

CHIEF HANDBOOK REPORTER

REPORT OF THE HONORARY ROYAL COMMISSION OF INQUIRY INTO THE CORRIDOR PLAN FOR PERTH

BY

The Hon. F. R. WHITE, M.L.C. (Chairman)

The Hon. C. E. GRIFFITHS, M.L.C. (Member)

The Hon. R. F. CLAUGHTON, M.L.C. (Member)

W E S T E R N A U S T R A L I A 1 9 7 2

LIST OF MAPS

Diagram 4 of Corridor Plan enlarged to scale 1 : 250,000.

Indicating development areas and anticipated population as presented to the Commission in evidence by the Metropolitan Region Planning Authority in February and June, 1972.

Base map showing physical features, wet land, rivers, lakes, etc., including shallow underground water.

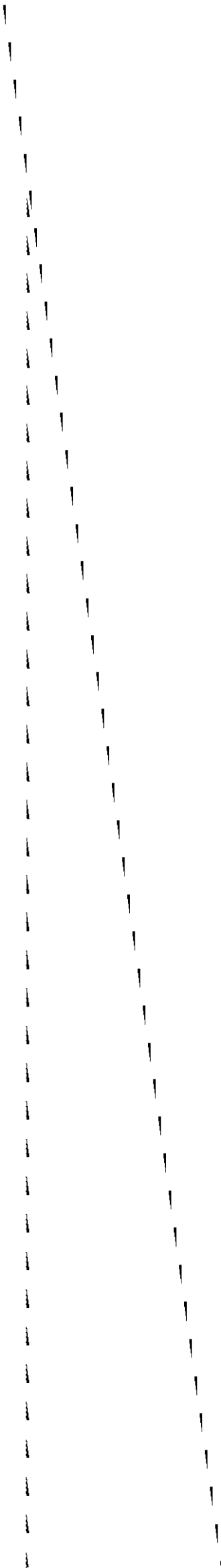
Base plan indicating principal natural gas, water and sewerage mains, major road systems and railways.

The Central Business District.

The unshaded areas indicate land capable of early development.

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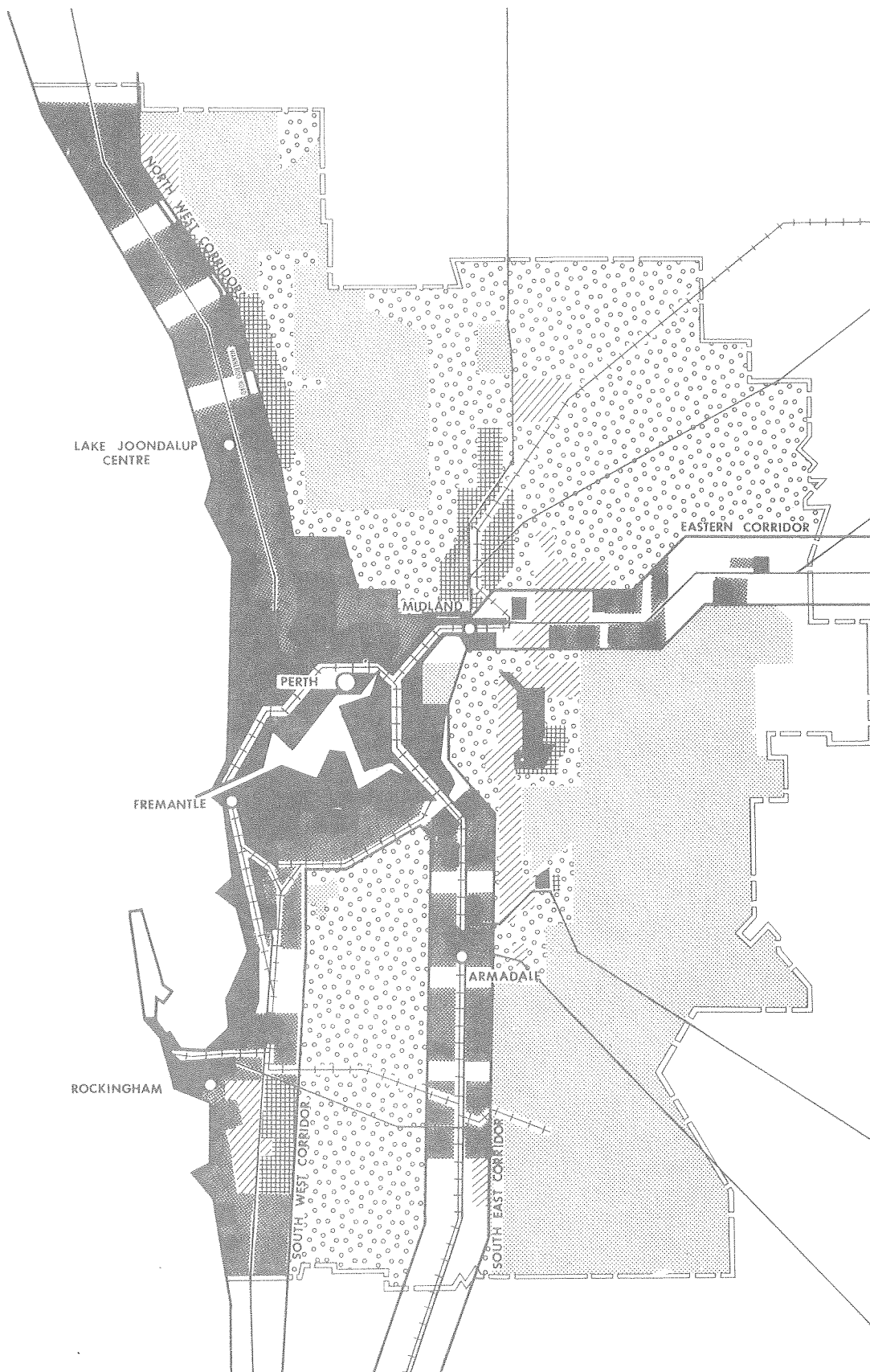
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THE CORRIDOR PLAN



0 10 Kilometres



- Urban Development 1970
- Future Urban Development
- National Park and Major Open Spaces
- Land reserved by government or statutory authorities for specific uses
- Viticulture, Market Gardening, Orchardng
- Agricultural, Institutional and Special Uses
- Boundaries of Urban Corridors
- Major Road Connections
- Railways

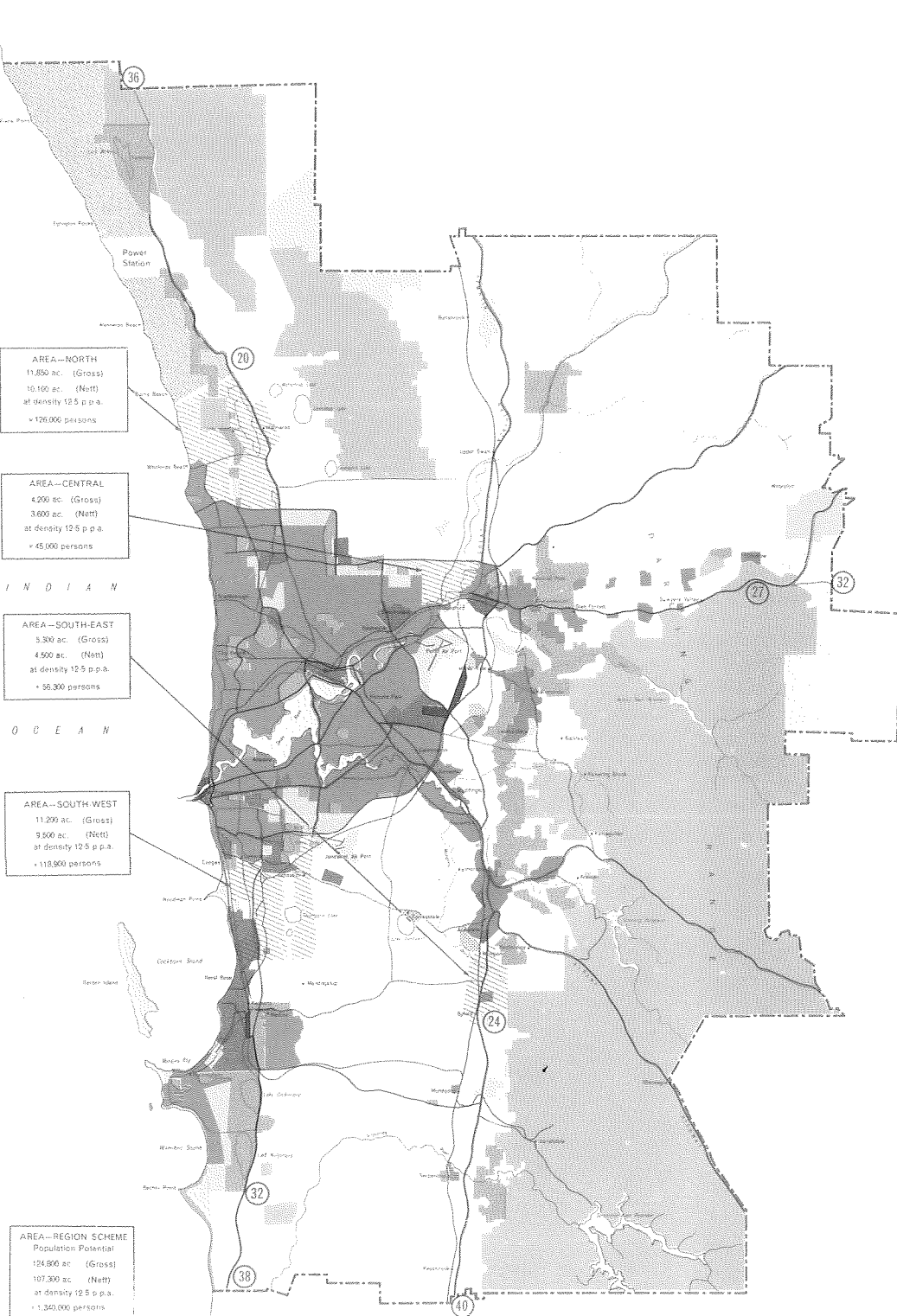
METROPOLITAN REGION SCHEME



0 10 Kilometres

- Scheme Boundary
- Urban
- Urban Deferred
- Green City Area
- Industrial and Special Industrial
- Rural
- Public Purposes
- Roadway and Post Installation
- Park and Recreation
- State Purposes
- Controlled Access and Other Major Highways
- Urban Commitments as February 1972
- Urban Commitments as June 1972
- (10) More than 5 p.p.

