 (Note: the map referred to is in colour,and did not
              reproduce well when photocopied.So,instead a photocopy
              of a black-and-white version of the same map was taken
              from Melbourne - An Overview p.20 (MCC)

Map 9 1984 Central Melbourne - Central Melbourne Framework for the
              Future p.11 (MPE)

Map 10 1984 Central Activities District (CAD) - City of Melbourne
              Strategy Plan p.124 (MCC).

Functionally different types of area.

The inner areas around Melbourne have a certain general character -
a certain "stamp"- that distinguishes them from the suburbs that
constitute the rest of Melbourne. The building forms had their
origin in the days when walking was the main way that people got
themselves to their jobs,their shops,their pubs and other entertain-
ment.

So the typical buildings were not only close together to make
walking practical,they were not "freestanding". Many of them were
"terrace houses";and shops and factories were also "row" buildings;
and all three of these uses of land (residential,retail and pubs etc.)
had to be,and were, in reasonable walking distance of each other.

By and large,the buildings of the inner areas were built before the
cable tram network,and later the electric suburban rail system,and
finally the car,pushed the urban areas ever further away from the
centre,typically with freestanding buildings,built on bigger and
bigger sites,and in separate "zones" for houses,for shops and for
factories.

Nevertheless,different parts of the inner areas are very different
from each other,despite the shared similarity in the original
building forms,and despite the walking-distance closeness. These
differences and others can be divided into 5 distinct categories:-

      1. "mixed use" areas
      2. mini-zones of like use
      3. CAD and CHA
      4. re-developed or late-developed areas
      5. large public purpose areas

variant.

For criteria (1),the CAD is about the same distance as
Prahran and St.Kilda,but the Footscray shopping centre is to be a
district centre closer to Williamstown than the CAD.

As for criteria (2),whilst many residential properties in
Footscray and Williamstown are narrow-fronted like those in "A",
the typical model is of a detached or freestanding timber variety.

Apart from the two above criteria,Footscray and Williamstown
historically,and also currently,identify very much with the
Western Region rather than any central region.

Summarising:the 2nd. and 3rd. variants of any Central Region
are not so desirable compared to the 1st. variant because they
have readier access to a district centre than to the CAD,from
which they tend to be rather distant;the building forms and
walking-distance closeness of various land-uses are much less
evident;and,in the case of Footscray and Williamstown,regional
identity is with the Western Region rather than any Central Region.

However,we repeat what we have explained above: we do not
consider the choice of variants as being nearly so important as
the establishment of community policy for whatever regional or
local government boundaries are decided. That is why we have
relegated discussion of this question of boundaries to an appendix.
But,clearly,a policy that tries to span,say,Toorak to Kensington,
is likely to be somewhat different to one where the span is,say,
Fitzroy to South Melbourne.

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COMMENTS AND REFERENCES

(Brackets after headings give page in text where reference made)

(1) <u>Two degrees of centrality</u>. (p.5)

The Central Region,therefore contains two different types of "centrality". The CAD has the highest centrality being central not only to the metropolis but also to the Central Region itself. It is the most accessible because,typically,one trip by railed public transport makes it accessible. For this reason,the high-density office towers or big emporiums are best located in the CAD since travel time is an important element in the daily work-a-day functions. The CHA functions typically require another tram or bus trip after arrival in the CAD,and therefore have longer travel times. So,more occasional functions such as health (hospitals), education (University,RMIT),culture (Arts Centre,little theatres), or recreation (zoo,MCG,Botanic Gardens,indoor sport),where time or frequency of travel are less demanding are to be found in,and are more suitable for, CHA areas which are still,relatively, "central" to the metropolis.

(2) <u>Melbourne one of the most dispersed cities in the world</u> (p.5)

See "Melbourne - An Overview" Oct.1984 by City Strategic Planning Division,Melbourne City Council at p.7

"Australian cities have 3 main features..." "...they are probably more dispersed than any other cities in the world "
"...they are very dominant centres of population and employment..."
"...they are characterised by low density residential development."

(3)<u>"Cluster and Connect" urban design principles</u> (pp.6,22)

These were formulated by the book "Seeds for Change" published by the Conservation Council of Victoria (CCV) and written by the Conservation of Urban Energy group (the CUE group) in 1978 (see pp.143 - 249). They were based on clustering together mixed commercial and community functions in a hierarchy of centres,of which the smallest would be in walking distance of homes,and with all centres connected by public transport. In a submission on Amendment 150 to the Melbourne and Metropolitan Planning Scheme on the growth strategy for the metropolis,the CUE group adapted these principles to the Planning Authority's scheme by proposing suburban growth centres.In addition to the 14 or so proposed district centres, of the official scheme,they proposed another 100 or so rail-based mixed use local centres around existing shopping centres. This growth would come from development that would otherwise be more outward sprawl. The local centres were to be connected by shuttle buses to small neighbourhood centres in walking distance of people's homes.

The submission,called "Cluster and Connect" strategy also dealt with the "relationship of Amendment 150 to the 1973 Strategy Plan" (pp 12 - 18,pp.33 - 42). The CCV with two other community organisations (the Town and Country Planning Association and the Train Travellers Association) published a document "Steps Towards Melbourne - A Community View" which were "Briefing notes of Ministers,Sept.1973" which outlined ALP pre-election policies for the metropolis,and showed the affinity between these and cluster and connect principles,and proposed what various government departments could start to do,and that Cabinet needed to integrate all relevant policies of all departments to achieve cluster and connect results.

Some of the main principles were adopted in a handbook for Local Government called "Energy Conservation Guidelines",published by the Municipal Association of Victoria in 1983.

(4) <u>State and MCC strategies support specialised functions</u> (p.6)

"At the metropolitan scale,the Melbourne and Metropolitan Planning Scheme,and specifically Amendment 150 to that Scheme identifies Central Melbourne as the primary focus of specialist activities within a multi-centred metropolitan area" "...this strategically important role for Central Melbourne is strategically supported " by the State government. The strategy "...also complements the Melbourne City Council's recently published Draft Strategy Plan Review" (which has now become the 1985 Strategy Plan) "...both strategies emphasise the need for continued growth of specialised activities as a basic strategic objective" (Central Melbourne - Framework for the Future . This is "Economic Strategy for Victoria Statement No.6 1984 at p.8)

(5) <u>Examples of non-specialist functions</u> (p.6)

Expansion of the Melbourne University and the Royal Melbourne Institute of Technology into adjoining residential areas,and past attempts by major hospitals to do the same thing (some of them successful) are examples. If <u>all</u> of the functions of these institutions are specialist,and the proposed growth consists of specialist functions,then there may be a legitimate case for extra floorspace somehow or other. But if some of the functions are non-specialist,and could be more conveniently located in suburban locations,then the extra floorspace on other sites should be disallowed.

Another recent example is the proposal for a "hypermarket" as part of the proposed "Victoria" project over the Museum station. This trolley-to-car system is a form of shopping specifically relying on cars,and is the last type of facility that should be built-in to this high-rise complex,an early version of which provided for 2,000 carparking spaces.

(6) <u>Disruption of community stability in the post-war period</u> (pp.6,7,11)

This instability has been partly due to a number of factors:-

(a) The transient character of many residents such as students, nurses,newly-arrived migrants and casual or itinerant workers.
(b) Rigid and inappropriate zoning and lack of appropriate planning strategies which allowed encroachment of industrial,storage, institutional,office and carparking uses. to replace residential uses,thus forcing up house values,not only in the mixed-use areas,but in the residential mini-zones as well.
(c) Block demolition of housing following acquisition by the Housing Commission to build public and private estates of flats. Apart from the initial disruption,the Commission estates generated a high mobility rate amongst some types of tenants.
(d) The voluntary exodus of many Australian-born industrial workers followed somewhat later by migrants who,in the 1950's and 1960's perceived suburbia as a better style of life.
(e) Movement of factories to outer suburban locations which re-inforced factor (d)
(f) The influx of whitecollar and professional workers,many of whom move out again as their children grow beyond early childhood.