COMMITMENT PLAN POPULATION POTENTIAL (ESTIMATED—JUNE 1972)	
AREA NORTH	126,000
MET. REGION SCHEME	1,340,000
AREA SOUTH-WEST	118,900
ADDITIONAL AREAS	358,300
OR APPROXIMATELY 2 MILLION	



AREAS AND POTENTIAL POPULATIONS

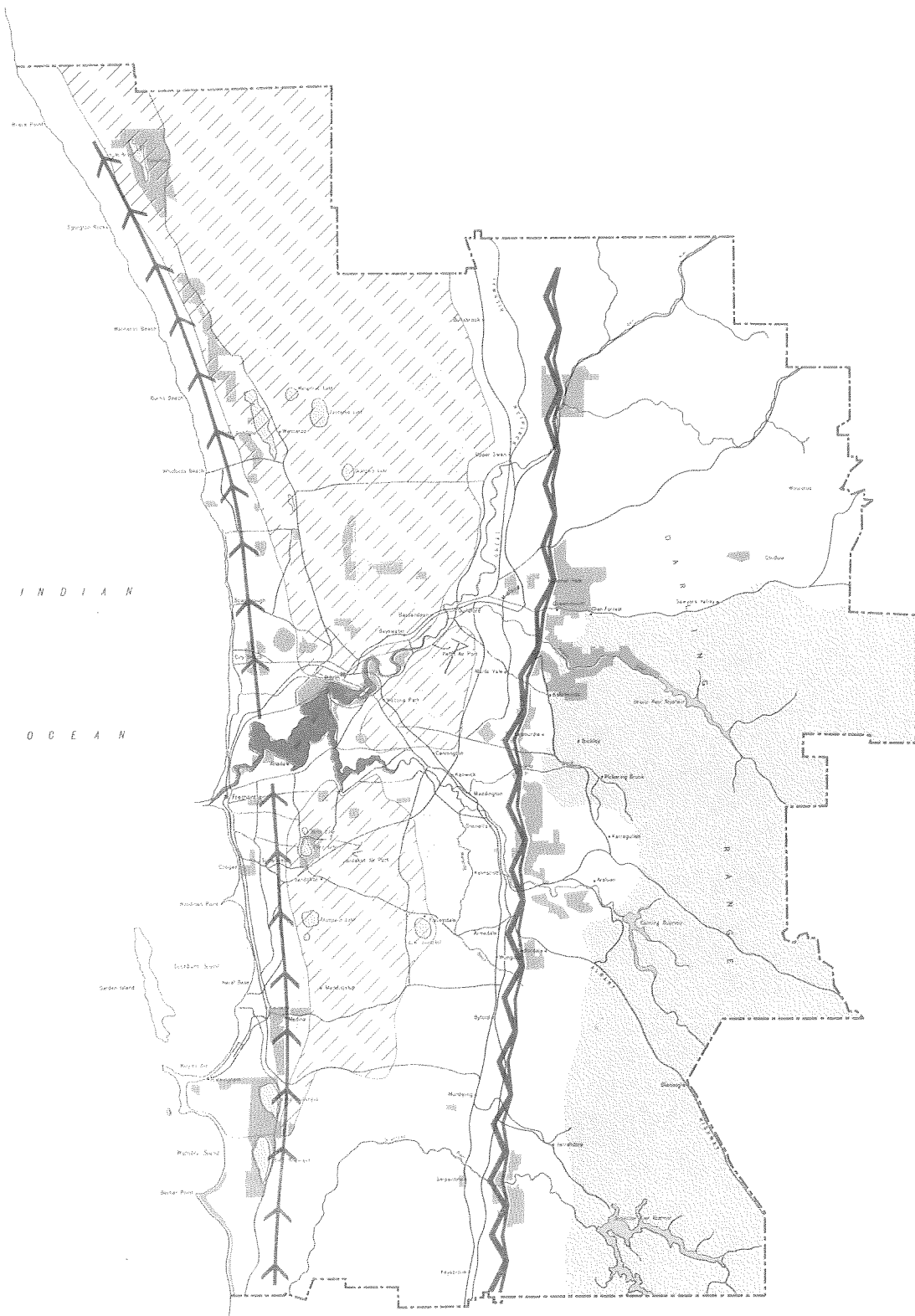
Gross Acres—Land zone Urban and Urban Deferred
—Region Scheme and Urban Extensions
Nett Acres—Gross acres minus 15% to allow for
Roads and Footpaths.

METROPOLITAN REGION



0 10 Kilometres

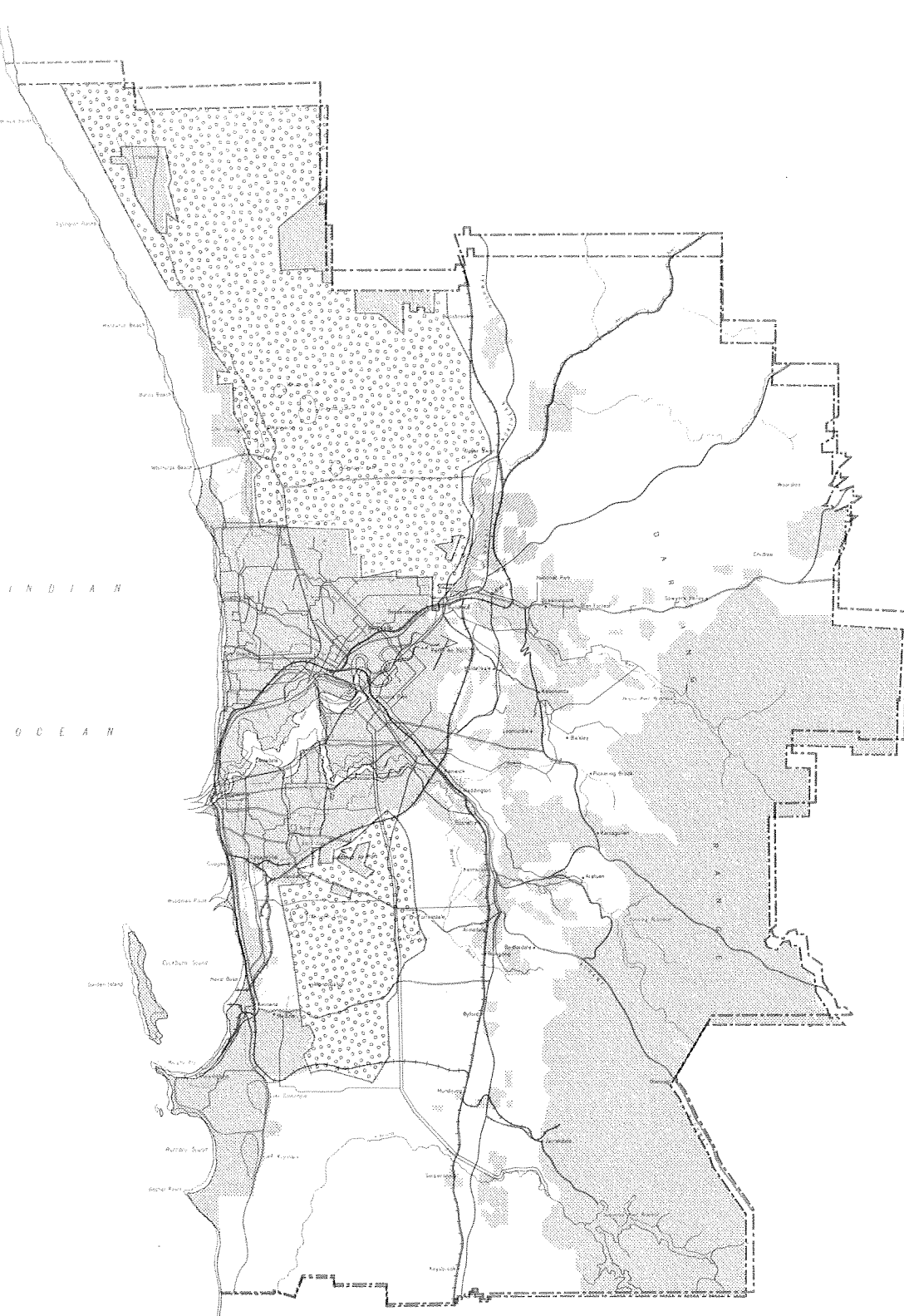
- Scheme Boundary
- Rivers
- Lakes
- Parks and Recreation
- Swamps and Wet Land
- Coastal Ridge—Limestone Ridge and Dark Sand
- Scarp of Dorring Ranges
- Water Catchment Area
- Areas having important shallow underground Water Reserves












METROPOLITAN REGION



0 10 Kilometres

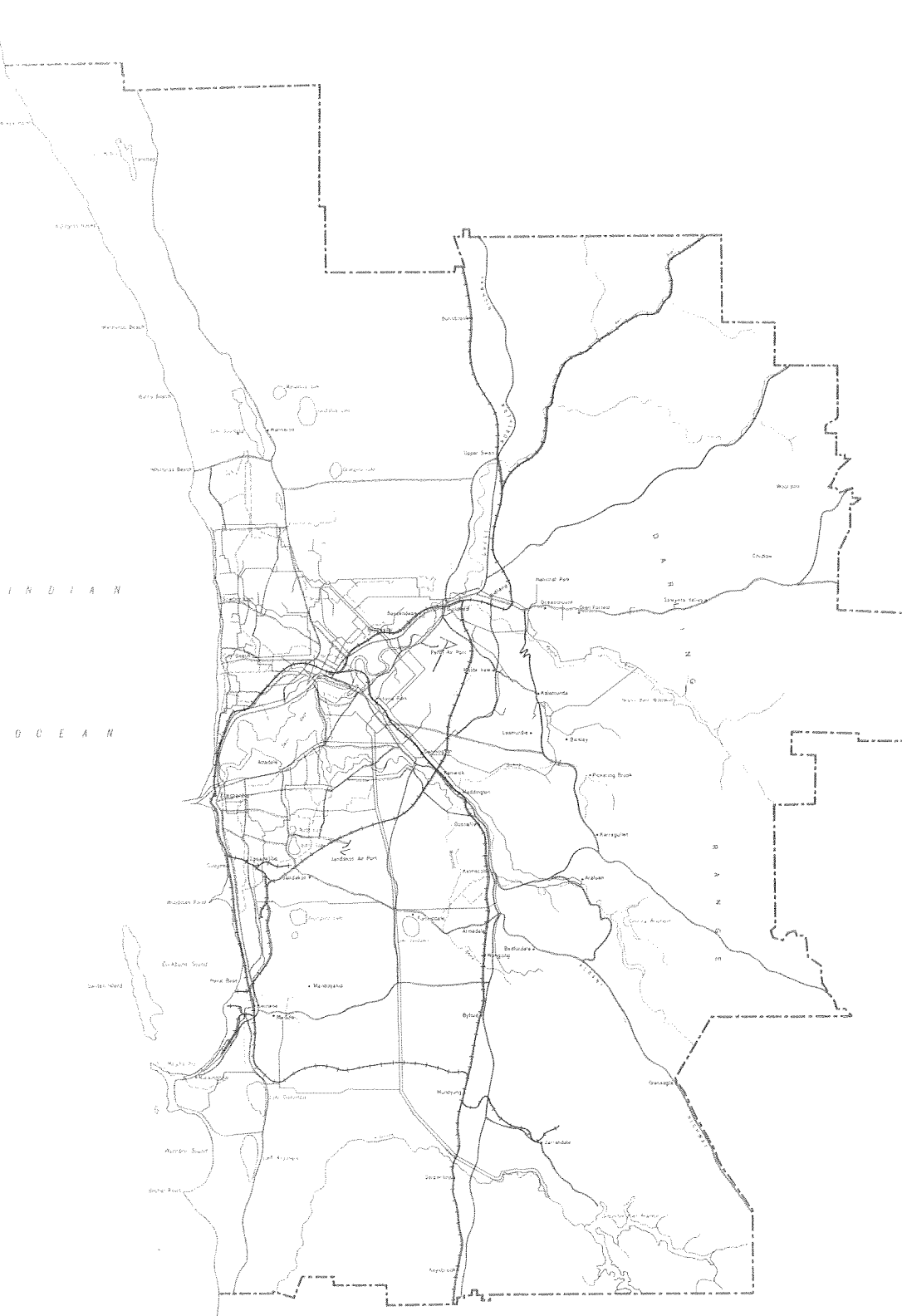


-  Natural Gas Pipeline
-  Water Mains
-  Sewerage Mains
-  Roads
-  Railways
-  Undeveloped land which should be protected against early development
-  Land to be reserved for Viticulture
-  Land already developed or committed for urban and ancillary uses M.R.S. 1971
-  Land available for development

METROPOLITAN REGION



0 10 Kilometres

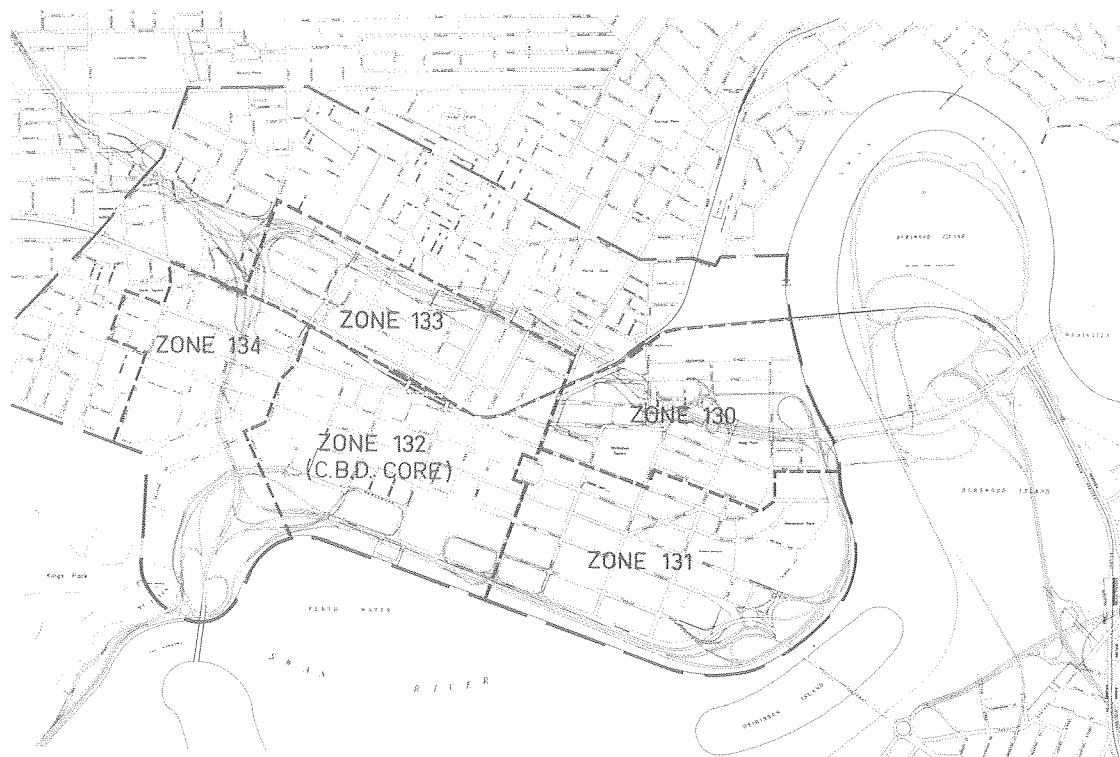




- Natural Gas Pipeline
- Water Mains
- Sewerage Mains
- Roads
- Railways

PERTH C.B.D. CENSUS ZONES 130-134



0 1 Kilometre



-  Boundary of Perth City Council Central Area
-  Boundary of Central Business District (Census Zones 130-134)

**HONORARY ROYAL COMMISSION TO ENQUIRE INTO THE REPORT
UPON THE CORRIDOR PLAN FOR PERTH AS PUBLISHED BY THE
METROPOLITAN REGION PLANNING AUTHORITY**

INTRODUCTION

To His Excellency Major General Sir Douglas Kendrew, K.C.M.G., C.B., C.B.E., D.S.O., Governor in and over the State of Western Australia and its Dependencies in the Commonwealth of Australia.

May it please Your Excellency—

We, the members of the Honorary Royal Commission appointed to enquire into and report upon the Corridor Plan for Perth as published by the Metropolitan Region Planning Authority, have the honour to present to Your Excellency, our report as follows:—

HISTORY:

On Tuesday, 7th September, 1971, the Honourable F. R. White moved in the Legislative Council:—

That a Select Committee be appointed to enquire into and report upon the Corridor Plan for Perth as published by the Metropolitan Region Planning Authority, and to make such recommendations as to the feasibility of the Plan or to recommend such alterations and amendments as are considered to be desirable in the interests of planning the Metropolitan Region.

The Legislative Council agreed to the motion on Thursday, 16th September, 1971, and appointed the Honourable Clive Griffiths, the Honourable Roy Frederick Cloughton, and the mover, as a Select Committee with power to call for persons, papers and documents, and to adjourn from place to place; that it may sit on days over which the Council stands adjourned; that the Committee be authorised to function notwithstanding the adjournment or proroga-

tion of Parliament; and that the report be presented following the reassembly of Parliament in 1972.

The Select Committee at its initial meeting on Friday, 24th September, 1971, appointed the Honourable F. R. White Chairman.

Following the unexpected prorogation of Parliament on 12th October, 1971 (death of Speaker J. M. Toms), advice was received from the Solicitor General that in his opinion it is not competent for either House of Parliament to empower a Select Committee to continue its work notwithstanding the prorogation of Parliament.

On Thursday, 18th November, 1971, the Honourable F. R. White moved—

That in view of the opinion of the Solicitor General dated 8th November, 1971, and referred to the Hon. the President by the Hon. the Premier on 12th November, 1971, to the effect that this House is not competent to empower a Select Committee to continue its work notwithstanding the prorogation of Parliament, this House now resolves that the Committee appointed to enquire into and report upon the Corridor Plan for Perth was properly constituted and is authorised to continue its enquiries in accordance with the motions agreed to on the 16th September, 1971.

The motion was agreed to by the Legislative Council on Thursday, 25th November, 1971.

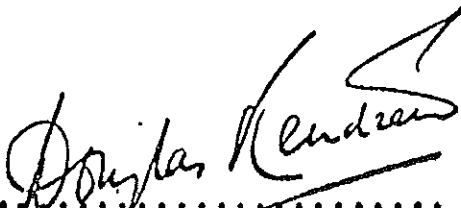
Due to the impending prorogation of Parliament early in 1972 the Committee considered it desirable to apply for the status of Honorary Royal Commission, and this was done in a letter to the Hon. the Premier on 30th November, 1971. The members of the Committee were duly appointed

as an Honorary Royal Commission on 9th February, 1972.

The terms of the appointment as published in the *Government Gazette* on 11th February, 1972, were as follows:—

ROYAL COMMISSION.

WESTERN AUSTRALIA
To Wit:


.....
Governor.

By His Excellency Major General Sir Douglas Anthony Kendrew, Knight Commander of the Most Distinguished Order of Saint Michael and Saint George, Companion of the Most Honourable Order of the Bath, Commander of the Most Excellent Order of the British Empire, Companion of the Distinguished Service Order, Governor in and over the State of Western Australia and its dependencies in the Commonwealth of Australia.

To FREDERICK RICHARD WHITE,
CLIVE EDWARD GRIFFITHS, and
ROY FREDERICK CLAUGHTON,
members of the Legislative
Council:

I, the said Governor, acting with the advice and consent of the Executive Council, do hereby appoint you, FREDERICK RICHARD WHITE, CLIVE EDWARD GRIFFITHS, and ROY FREDERICK CLAUGHTON, members of the Legislative Council, to be an honorary Royal Commission without payment of remuneration to do the following things, namely—

- (a) To continue and complete the inquiries commenced by you, as a Select Committee of the Legislative Council, into the Corridor Plan for Perth as published by the Metropolitan Region Planning Authority.

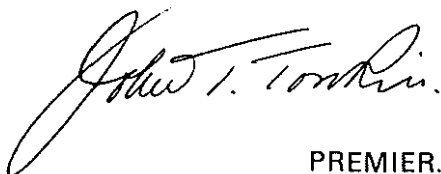
- (b) Having completed those inquiries to make your report to me in writing, making such recommendations as to the feasibility of the Plan, or recommending such alterations and amendments, as are considered to be desirable in the interests of planning the metropolitan region.

AND I hereby appoint you the said FREDERICK RICHARD WHITE to be the Chairman of the said Royal Commission.

AND I hereby declare that by virtue of this Commission you may, in the execution of this Commission, do all such acts, matters and things and exercise all such powers as a Royal Commission or members of a Royal Commission may lawfully do and exercise whether under or pursuant to the Royal Commissions Act, 1968, or otherwise.

GIVEN under my hand and the Public Seal of the said State, at Perth, this 9th day of February, Nineteen hundred and seventy-two.

By His Excellency's Command,



PREMIER.

GOD SAVE THE QUEEN ! ! !

ACKNOWLEDGMENTS:

The Commission wishes to place on record its appreciation to all those witnesses who voluntarily contributed either oral evidence or written submissions during the course of the enquiry. The knowledge gained from this source was of great assistance to the Commission in the preparation of this report.