Of the above factors, (b) has been improved by Amendment 150,and even more so by the 1985 Strategy Plan,but still has to be implemented;(c) block demolition has ceased and some Commission tenants are more inclined to stay on;and (d),(e) and (f) exodus is petering out.

(7) <u>Community Child Care and devolution of human services</u> (pp.7,9,22)

The three State government reports on devolution of (i) human

services,(ii) early childhood services and (iii) child welfare
practices are dealt with on pp 22-23 of the main text under the
headings "report on devolution of human services" and "two other
reports on devolution",and there is an illustration in reference
(19) below.

A great deal of impetus towards the principles in these reports
has come from the organistion known as Community Child Care
(founded in Victoria in 1973) - a movement consisting of parents,
child-care workers,community workers,Councillors and others. It
works to achieve the best possible environment for children by
"re-surrounding" families,and creating caring communities. CCC has
emphasised the need for centres within walking distance of the
parents homes,the value of community control,and reciprocating
family support networks based on neighbourhoods.

CCC has also examined the obstacles in the various State and
Federal departments to the integration of these and other
fragmented family services,and the devolution of such integrated
services to local government,and (where suitable) beyond that to
neighbourhood level.

This has been done through CCC Newsletters,its journal "Ripple",
and various information papers.Each journal of a 1970's series
was devoted to an in-depth analysis of State Government Departments:-
Health,Education,Local Government,Planning and Community Welfare
(as they were named in those times). A recent series of information
papers has been devoted to neighbourhood development,the planning
and financing of neighbourhood services,and what government has to
do.

A valuable resource booklet is the information paper called
"New State Department: New deal for community services". This
reviews changes which are taking place with the formation of the
Community Services Department,and the transfer of some of the
Health Department's responsibilities to this new department. It
includes information on the delays and bungling in the
implementation of the Human Services report and the Early
Childhood Services Review.

(8) Melbourne City Council as pioneer in urban conservation (p.8)

There are 8 separate conservation studies,one for each of 8
separate areas which covers an assessment of every building in the
whole municipality of Melbourne outside the CAD (where heritage
buildings derive protection from an Interim Development Order).
Listings in the studies give,for each building : type,date of
construction,rating under a grading system,notable features,and
restoration and infill guidelines concerning alterations.

The studies also rate a grading system of "levels" of
streetscape. The consequent "conservation areas" (p.14) which are,
or are to be,incorporated into the Metropolitan Planning Scheme
and the essence of principles,measures to attain performance
standards and practical advice are contained in a Council booklet
"Urban Conservation in the City of Melbourne" Nov. 1985,which is
to have two companion volumes,one on recycling of buildings,and the
other on residential development guidelines.

The Strategy Plan 1985 "precinct" scheme which covers development
controls that go beyond the conservation aspects,such as height,
envelope controls,plot ratios etc.,whilst not yet completed,are to
be worked out in accordance with recommendations of the relevant
Urban Conservation Studies (pp.130,134)

(9) "Open Space Systems":private clubs and community clubs (p.8)

For examples see map 13.5 on p.251 of 1985 Strategy Plan.Note
it covers "waterways" too;for exclusion of "private clubs" on
public land see p.254;and idea of "community clubs see p.263.

(10) <u>Improving the energy efficiency of buildings</u> (pp.9,18)

Some basic energy conservation tips for buildings and where to get further information are given in "Urban Conservation in the City of Melbourne" at pp.66-67. Some suggestions as to how to make more use of the sun for terrace housing without affecting the streetscape are given in "Less Energy with More Enjoyment in North and West Melbourne 1981" published by the North Melbourne Association at pp.68-69.