We are grateful to those officers of Government Departments and Local Authorities who co-operated so readily with advice, particularly the Chief Planner of the Town Planning Department, Doctor David Carr, who made himself available to the Commission for advice and information throughout the term of the inquiry.

The Secretary of the Commission, Mr. L. A. Hoft, carried out his duties with courtesy and diligence and spared no effort in the completion of his task, and the staff of Hansard with their speed and efficiency contributed greatly towards the successful conclusion of the Commission's inquiry.

PROCEDURE:

Investigations—

Soon after its appointment, the Select Committee held informal meetings with the Town Planning Department, Director General of Transport, Metropolitan Water Board, State Electricity Commission, Mundaring Shire Council, Armadale-Kelmscott Shire Council, Swan Shire Council and the City of Stirling.

The Committee also undertook an aerial survey of the Metropolitan Region and travelled extensively by motor car through each of the proposed Corridors.

After appointment as a Royal Commission informal meetings were held with the Institute of Architects and the Rockingham Shire Council and inspections were made of the Swanbourne Rifle Range area, the Garden Island Causeway area, the waste pond sites at the Alcoa Refinery at Kwinana and the Perth/Fremantle and Perth/Midland Junction railway routes.

Time spent on this part of the inquiry totalled forty-seven (47) hours.

Publicity

The Standing Orders of the Legislative Council provide that evidence given before a Select Committee shall not be disclosed or published except by leave of the Council.

At its first meeting after appointment, the Honorary Royal Commission resolved that the Press be admitted to hearings of the Commission subject to the concurrence of the Commission and witnesses. Following this resolution, the Press attended all hearings, and with a few exceptions when they were requested to withdraw, remained present whilst evidence was being presented by witnesses.

Evidence

Commencing on 1st November, 1971, and on thirteen subsequent days, formal evidence was taken from the seventy one witnesses listed hereunder—the last evidence being taken on 28th June, 1972.

The transcript of evidence from witnesses totalled 940 pages.

Witness Number	Witness	Date	Page Number
1.	Main Roads Department	1.11.71	1-28
2.	D. H. Aitken		
	W. B. Kelliher		
3.	Planners Institute	1.11.71	29-63
4.	J. Clement (See Exhibit A)		
5.	J. Treloar		
6.	I. McNabb		
	M. Poole		
7.	Harlan Givelber (See Exhibit B)	1.11.71	64-78
8.	Mrs. J. S. Walker (See Exhibit C)	9.11.71	79-85
9.	Housing Industry Association	9.11.71	86-102
	M. R. Johnston		
	R. D. Warren		

Witness Number	Witness	Date	Page Number
11.	Swan Shire Council (See Exhibits D. and E.)	9.11.71	103-119
12.	L. D. Marshall		
13.	T. J. Williamson		
14.	J. E. Scharff		
15.	L. G. Baker		
16.	H. Severn	9.11.71	120-126
17.	Professor Martyn Webb	9.11.71	127-151
18.	Royal Australian Institute Architects (See Exhibit F)	9.11.71	152-167
19.	E. G. Cohen		
20.	B. A. Tomlinson		
21.	Department of Development	11.11.71	168-182
22.	T. J. Lewis		
23.	Alan Bond (See Exhibit G)	11.11.71	183-207
24.	J. E. Womble (See Exhibit H)		
25.	R. M. Hipkins	15.11.71	208-240
26.	H. Smith	6.12.71	241-245
27.	R. Hibble (See Exhibit I)	6.12.71	246-261
28.	Beryl Van Luyn (See Exhibit J)	13.12.71	262-279
29.	K. D. Richards	13.12.71	280-285
30.	Geological Surveys		
31.	J. Lord (See Exhibit K)	10.1.72	286-306
32.	State Housing Commission	10.1.72	307-325
	R. B. MacKenzie		
	W. A. Government Railways (See Exhibit L)	10.1.72	326-341
	R. J. Pascoe		
	Metropolitan Transport Trust	10.1.72	342-372
	G. A. Shea		
	Environment "2000" (See Exhibit M)	11.1.72	373-404
	Dr. F. J. Roberts		
	C. V. Malcolm		
	A. H. Marshall		

Witness Number	Witness	Date	Page Number
33.	Swan Shire Council	11.1.72	405-433
34.	L. D. Marshall		
35.	L. G. Baker		
	J. E. Scharff		
36.	J. W. Elischer (See Exhibits N. and O, X. and Y)	11.1.72	434-456
	Real Estate Institute	11.1.72	457-478
37.	R. O. Weston		
	Director General of Transport	7.2.72	479-514
38.	J. E. Knox (See Exhibit P)		
	Department Civil Aviation	7.2.72	515-529
39.	W. E. Boud		
40.	R. M. Williams		
41.	H. E. Wall		
	Metro. Region Planning Authority	7.2.72	530-590
42.	M. E. Hamer		
43.	M. R. Hardman		
44.	D. J. Collins		
45.	Dr. David Carr (See Exhibits Q. and R.)		
46.	F. Harvey		
	Kiwanis International	8.2.72	591-606
47.	P. H. Nash (See Exhibits S. and T.)		
48.	J. A. Morrissey		
49.	K. C. W. Paul		
50.	P. Ritter	8.2.72	607-667
	Retail Traders Association	9.3.72	668-673
51.	J. D. Hendry		
	Perth Chamber of Commerce	9.3.72	674-697
52.	R. L. Finch		
53.	E. C. Benness		
54.	M. H. Parry		
55.	D. Silver		
56.	G. V. Russell		
	Perth City Council	9.3.72	698-735
57.	E. Sabin (See Exhibit U)		
58.	J. J. Edwards		

Witness Number	Witness	Date	Page Number
59. 60.	Wanneroo Shire Council Miss Vida Wright (See Exhibit V) N. S. Bennetts	13.3.72	736-771
61.	Public Utilities J. J. Edwards (See Exhibit W)	13.3.72	772-785
62.	Department Environmental Protection Dr. Brian O'Brien (See Exhibit Z)	8.5.72	786-822
63.	T. T. Bestow	8.5.72	823-835
64. 65. 66. 67. 68.	Developers Institute R. S. Mallett P. L. Solomon P. N. Gibson D. M. Westlake	8.5.72	836-855
69.	Commissioner State Taxation J. R. Ewing	28.6.72	856-889
70.	Town Planning Department Dr. David Carr (See Exhibit AA)	28.6.72	890-918
71.	Professor M. J. Webb (See Exhibit AB)	28.6.72	919-940

In addition to oral evidence received, written submissions were received from the following persons:—

1.	Mrs. Rhonda White
2.	Mr. S. A. Mathews
3.	Mr. E. N. Menchetti
4.	Mrs. Joan Pope
5.	City of Melville
6.	Harry A. Baker
7.	Town of Canning
8.	Real Estate Institute
9.	J. W. Elischer

10.	Shire of Wanneroo
11.	P. Woodward
12.	Department Civil Aviation
13.	Director General of Transport
14.	Shire of Armadale-Kelmscott (Map)
15.	Dillingham Corporation of Australia
16.	Royal Society
17.	Bertram Whittle
18.	W. A. Carson
19.	Shire of Armadale-Kelmscott
20.	Developers Institute of Australia
21.	Metropolitan Region Planning Authority—Follow up document 1971 Corridor Plan
22.	Professor Martyn J. Webb
23.	F. N. Graves
24.	West Australian Land Holdings (Alan Bond)
25.	State Commissioner of Taxation—J. R. Ewing

Exhibits

Apart from the evidence listed previously, the Commission admitted as exhibits the following documents:—

Nature of Exhibit and by Whom Submitted

A.	Summary of Paper "The Corridor Plan for Perth"—the view of an independent planner—by J. Clements
B.	Testimony in support of oral evidence—by H. Givelber
C.	Testimony in support of oral evidence—by Mrs. Joyce Walker
D.	Discussion held at Middle Swan Council Chambers 27.10.71—by Swan Shire Council
E.1	Submissions for the consideration of the provision of a Northern Eastern Corridor—by Swan Shire Council
E.2	Santa Maria Newtown Master Plan—by Swan Shire Council
F.	Testimony in support of oral evidence—by Western Australian Chapter Royal Australian Institute of Architects

G.	Santa Maria Newtown—Precinct one—by Alan Bond
H.	Regional Scheme Plan with overlays—by J. E. Womble
I.	Map and Sketch of Orlando Street Bridge, Kelmscott—by R. Hibble
J.	Testimony in support of oral evidence—by Mrs. Beryl Van Luyn
K.	Physiographic diagram of Metropolitan Region—by J. Lord, Geological Surveys Department
L.	Testimony in support of oral evidence—by R. J. Pascoe, Commissioner for Railways
M.	Testimony in support of oral evidence—by "Environment 2000"
N.	Photograph of plan of proposed development of Perth Central area—1955—by J. W. Elischer
O.	Photograph of plan of suggested alternative to development of Perth Central area—by J. W. Elischer
P.	Charts and diagrams showing examples of alternative transport facility—by J. E. Knox, Director General of Transport
Q.1	Economic Activity Volume 15, Number 1, 1972
Q.2	Address by Tom Uren, M.P., Perth, October, 1971
Q.3	Report 1970—The Perth Region—A Ten Year Review
Q.4	Tomorrow's Canberra
Q.5	Planning Policies for Melbourne Metropolitan Region
Q.6	Industrial Survey 1967-68
Q.7	Royal Australian Planning Institute Journal Volume 9, Number 4, 1971
Q.8	Melbourne—Living City 1971
Q.9	Sydney Region Outline Plan, 1968
Q.10	Perth Region Data Book, 1966
Q.11	Perth the Expanding Metropolis—Australian Institute of Urban Studies—by Dr. David Carr, Chief Planner, Town Planning Department
R.	Maps relating to Corridor Scheme—by Dr. David Carr, Chief Planner, Town Planning Department
S.	Map of Whitfords area—by P. Nash
T.1	Guidlines for real estate development near coastal dunes and beach areas
T.2	Pedestrian access to beaches—by P. Nash

U.1	Testimony by E. Sabin in support of oral evidence
U.2	City of Perth City Planning Scheme Parts 1-3
U.3	City of Perth Pedestrian Precinct Stage 1—Hay Street
U.4	City of Perth—Central Area Survey 1967/68
V.	Plans of Wanneroo Shire for Whitfords area
V.1	Springfield
V.2	Greenwood
V.3	Glenmere— by Miss V. Wright, Town Planner, Shire of Wanneroo
W.	Plans supporting submission by Public Utility Services Committee—by J. J. Edwards
X. and Y.	Photographs and Diagrams accepted by Commission as additional exhibits to support evidence (See Commission minutes 5-4-72)—by J. W. Elischer
Z.1	Environmental Protection Act, 1971
Z.2	Photographs of City of Perth
Z.3	Testimony supporting oral evidence— Dr. B. O'Brien, Director of Environmental Protection
AA.	Analytical study of proposed Corridor Plan for Perth and possible alternate approach to a Regional Plan for the Metropolitan Area—by Dr. David Carr, Chief Planner, Town Planning Department
AB.	Publication—Perth City and Region—Extract from article written by Professor Peter Hall—by Professor Martyn Webb

In the course of its enquiry, the Commission also examined closely the following references:—

Metropolitan Region Town Planning Scheme Act
Town Planning and Development Act
Local Government Act
Land Tax Assessment Act
Land Tax Act
Vermin Act
Noxious Weeds Act
Tasmanian Land Valuation Act
Corridor Plan for Perth
Plan for Metropolitan Region—Perth and Fremantle—1955—Report (Stephenson-Hepburn)
Perth Regional Transport Study, 1970
Land Subdivision Report—1968 (Watson report)
Land Taxation and Land Prices in Western Australia—1968 (McCarrey Report)
Perth: Region and People, 1968

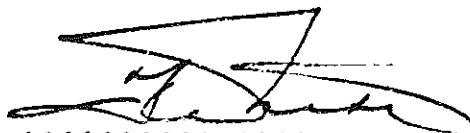
The Commission met on a further 41 occasions, totalling 136 hours for the purposes of discussion and analysing evidence. At the completion of this stage of its inquiry, the Commission proceeded to the preparation of its report.

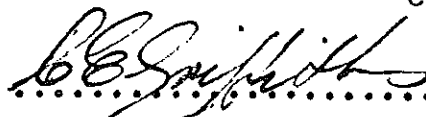
Conclusion


This Commission makes no claim to be expert in matters relating to town planning. It has, however, been prepared to listen to, and learn from, those qualified in the many facets of planning.

From the commencement of its inquiry the Commission has applied itself to the task and has thoroughly examined evidence submitted from every witness.

This report is the result of many hours of deliberation by members of the Commission working in complete harmony, and is now presented to Your Excellency in the belief that the recommendations contained therein, if put into effect, will contribute greatly towards the preservation of our way of life and the happiness of our community.


.....
CHAIRMAN.


.....
MEMBER.


.....
MEMBER.

7th November, 1972



CHAPTER ONE

HISTORY OF PLANNING IN THE METROPOLITAN REGION OF PERTH

1.1. Prior to 1928 there existed no formal planning within the State of Western Australia.

The Town Planning and Development Act, 1928, gave Local Authorities the right to make by-laws covering such aspects of town planning as the purchase or the reservation of land for thoroughfares, the density of residential accommodation per acre, the classification of areas for residential, commercial, industrial and recreational use, the prescription of building standards and the general planning of new subdivisions. Town planning measures proposed by a Local Authority are subject to the approval of the Hon. Minister for Town Planning, who has the advice of a Town Planning Commissioner and a Town Planning Board. The Commission is advised by the officers of a Town Planning Department.

1.2 1929—Town Planning Board was appointed.

1.3. In 1951 an Honorary Royal Commission of the Legislative Council was appointed and it reported in 1952 as to the need for planning the centres of Perth and Fremantle.

1.4. In 1953 Professor Gordon Stephenson was engaged as a consultant to prepare a Regional Plan for the Metropolitan area of Perth and Fremantle. The need was obvious because of the rapid outward expansion of the metropolis, the growing congestion in the centres of Perth and Fremantle, the commencement of the Kwinana industrial complex and the projected cement works near Lake Coogee.

1.5 By 1954 a small but well balanced planning staff was operating under the control of the then recently appointed Commissioner of Town Planning, Mr. J. A. Hepburn.

As a result of the co-operative efforts of Professor Stephenson, the Commissioner of Town Planning, the Commissioner of Main Roads, the Railway Commissioner and their staffs and the assistance of other government departments, the Stephenson-Hepburn report of 1955 was produced.

1.6. The 1955 report anticipated that the population of the State of Western Australia would increase from 650,000 to 1,750,000 within 50 years and that the population of the Metropolitan Region would increase from 400,000 to 1,400,000 during the same period.

It advocated that lateral expansion to the urban core be limited and that decentralization within the region as well as within the State be encouraged and that immediate action be taken to reserve a road system superior to those of other great cities in order to preserve the desirable attributes of the region. The Report emphasized the need for co-operation and understanding between Government and Local Government Authorities on the one hand and the public on the other and the need for any Plan for the Metropolitan Region to have the full support and understanding of the public in general.

1.7. Also advocated were:—

- (a) the preparation and execution of a Master Plan which would need to be constantly reviewed and periodically revised;

- (b) the design of a major road system and the execution of a road programme;
- (c) the redesign and integration of a railway system to deal with increased passenger and goods traffic;
- (d) the preparation and execution of plans for main sewerage schemes;
- (e) the design and provision of:—
 - (i) major water supply schemes;
 - (ii) major storm water drainage schemes;
- (f) the provision of adequate electricity and gas services;
- (g) the planning of public housing estates, the building of new houses, and the co-ordination of redevelopment schemes;
- (h) development of a policy for unified control of traffic, public transport and parking throughout the region and the execution of this policy;
- (i) the provision, design and maintenance of major open spaces and recreational areas, including principal beaches, local open space to equal 3-4.7 acres/1,000 people, district open space to equal 5.5 acres/1,000 people;
- (j) the provision of well laid out and fully serviced industrial areas, in such a way that adequate land in the correct locations is available for new and expanding industries;

- (k) the preparation of a co-ordinated scheme for disposal of refuse within the region.

1.8 In 1956 interim development control was introduced thus preventing undesirable development from taking place before a broad Regional Plan could be produced.

1.9 1959—The Metropolitan Region Town Planning Scheme Act became law. Provision was contained in the Act for any major alteration to the scheme to be approved by Parliament.

1.10 1960—Appointment of Metropolitan Region Planning Authority consisting of 11 members. Members increased to 12 in 1966.

1.11 1963—Metropolitan Region Scheme Plan became law. This showed future land use and major road construction.

1.12 1965—Metropolitan Region Planning Authority appointed specialist committees, viz:—

- Finance Committee;
- Transportation Committee;
- The Central Area Committee;
- Housing and Services Committee;
- Industrial Planning Committee;
- Research Committee.

Each committee was chaired by a member of the Metropolitan Region Planning Authority but other members being from the Metropolitan Region Planning Authority, Statutory Authorities (viz. Metropolitan Transport Trust, State Housing Commission, Fremantle Port Authority, etc.), and

other organizations, viz. Chamber of Manufacturers, Chamber of Commerce, Institute of Valuers, Real Estate Institute and the University of Western Australia.

1.13 1966—Metropolitan Region Planning Authority and its committees commenced to review the Region Scheme in relationship to the "concept of continuous development" which should take the form of—corridor expansion, satellite development, peripheral growth or some combination of these alternatives.

1.14 1967—Planning of Armadale Corridor commences.

1.15 1968—Publication of Perth Region and People, which proposes either Urban Corridor or Urban Cluster type development in order to prevent a decline in the prosperity of the central business district; such decline could begin to occur when the central business district workforce exceeds 80,000.

1.16 February, 1969—Metropolitan Region Planning Authority formally adopts the Corridor Concept for future development of the Metropolitan Region.

1.17 November, 1970—Publication of the Corridor Plan for Perth.

1.18 January, 1971—Publication of the Perth Regional Transport Study, 1970 (P.E.R.T.S).

1.19 August, 1971—Appointment of P. Ritter by the Government to comment on Corridor Plan.

1.20 September, 1971—Appointment of Select Committee by the Legislative Council to study the Corridor Plan.

1.21 January, 1972—Ritter report "An Analytical Study of the Proposed Corridor Plan for Perth and Possible Alternate Approach to a Regional Plan for the Metropolitan Area" was published.

1.22 February, 1972—Select Committee converted to an Honorary Royal Commission.

CHAPTER TWO

REGIONAL PLANNING

2.1 In order to fully comprehend the ultimate effects of the Corridor Plan; as it applied to the Metropolitan Region; it was considered by the Commission that firm principles for guidance in the planning process would have to be established before the Corridor Plan itself could be commented upon. Evidence received indicated that these principles should recognise:—

- (a) The need to create and maintain an urban environment suitable to the life style of the people.
- (b) Employment centres and urban development must be so situated in relation to each other that the maximum economic benefit is achieved.
- (c) The need to provide adequate shopping and commercial facilities readily accessible to urban development.
- (d) The need to provide for adequate sporting and recreation facilities (active and passive) both within and near to areas of urban, commercial and industrial development.
- (e) The need to allow development to occur as naturally as possible in preference to rigidly directed development by Government or private sector pressures.
- (f) The need for controlled development to provide a continuous supply of urban land at a price that the homeseeker can afford allowing freedom of choice.
- (g) The need to preserve areas for social educational and community users.
- (h) The need to take into account all the geographic and climatic factors which may intrude into the planning process or which may effect the quality of living.
- (i) The need for land use to gain maximum benefit from public utilities and transportation routes whilst at the same time preserving the quality of living.
- (j) The need to aim for the ultimate total planning of the region in order to:—
 - (a) preserve the desired quality of living;
 - (b) to maximise—
 - (i) the economic use of land and
 - (ii) the capital resources of both the public and private sectors;
 - (c) preserve and enhance irreplaceable natural resources.
- (k) The need to produce a plan which is balanced in the community interest and which does not:—
 - (a) give preference to one sector to the detriment of any other;
 - (b) fail to protect the interests of minority groups;
 - (c) conflict with the planning of other authorities (e.g. Regional planning Committees of Bunbury and Geraldton).
- (l) The need to determine a desirable population size and location of:—
 - (a) urban complexes such as cities, towns and neighbourhoods;
 - (b) commercial centres;
 - (c) industrial centres.

- (m) The need for a Regional Transportation policy which:—
 - (a) caters for the needs of—
 - (i) motor cars,
 - (ii) heavy haulage,
 - (iii) public transport;
 - (b) minimises conflict between pedestrian, motorized and rail traffic;
 - (c) co-ordinates the activities and policies of all authorities involved in transportation;
 - (d) is based upon cost-benefit analyses of—
 - (i) land usage and the cheap acquisition of land for community purposes at an early stage before need,
 - (ii) traffic congestion and its resultant delays and accident costs,
 - (iii) a balanced freeway, major and minor road, rapid transport system incorporating river crossings, diversion of traffic around concentrated development areas and connecting links between centres,
 - (iv) multi purpose use of transportation route reserves and recommended minimum widths of these reserves,
 - (v) capital expenditure in excess of initial requirements to minimise maintenance and development costs at a later stage;
 - (e) provides for existing and anticipated—
 - (i) travel desire lines,
 - (ii) acceptable length of time of journey.
- (n) The need for a Plan which, if varying appreciably from existing planning practice, is able to be phased from one practice to another.
- (o) The need to develop strategies and policies which accomplish the objectives through positive Government action and with a minimum of interference in natural trends and market mechanisms.
- (p) The need to be aware:—
 - (a) that undue emphasis of economics can result in undesirable planning;
 - (b) of all factors (government and private) which affect and restrict the implementation of any plan;
 - (c) that changing policies create confusion and that major deviations from accepted procedures need to be approved by the community;
 - (d) that political influences and bureaucratic jealousies may result in opinions which are clouded against impartiality.
- (q) That any Plan must incorporate both land use and transportation concepts.