(11) <u>Industries that have disappeared from the central region</u> (p.9)

* Footwear factories of Collingwood and North Melbourne,clothing factories of Richmond have moved "off-shore"
* Biscuit,sweets,meat-packing,foodcanning,furniture-making have either closed down or moved to outer suburbs.

(12) <u>State Government's economic revival plans for central Melbourne</u>(p.9)

This is contained in a booklet "Central Melbourne: Framework for the Future" sub-titled "Land Use and Development Strategy" Dec.1984 complied by the Ministry of Planning and Environment and based on the Government's 10-year economic strategy. The last 4 items of the government's nine items of "competitive strength" (on which the government has decided to base Victoria's economic revival) are very much to do with Melbourne's central area.

They are: Melbourne's position as a national and international trading and commercial centre;Victoria's world class scientific research institutions;the national role of Melbourne as a major cultural and sporting centre;the availability in Victoria of a wide range of tourist facilities.

(13) <u>Job opportunities,economic strategies and Enterprise Boards</u> (p.10)

See 1985 Strategy Plan Chap.8 "The City's Economy" pp.157,159

(14) <u>Office towers and shopping complexes</u> (pp.14,15)

See Metropolitan Strategy Implementation by the MMBW 1981 at p.53, and 1985 Strategy Plan for "CAD enterprise" and "CAD office east and west" precincts pp.116,121,146,147;retail core and retail fringe pp. 148,149;and see Key Development Area p.93 and note: "The Council will encourage the concentration of   major high intensity office developments in preferred locations only within the CAD"..."to prevent large scale office development from occuring in the fringe 'multi-use' areas of Central Melbourne around the CAD" (p.170)

(15) <u>Mixed-use area workers 3-times more likely to commute by car</u>(p.15)

In 1975,for example,the Director of Transport calculated that the peak hour workers using public transport to the CBD were about 80%, whereas in "most parts of the mixed use areas" this figure would only be about 40%. Letter reproduced in "Energy and the City of Melbourne Strategy Plan" 1978 by the CUE group of the CCV at p.18. Thus car commuting would jump from 20% to 60% if a given office,intending at first to locate in the CAD were to switch instead to a mixed-use area.

(16) <u>An idea for height/use formula for multi-use buildings</u> (pp.16,19)

At the time of writing these details had not been worked out or released by the Planning Department of the City of Melbourne. On the next page is a submission including a rather crude and schematic graphic supported by the North Melbourne Association. This extends principles contained in the North and West Melbourne Community Pkanning Group Action Plans 1982 which was endorsed by Council. See "Finished and Unfinished Business" by North Melbourne Association, on 1985 Strategy Plan at p.9

LIMITS TO DENSITY IN MIXED USE AREAS
(Subject to conservation controls in multi-use conservation precincts)

NMA HEIGHT/USE FORMULA FOR MULTI-USE DEVELOPMENTS

(1) The North & West Melbourne Community Action Plan Report (endorsed by Council) laid down that commercial buildings have a maximum of two storeys (or 7 m.);whereas residential developments would have a maximum of 5 storeys (17.5 m.). Therefore residential buildings have a three storey height advantage over commercial buildings in the mixed use area.

(2) If a building has up to a third commercial use,and the rest residential,it loses a third of the three-storey height advantage;that is,it will only have a two-storey advantage,and can thus be four storeys.

(3) If a building has up to two thirds commercial use,and a third residential,it loses two thirds of the three storey height advantage and can thus be three storeys.

(4) The Community Action Plan proposed - and the Association agrees - that a building can be only one storey higher than its adjoining buildings. However,for a large development site,the Association proposes that a building could be stepped up from the adjoining buildings. The distance to be taken in the step-up distance to be the width of an average terrace house frontage, ie.,say, 5 meters (16.4 ft.).

Simplified and schematic graphics
to depict the above proposed rules

R = Residential.