CHAPTER THREE

REGIONAL TRANSPORT

3.1. It is fundamental to any planning approach that land use and transportation be complimentary to each other. If one acts independently of the other then the cost to the community increases. Scattered development adds to the distance to be travelled. Increased travel distance results in greater use of the motor car and reduction in the use of public transport. Increased use of the private motor car increases congestion upon roadways and hence resultant delays, increased accidents, expensive highway construction and overall lowering of social and economic benefits. Intense development in a limited number of areas must restrict choice of home builders and increase social stresses even though increasing the use of public transport and the resultant savings in travel distance, reduction of traffic conflict and accidents.

Either extreme is obviously undesirable. A compromised approach is essential. Certain criteria must be expounded so that a workable transportation plan can be developed. These criteria must establish a balance between the use of the private motor vehicle and public transport whilst at the same time satisfying the desires of the individual and the community purse.

3.2. Evidence received indicates that a transportation plan should satisfy the following criteria:—

- 3.2.1 Workers must be situated within a total travelling distance of forty minutes from home to place of employment.
- 3.2.2 Modal changes enroute should be minimal.
- 3.2.3 Modal change should occur at points sheltered from the weather and should incur the minimum of physical effort by the commuter.
- 3.2.4 Public transport such as rail and bus should be speedy, comfortable and convenient.
- 3.2.5 Public transport fares should be able to compete with the private motor car (the actual cost of 12.8 cents per mile for the private car should be impressed upon the public rather than the perceived cost of 9.1 cents per mile in 1966).
- 3.2.6 Traffic conflict must be reduced to a minimum.
- 3.2.7 Parking for private cars must be situated so that commuters complete their journey close to work or business or to public transport.
- 3.2.8 Different modes of public transport must be orientated so that they do not compete with each other but co-ordinate their activities in the public interest.
- 3.2.9 Competition between public and private transport should be minimised in favour of the former.
- 3.2.10 Heavy haulage and commercial vehicles to be channelled away from built up areas and congested traffic routes.
- 3.2.11 Desired area to be serviced by a bus should not exceed 10 miles by $\frac{1}{2}$ mile.

3.2.12 One bus depot, costing \$220,000.00 and housing 250 buses catering for a population of 100,000 will provide 10 minute services for an area 10 miles by 5 miles

3.3 Evidence indicated that excessive emphasis is being placed upon the needs of the private motorist. Proposed transportation plans such as P.E.R.T.S. anticipate the saturation of the city streets of the Perth central business district with private cars and provides for a rapid busway transportation system to cater for those city commuters who wish to or are forced to use public transport. As a result, the P.E.R.T.S. report advocates limiting the growth of the central business district workforce to 90,000 for the year 1989.

3.4 On the other hand, the Perth Regional underground railway proposals provides for a bus-rail system to compete with the private motor car.

3.5 It became obvious when considering the evidence submitted that there was an urgent need for a single authority to be appointed to co-ordinate transportation not only within the Metropolitan Region but throughout the State as a whole. At present there exists bureaucratic jealousies and uncoordinated points of view which not only result in transportation difficulties but also in indecision, delays and frustrations. These result in bad transportation planning with the accompanying economic loss and spoiling of the region.

If a responsible Transport Authority was appointed, existing services could be

streamlined and future transportation could be placed on a solid and permanent basis. Until a sound transportation policy is established, undesirable land use may result from changing Government and Private sector pressures. However, land use and transportation planning must also be a co-operative exercise; neither can be done in the absence of the other.

3.6 What the public needs and what every individual involved in land and transport wants is an established future land use-transportation plan. This would allow for confident future planning by all sectors of the community.

3.7 Evidence presented, relating to transportation revealed the following information and opinions:—

3.7.1 Freeways and Road Reserves—

The land use component for roads within the central city area is 33% of the total land area. In new urban areas the road reserves account for 25% of the total.

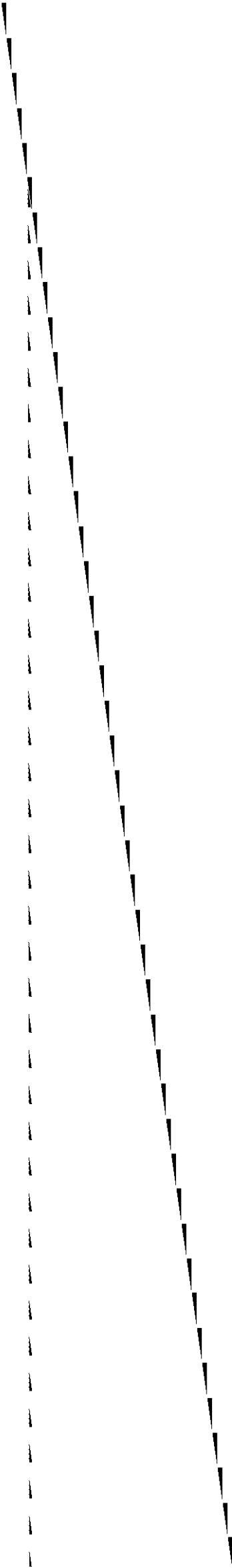
Freeways should be established adjacent to major urban areas rather than operating as a spine through them. This would allow traffic to flow at higher speeds and would cater for heavy haulage as well as lesser forms of transport. These peripheral freeways would enable more economic acquisition of rural zoned land for the freeway reserves to be sufficiently wide to cater for rapid transport and public utilities such as water and power.

- (a) Wanneroo road should be upgraded to act as a peripheral freeway along the eastern side of the North West corridor. However, the Metropolitan Region Planning Authority proposes that the rapid transport route to the north will be an extension of the Mitchell freeway which, it is envisaged, will pass between the coastal route and the Wanneroo road, eventually linking up with the Lancelin road.
- (b) The Kwinana freeway will ultimately be extended to traverse the eastern side of the South West corridor but another freeway will operate as a spine within the corridor.
- (c) The West Coast highway should be continued through the Swanbourne Rifle Range in order to provide a continuous coastal highway.
- (d) The three ring roads proposed under the Region Scheme will divert traffic around, not through, the city and in effect link the proposed corridors to each other.
- (f) The Leach Highway will relieve Canning Highway and the Causeway and connect Kewdale to Port installations.
- (g) The Great Northern Highway will possibly be upgraded to four lanes and its link with the Muchea-Eneabba-Dongara route will satisfy foreseeable needs.

- (b) Perth Airport will continue to operate as an International Airport until after the year 2000 when it is anticipated that a new International Airport will be constructed outside the Metropolitan Region. Even then, after construction of the second airport, the Perth Airport will continue to be used for local and interstate needs. In the meantime the new second parallel runway, now under construction at the Perth Airport, will enable the movement of 200,000 aircraft per year. These aircraft may by 1975 include the Concorde which by that time should be quieter than the 707. The noisiest aircraft will operate on the new parallel runway and the noise nuisance will be further reduced by improved aircraft technology.
- (c) Jandakot Airport has a saturation point of 200,000 movements per year. Although the movements at the present time are 120,000 a previous level of 160,000 had been reached. As a result, a new airport is planned for Karnup. This will be served by projected freeway development south of Medina and Calista.

3.7.2 Airfields—

- (a) The R.A.A.F. Pearce Aerodrome at East Bullsbrook is unlikely to be moved and residential and industrial development within its vicinity must be severely restricted.



CHAPTER FOUR

FINANCE

The implementation of any plan whether for land use or for transport must be a cost upon the community . . .

4.1. Financing of roads and highway construction is mainly from Commonwealth Grants and State vehicle licensing fees. The monies are paid into the State Main Roads Trust Fund. Part of this fund is distributed to Local Authorities for road construction and maintenance. Additional funds needed by Local Authorities for roads are raised by rates or loans. The balance of the Main Roads Trust Fund is used by the Main Roads Department for major road and bridge construction throughout the State as well as within the Metropolitan Region. During 1971/72, the Main Roads Department spent \$2.7 million on the acquisition of land for road purposes in the Metropolitan area—land is acquired up to 5 years ahead of need.

4.2. Nearly 25% of Western Australia's capital budget is for roads. None of this money is provided from Consolidated Revenue or General Loan Funds.

4.3. The Metropolitan Region Planning Authority acquires land for public open space and certain regional roads up to 20 years ahead of requirements. The funds required were derived from the Metropolitan Regional Improvement Tax, but are now provided by revenue grant.

4.4. Subdividers of land must provide finance and land for the construction of roads within new subdivisions. In addition, subdividers of land exceeding 2½ acres in extent must provide 10% of the gross area

involved for public open space, or alternatively cash in lieu for purchase or development of public open space nearby.

4.5. Provision of funds for extension of water supplies sewerage and drainage are provided by the Metropolitan Water Supply Sewerage and Drainage Board from Loan Funds which are repaid out of operational profits. Similarly the capital expenditure of the State Electricity Commission for provision and extension of services is from Loan Funds and operational profits.

4.6. Subdividers of land are required to provide reticulation of water within the subdivision and to provide for sewerage and drainage where required. Large subdivisions are often expected to provide capital for the upgrading of mains connected to the area being subdivided.

4.7. Public transport provided by the Metropolitan Transport Trust and the Railways Department operates at a loss. The annual deficiency is a charge against consolidated revenue.

4.8. One major source of State Revenue is from State Land Tax imposed upon land which is not used for primary production or charitable or institutional purposes. The collections from this source are paid into consolidated revenue and ARE NOT SPECIFICALLY ALLOCATED TO ANY FUND RESPONSIBLE FOR PROVIDING SERVICES TO LAND USERS.

It would appear that many purchasers of newly created building lots are being penalized financially in the provision of essential services such as reticulated water,

sewerage and roads. Older subdivisions generally have facilities which have been financed from the public purse. In addition to providing the finance for the bulk of the essential services required by the subdivision, the subdivider is often called upon to finance the upgrading of established services in the vicinity of the subdivision. This capital is generally obtained at high interest rates. In these circumstances, it could be expected that monies collected as land tax be used to provide these services.

CHAPTER FIVE

LAND USE

5.1. The Metropolitan Region consists of approximately 2,080 square miles and extends roughly from Singleton Beach in the south to Yanchep in the north and from the coast in the west to Wooroloo in the east.

5.2. Until the post World War years, the development of land tended to be in the vicinity of major roads, rail routes, rivers or the ocean. Since that time, with the advent of improved affluence and the greater use of the motor car, there has been increased development away from the major transport links resulting in "the filling in" of the core area surrounding the city centre and greater development in the coastal and hills areas.

5.3. Of the State's population of just over 1,000,000, a little over 701,000 live within the Metropolitan Region. This represents 70% of the State's population compared with 61.7% in 1947 and 50% in 1921. This indicates that an increasing proportion of the State's population is being attracted to the Metropolitan Region where the public services, social and cultural activities and employment opportunities exist.

5.4. If this imbalance in the population is to be curbed, it is necessary that strong Government action be taken so that similar facilities be provided in other parts of the State. As a result, population will be distributed to the betterment of the State, congestion of the Metropolitan Region will be delayed and long term stable planning can be achieved.

5.5. The major problems resulting from the rapid, disproportionate increase of popu-

lation within the Metropolitan Region are:—

- (a) The growth of public transport has lagged behind the requirements.
- (b) The use of the private motor car has increased; not only in direct proportion to the population increase; but also in the ratio of the number of vehicles per head of population.

In 1953 the ratio of motor vehicles to population was 1 to 4.9 persons; in 1966 it was 1 to 3.6 persons; in 1970 it was 1 to 2.4 persons and at the present time the ratio is estimated to be 1 to 2.3 persons. Evidence indicates that the ratio may be reduced to 1 to 1.7 persons by 1989. The P.E.R.T.S. report estimated a ratio of 1 to 2.1 persons by that date and Stephenson's 1955 report estimated a ratio of 1 to 3.5 persons by the year 2000.

- (c) The increase in the number of private motor cars has subjected the community to expensive roadworks and free-way construction beyond the anticipated needs. Expenditure on these capital works has lagged behind requirements even though heavy demands have been made upon subdividers in addition to increased expenditure by the Commonwealth, State and Local Governments.
- (d) The lack of provision of public works, such as sewerage and water, from Government funds, as in sections of the Armadale Corridor, Forrestfield and the hills areas has resulted in scattered development. In some instances, Government authorities have been unable

to provide services in urban zoned land even though private sector finance was available.

5.6 These factors, together with delays in final approval of subdivisions, have created an artificial shortage of land, an escalation in land prices and a deterioration in public relations between Government and semi Government Authorities on the one hand and the general public on the other.

5.7 Rapid increases in population have committed Local Authorities to unprecedented expenditure in the development of recreation reserves and the provision of amenities such as libraries, kindergartens, public halls, swimming pools and foot-paths.

5.8 Evidence received has shown that the mere rezoning of land produces an immediate rise in its unimproved capital value because of its POTENTIAL use and as a consequence an escalation in rates and taxes which are assessed on the value of the property.

If land has a POTENTIAL use then there should be provision to exclude that land from increased rates and taxes if the potential use cannot be realized for reasons beyond the control of the owner of the land.

5.9 Irrespective of the type of plan implemented for the development of the Metropolitan Region, it is essential to establish basic criteria for the use of land to maintain the quality of living at the highest possible standard.

The chapter on Regional Planning suggested land use criteria which need particular attention. Some of these are expanded upon as follows:—

- (a) Urban land must be available in situations which satisfy the desires and the needs of the public to be located and developed in such a way that all income and social levels are catered for, thus encouraging an integrated, heterogeneous society within that locality. The present subdivisional practice of creating lots all the same size of minimum area does not encourage this philosophy but tends to create a monotonous uniformity—not only of lot size but also of one class social environment, such as the grouping of similar income or migrant groups together. If all large subdivisions and developments were planned so that they were predominantly of a common lot size but included both larger and smaller sized lots to cater for other social and income groups, then a healthier, better balanced environment would result. However, this philosophy would have to extend beyond individual subdivisions or localities and would have to be applied as a basic policy to planning the region as a whole.
- (b) At the present time, about 20% of the Regional workforce is employed within the central business district. Of the remaining 80% some live close to their place of employment but a great number travel long distances, generally by means of private motor car. The further a worker has to travel, then the greater the cost not only to the worker himself

but also to the community as a whole. The greater the expense to the worker, the smaller the final value of his weekly wage. This also results in greater expense to the community because of the lost time due to delays and accidents and the provision of expensive public transport, roads and other amenities, and finally a greater tax burden upon the community.

When planning new urban areas it is necessary to plan so that adequate employment for the workforce potential is available within close proximity to the worker's home so that the maximum travelling time, including walking time, be no more than 40 minutes each way.

If new urban areas are to be planned, provision of employment facilities must be an integral part of the proposed plan.

If an established work centre lacks an adequate residential workforce in its vicinity, then consideration should be given to extending or re-developing the existing urban area.

- (c) As a result of traffic congestion within the central business district, major shopping centres are being established in the outer city areas, some catering for existing populations and others for anticipated urban development. Although catering for the existing or anticipated needs, some of these shopping centres may not be located in the most desirable situations.

Commercially zoned land is more valuable than that zoned urban. Major developers, when applying for rezoning of broad acres, invariably exert pressure for part of the area to be of commercial or higher zoning thus escalating the total value of the land. This can result in commercial development occurring in positions which are not in the best situation possibly creating a duplication or a lack of facilities. This in turn could result in increased travelling by consumers and increased demand for the provision of public transport. If not correctly located and planned, increased traffic conflict and congestion could occur.

Concern has been expressed that some developers are retaining ownership of commercial land. By means of lease agreements they are dictating the types of businesses allowed to operate consequently reducing competition whilst demanding exorbitant rents.* *

- (d) Concentrated urban development, now taking place, required adequate provision of land for sport and recreation. The Stephenson Plan recommended that open space should be in two categories:—

- (1) **Private Open Space** being areas to which the public is not admitted except on payment or which are available only to limited and selected members.

* * **Note:** This Commission, after consideration of this question, cannot suggest a solution.

- (2) **Public Open Space** being areas accessible to all, namely—
- (i) Local Open Spaces of 3 acres to 4.7 acres/1,000 people depending upon the density of the population for children's playgrounds and parks located in close proximity to the home.
 - (ii) District Open Space being sports and playing fields totaling 5.5 acres/1,000 people.
- (3) **Regional Open Space** being large areas of land preserving natural attributes which cater for passive forms of recreation.

It was adopted as policy by the Planning Authorities that 10% of broad acres being subdivided be allocated as public open space. Residential lots are becoming progressively smaller in size, therefore the density of the population is increasing. Where 10% public open space catered for the population produced by 3-1/3 lots per acre when residential lots were 40 perches, the 10% now caters for approximately 4 lots per acre; a 20% increase in population density.

Present public open space requirements are based upon the acreage being developed. The Stephenson Plan of 1955 recommended that the provision be based upon population. It advocated that, in addition to regional open space, local open space in the form of children's playgrounds and parks be 3 acres/1,000 persons in areas of low density to 4.7 acres/1,000 persons in areas of high density plus 5.5

acres/1,000 persons of district open space for parks, gardens and playing fields making a total varying between 8.5 and 10.2 acres/1,000 people.

Allocation of public open space by subdividers of 2½ acres or less in area is not required so there is a grave danger that the necessary amount of public open space may not be obtained where newly zoned areas contain a predominance of smaller sized holdings.

In larger sized holdings there is evidence that reduced lot sizes to 27 perches further erodes the provision of public open space per head of population.

In the recent Springfield subdivision provision of only 5 acres for playing fields, 2.7 acres for minor recreation and 18.8 acres of sandy ridge unsuitable for little else but climbing was made. Stephenson's recommendation for a similar population would have provided 24 acres for playing fields and 6+ acres for minor recreation.

If basic standards for the provision of public open space are not reaffirmed then desirable concepts may be lost forever.

Public open space must be located so that it caters for both passive and active recreation. It must be positioned not only for the use of the urban population but also be convenient, near to or within the workforce areas.

- (e) Planning must allow the use of land to occur as naturally and economically as possible. Development should be encouraged in a particular locality by making it attractive for investment in urban, commercial and industrial ventures. This should be done preferably by planning a **Total Environment** which caters for the desires of all sections of the community and by planning sufficient areas to create competition and freedom of choice.

Poor planning of an area could result in retarded development and uneconomic delays in the utilization of costly capital works. In addition, where the release of land is restricted, an artificial shortage is created, resulting in the escalation of prices.

- (f) At the present time new releases of land are subject to the control of Government and semi-government instrumentalities. These releases are usually determined by the need to retain stability in the market price of urban lots, the need to maximize the economics of public utilities and the desires of major development companies. Lagging behind these economic interests are the desires of the people themselves. Firm government commitments and commitments in principle will compel the bulk of the increasing population to live predominantly in the North West Corridor in which inadequate employment opportunities and transport proposals exist. If people are to be directed to any area, no matter how large the area

is, it must be planned so that it will cater for the working, recreational, social and cultural needs of the population about to be introduced.

If industries are to be established they must be established where natural resources required by those industries are economically accessible. Appropriate buffer zones must be established between these industries and nearby residential and commercial areas to minimise intrusion of pollutants. Having planned for industrial work opportunities it is then logical to plan for the complementary commercial and urban uses of land. To plan for populations and then for work opportunities is considered to be the reverse of the practical or the desirable. Having planned for work opportunities and associated populations it is then possible to confidently plan for an adequate transportation system and the supply of public utilities.

5.10 The following has been extracted from evidence submitted on behalf of the Metropolitan Region Planning Authority:—

On 30 June, 1971, there were 43,029 lots with required services available for development.

As at 2nd May, 1972, the statistics concerning urban land was as follows:

Serviced lots available for housing equalled 43,000+.

Number of lots approved but awaiting survey or servicing equalled 16,816.

Number of lots known to be comprehensively planned and capable of being subdivided and serviced equalled 44,100.

Number of lots either zoned for, or the subject of agreement for, residential development but not yet completely planned, numbers 75,000 lots.

∴ Total number of lots available immediately or which could be made available is 180,000.

The current demand is approximately 8,000 blocks per year servicing a population increase of 25,000 a year based on a total population of 700,000 based on 3½% increase in population.

Urban zoned land caters for approximately 95% of the population. The remaining 5% lives on land zoned rural.

In 1967-8 when the land boom started there was little organization for extension of services. During the past 5 years this has been completely overcome to a point where today there are services available on almost every front of regional development, therefore resulting in frontal development being proceeded with at any point where required in the future.