N/R = Non-residential.
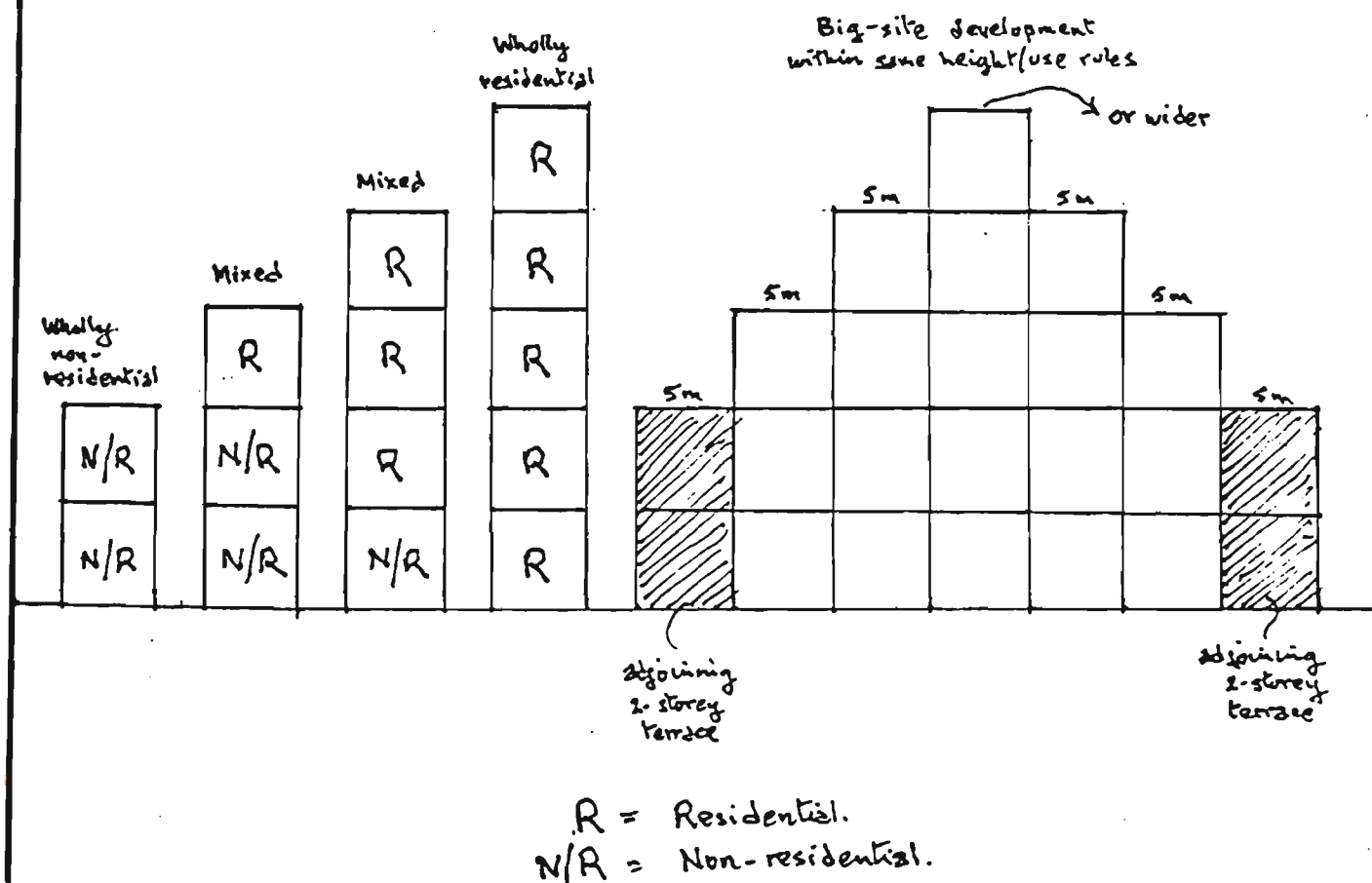
(17) <u>Strategy Plan encouraging housing in mixed use areas</u> (pp.16,19)

There are two "precincts" covering mixed use areas,set out under headings below:-

<u>Multi-use urban conservation precinct</u> includes (apart from conservation). <u>Objective</u> : safeguard existing residential uses, promote developments which contain commercial and residential uses...to provide a variety of housing and employment opportunities. <u>Controls</u> Residential and Service Zone (Am.150) use requirements;<u>Use Intensity</u>:plot ratios to be phased out and replaced by conservation guidelines determined by height and envelope controls.<u>Preferred Development Types</u> a high proportion of residential floorspace with access to groundlevel open space.(p.130)

<u>Multi-Use precinct</u> includes <u>Objective</u> retention of existing residential uses and encourage the construction of multi-use development projects with a high proportion of residential floorspace ... <u>Precinct character</u> recycling or redevelopment of vacant industrial buildings...to increase residential occupations e.g."home business" or "studio workshop". <u>Land Use</u> "existing residential properties as commercial uses prohibited,unless an equivalent replacement is made in any redevelopment scheme" <u>Use Intensity</u> 1.5 plot ratio for commercial and up to 4 for mixed development in which no less than 50% is residential. <u>Preferred Developments</u> multi-use comprising a high proportion of residential floorspace (p.131).

(Note for those not in Melbourne municipality: local shopping centres are not in multi-use precincts but in "Local Convenience Precincts" - pp.132,133 -;also industrial-only mini-zones are in "Industrial precincts" - p.136)

Relatively new elements in the above worth noting: recycling industrial buildings for residential use;height and envelope controls; houses cannot be used for non-residential purposes;replacement of housing in cases of redevelopment. Also 5-year rate concessions for incorporating housing (p.191).

(18) <u>City of Melbourne policy on hubs as a neighbourhood focus</u> (p.22)

- <u>around human services</u>

The 1985 Strategy Plan recognised the linking of physical and social planning: "The capacity of community services to meet people's needs efficiently and effectively is influenced by some physical or spatial planning issues. The distribution of the services affects the accessibility of the services and can also determine if a service can serve as a hub or 'heart' for a neighbourhood" (p.207).

Further: "Services should also be located where possible in the hub of the local neighbourhood,and clustered near other complementary public facilities and services,so providing a focus for the neighbourhood" (p.208).

This emphasis on neighbourhood hubs is supported in other City of Melbourne reports e.g.the 1980 "Report on Childrens Services in the Melbourne Municipality" and in the 1985 "The Consultation on the Needs of the Elderly"

- <u>around cultural and recreational activities</u>

"It is important to guide the development of leisure facilities so that they are successfully integrated with our daily living environment and places of social contact" (p.261) "...to serve local and district needs within the proposed system of neighbourhood hubs". (p.263)

(19) Potential effect of Human Services,Early Childhood and Child Welfare reports. (pp.23,39)

Report	Short-term Change	Potential Long-term
Human Services Programs 1983	Block-grants to Local government, increased flexibility in service planning and delivery	Responsibility for community services devolved to Local Government
Early Childhood Services Review 1984	Childrens services transferred from Health Dept. to Dept. of Community Services to overcome departmental planning fragmentation	Creation of Human Services Dept.
Child Welfare Practice & Legislation 1984 (20)	Clearer and changed role for Courts,police and Community Services Dept.More emphsis on family support services.	Less children in institutional care. More children in neighbourhood-based care

(20) De-institutionalisation (p.23)

This Charter has not dealt in any detail with the significant process of de-institutionalisation.For example,the policy of the Community Services Department to provide care accommodation for children in the neighbourhoods in which the children have been living. Nor has the Charter dealt with homes and other decentralised units for caring for people with special needs. The success of these programs depends a good deal on the development of community networks,which,in their turn,can be strengthened by bringing concerned people together through the clustering of services and facilities as proposed in the Charter.

(21) Ceilings for roads and parking capacity (p.28)

See "Finished and Unfinished Business" 1985 at pp.14-15. Regarding flexibility to meet changing needs,note the examples. Thus,increased road capacity due to the proposed "Western By-Pass" advocated by the North Melbourne Association since 1973,should be accompanied by an equivalent decrease in road capacity elsewhere; and the excess parking involved in the proposed 2,000 carparking spaces for the Victoria Project (over Museum Station) should be accompanied by an equivalent decrease elsewhere.

(22) Freight by rail to outer suburban freight depots (p.28)

The report named "Frayed Nerves of Freight Centres" and sub-titled "Towards a Rational Movement of Freight in Melbourne," 1979 was researched by Dr.John Grant and Peter McRae and published by the Urban Freight Group consisting of 5 Associations: Kensington,Flemington,North Melbourne,West Melbourne,and Carlton, 2 railway unions (the ARU and the AFULE),Citizens Against Freeways, and the Conservation Council of Victoria. It received financial assistance from the City Councils of Port Melbourne,Fitzroy and Collingwood. The City of Melbourne endorsed it in 1984 and recommended that the Ministry of Transport order a study of the possibilities.

(23) Credentials of authors (frontispiece)

The concerns of Ruth and Maurie Crow in urban issues in the inner areas and elsewhere span more than 40 years. Neither have formal urban planning qualifications,but both have had various unique opportunities of being involved in day-to-day issues

confronting various movements.

Since the early 1940's Ruth has been a local activist in campaigns around childcare,childrens cultural activities,education, health and other matters affecting living standards. From the 1940's to the 1960's Maurie's main concerns were centred on white collar union unity,but since the 1960's he has been involved in urban action at both local and metropolitan level.

Ruth and Maurie have continually tried to link theory and practice,being joint authors or editors of a number of newsletters, pamphlets and a few books. Ruth has popularised a number of urban issues through her regular columns and otherwise in local inner area papers over the last 20 years.

However,much of their output has been as members of larger collectives producing various documents. For example,Ruth was one of the collective which prepared the first handbook for Community Child Care in 1972,and Maurie was one of the team to write "Seeds for Change" published by the Conservation Council of Victoria in 1978.

Together,they worked with a local collective of members of the North Melbourne Association to produce the "CAN Report" (Citizens Action Plan for North and West Melbourne) in 1973 - a formulation-of community views in preparation for the City of Melbourne Strategy Plan. Maurie was involved with the widely-based community efforts over the next decade to have the Strategy Plan's mixed-use area policy carried out;and finally represented the North Melbourne Association at the 1984/85 Review of the Strategy Plan.

In 1972 the Royal Australian Institute of Architects recognised "the notable contribution to the literature of the built environment" made by Ruth and Maurie by awarding them one of the first Robin Boyd Awards. In 1973 their efforts wereagain recognised,this time by the Town & Country Planning Association which presented them with the Barrett Medal for Townplanning (Ruth being the only woman in Australia to receive this distinction).

For the past 10 years Maurie has been part of the collective called "the Conservation of Urban Energy group" (the CUE group) - a sub-group of the Conservation Council of Victoria. After writing "Seeds for Change",the CUE group followed up the Cluster and Connect principles of urban design with a series of studies and reports - on the Nunawading Municipality,on Amendment 150 to the Planning Scheme, on the MCC Strategy Plan,on Energy Guidelines for local government,on a briefing of Cabinet Ministers as to how to integrate policies to implement the government's promised "containment" policy - all of which earned the CUE group a Victorian "Energy Award" in1985.

Ruth and Maurie have been continuously associated with the North Melbourne Association since it was founded in 1966,and Ruth has been community representative on the Inner Urban Region Planning Committee since its first meeting in 1982.

As a final matter of record - in the modern fashion - Ruth and Maurie have two daughters,five grandchildren and one great-grand-daughter;but they do not do French cooking or wind-surfing.