Parliament will, at a later date, be requested to re-zone land in the North West corridor to Urban Deferred. This would enable agreements to be entered into prior to re-zoning to Urban. If the land goes straight to Urban the opportunity to nego-

tiate will be lost as was the case in the Armadale Corridor. If the step to re-zone to urban deferred is not taken, the owners of the land would have no security for making financial arrangements.

New city (or split development) would require 650,000 people and would reduce the growth rate of Perth to an unrealistic 0.6% which would in reality stop Perth's growth entirely.

Anticipated population for Perth in 70 years' time could be 15,000,000. Therefore it could be desirable to develop centres in a linear form from Geraldton to Bunbury. This would be better than to create a new city elsewhere.

During the last 10 years \$1,000,000,000 has been invested in the North West of the State and elsewhere and 15 new settlements have been created with a total population of less than 30,000 people.

CHAPTER SIX

CENTRAL BUSINESS DISTRICT

6.1 The Perth CBD, having an area of approximately 2½ square miles (see plate 5), is the major commercial centre of the State. Its work force of over 74,000 represents about 32% of the Regional workforce or 20% of the State workforce.

6.2 Natural barriers in the form of the Swan River to the South and East and Kings Park to the West restrict expansion of the city core in those directions. Expansion to the north is restricted by the East-West railway line parallel to and north of Wellington Street.

6.3 The commercial and administrative heart of the CBD, called the Central City Area, could be considered as that area bounded by Victoria Avenue, the Railway line, Milligan Street and Mill Street and the Swan River.

6.4 Although the Central City road network is capable of absorbing a peak hour traffic load of 55,000 vehicles, the points of entry into the city area are limited as a result of the "barriers" mentioned earlier. Peak hour congestion at the existing points of entry prevent the maximum use of the central city road network.

Major entry points into city core area are:—

From the South

The Narrows Bridge and the Causeway.

From the East

The Causeway.

From the North

Plain Street, Lord Street, Beaufort Street Bridge, William Street (Horseshoe Bridge), West Perth subway, Havelock Street.

From the West

Mounts Bay Road, Kings Park Road, Murray Street and Wellington Street.

6.5 It is at, or beyond, these city approaches that traffic congestion occurs during peak hours. Not only is the private motorist involved but also M.T.T. buses, commercial vehicles and taxis.

6.6 In order to reduce congestion so that the city road network can attain its potential it is necessary for the entry points to be upgraded, to improve channelization of outer service roads into the entry points and for the separation of commercial and public transport away from the private motor car. If these improvements take place then the CBD as it exists can realise the saturation level of 55,000 vehicles during peak hours. However, this would provide for a maximum workforce of 110,000 persons within the CBD based upon 50% using private motor vehicles.

6.7 If the CBD workforce is to increase beyond 110,000 then the excess of the workforce must be catered for by an improved rapid transport system. Alternatively, if the physical barrier of the central railway line was removed the city core could expand north of Wellington Street and ultimately occupy the large area of land lying within the city ring road. If this expansion was to take place, thus allowing virtually unlimited

growth of the city core, then the importance of central Perth as the State's major commercial and administrative centre would become more pronounced.

6.8 There were strong expressions of opinion both for and against restricting the growth of the central city core. Those advocating restriction to a workforce of between 90,000 and 110,000 advocated—

- (a) the establishment of sub-regional centres having populations between 100,000 and 500,000 people. Such sub-regional centres—to be effective in controlling the expansion of business within the city centre—would need to have duplication of all the amenities offered by the Perth Central city core in the form of major shopping and business facilities, government departments, social and cultural activities and a co-ordinated transport system servicing the centre. In effect the ultimate development of the Metropolitan Region would consist of a number of strategically positioned sub-city core centres each catering for their own populations but connected to each other by strong communication lines and transport routes, *e.g.*, Midland, Whitfords, Armadale and Rockingham.
- (b) The establishment of twin cities strategically placed throughout the State in positions where large towns already provide a nucleus for development or in positions where adequate work opportunities and public services can be provided. Such places would be Bunbury, Kalgoorlie and Geraldton.
- (c) Specialisation of activities in the CBD would be encouraged.

Those advocating that no restrictions be placed upon the CBD workforce considered that—

- (a) peripheral urban expansion be allowed to continue as at present whereby regular small increases in radial distance would cater sufficiently for increasing population;
- (b) Development be allowed where sewerage and drainage were not required but where other public utilities could be easily extended;
- (c) high density in the commercial core is desirable but on the perimeter of the central area such intensity would be illogical and disruptive. A pilot ratio of 5 to 1 in the city heart graduating to 2 to 1 on the periphery could generate a workforce of 250,000 on the basis of occupancy rate of one person for every 290 square foot of area;
- (d) traffic congestion in the city would be greatly eased if only one way traffic was permitted along Newcastle, Aberdeen, William and Beaufort Streets north of the railway line and in King, William, Barrack and Pier Streets south of the line;
- (e) in addition to Hay Street, Murray Street should become a Mall so that ultimately the area bounded by Wellington Street, Barrack Street, St. George's Terrace and William Street will be predominantly a pedestrian precinct, thus making the city centre more attractive in which to work and shop;
- (f) the central railway is the major barrier to Central city growth. If this were submerged or replaced by a bus station then the city centre could extend northwards to the Inner Ring Freeway.

CHAPTER SEVEN

THE CORRIDOR PLAN

7.1 The prime function of this inquiry was to study "The Corridor Plan for Perth", to report upon this Plan and to make any recommendations thought necessary. The balance of this Royal Commission Report aims to satisfy these requirements.

7.2 Summary of Proposals.

The Corridor Plan for Perth was published in February, 1971, and consists of a 68 page booklet plus a 4 page Planning Bulletin. The publication, which is not a Statutory Document, presents a broad outline policy for future development of the Metropolitan Region and the adjoining coastal plain between Mandurah and Bunbury. It resulted from the formal resolution of the MRPA, in February, 1969, that "Extension of Urban Development within the Metropolitan Region be in Corridor Form".

7.3 The Aims of the Corridor Plan are to ensure:—

1. Maximum economic efficiency in future development of the Perth Metropolitan Region.
2. An enhanced urban environment.
3. The preservation of the essential character of the non-urban area.

7.4 The Objectives of the Plan are to:—

- (a) Build on the existing urban structure and capitalise on present uses.
- (b) Allow expansion without increasing the length of journeys because people can travel to new centres developed in the corridors.

- (c) Capitalise rail and bus services to the fullest extent by grouping populations along communication routes.
- (b) Avoid the disturbance, congestion and cost of having to expand a single central area because it envisages a central area workforce stabilising at about 90,000 people—a volume that can be coped with by the proposed transport system.
- (e) Enables the regional centre to develop specialised functions to augment the facilities provided by the sub-regional and service centres.
- (f) Enable urban growth to be developed in units having an individual identity.
- (g) Locate public institutions at strategic positions in the corridors making them more accessible.
- (h) Give the people adequate access to open countryside and recreation areas because wedges of non-urban use are maintained between the corridor fingers.
- (i) Leave options open for future development because the corridor concept is flexible.

7.5 The Plan indicates that future urban expansion, beyond the present urban core, will be in the form of four corridors lying within four sectors (Diagram 3 of Corridor Plan). Those parts of the sectors, zoned

urban, will be infilled, in accordance with the Metropolitan Region Scheme, where they are close to the city and beyond these infilled areas future urban development will be in the form of four corridors, namely:—

7.6 The North West corridor extending northwards along the coast to the southern boundary of Yanchep National Park and lying between the coast on the West and Wanneroo Road to the East.

This North West Corridor is shown on the "Corridor Plan for Perth" (Diagram 4 of Corridor Plan) as having an eastern boundary consisting of 4 straight lines extending in a Northerly direction from the intersection of Wanneroo and Beach Road, which could be considered as being the root of the corridor. The diagrammatic width of this corridor varies from between 4 miles to 7 miles being generally about 5 miles in width (1) (Wanneroo Road ranges in distances between 2½ and 5½ miles from the Coast). To the South and South East of the Root of the corridor the Plan allows for the infilling by urban development of the Hamersley and Balga areas up to Beach Road.

Future urban development is then proposed to take place in the form of rolling frontal development along the width of the corridor to Burns Beach. This would entail development of an additional 11,850 acres (gross) or 10,100 acres (net) catering for an additional population of 126,000 persons calculated on a density of 12.5 persons to the acre (see plate 2). This population figure excludes populations introduced by the present development of the Whitford's area.

(1) The Corridor Plan on page 20 states:—

"A notable advantage of the Corridor Plan structure is that urban use of land is contained within a linear form about two to three miles wide with defined boundaries."

West of Lake Joondalup the plan proposes to establish a major sub-regional centre containing the regional hospital, Institute of Technology and the State's third University. However, because the prospective population in the Lake Joondalup vicinity will not be sufficient to establish it as a focal point even by 1989 **the proposed sub-regional centre will be established at Whitford** between Sorrento and Mullaloo. Service centres will be established in the Hamersley area (having a population of 63,000 by 1989) and at Mirrabooka which will serve the populations of the Balga-Nollamara-Yirrigan areas.

The workforce generated by the development of land up to Burns Beach is proposed to be catered for mainly by service employment within the sub-regional and service centres and blue collar workers in the industrial areas totalling 1,290 acres in the Whitfords, Wanneroo, Beechboro and Balcatta areas. It is envisaged that the industrial workforce will be engaged mainly in research and technological industries and that manufacture will cater for only 4,300 of the 67,000 total workforce.

Immediately north of this development which extends to Burns Beach the Corridor Plan (Diagram 4 of the Corridor Plan) shows a strip 1½ miles in depth and covering the width of the corridor to be used

for non urban development. Beyond this to the north, in order of sequence, lie 5 miles proposed urban, 1½ miles non urban , 4½ miles urban, 1½ miles (plus) non urban and 7 to 10 miles urban development.

7.7 The Eastern Corridor extending in an easterly direction from the town of Midland to the eastern boundary of the Region which is east of Chidlow. The Plan proposes that the current non urban use of the land should be maintained and encouraged but provides for infilling and minor expansion of the established urban centres. This corridor, although having a width ranging between 4 and 5 miles, is to be retained predominantly for non-urban, non-industrial and non-special uses.

Although not lying within the Eastern corridor the urban areas of Kalamunda, Forrestfield and Maida Vale lie within the East Sector but no major urban or industrial extension for these areas has been provided for.

The anticipated population within the East Sector will increase to 105,000 by 1989. Midland is proposed to be a future sub-regional centre—with tertiary educational facilities, employing 13,850 by 1989. No extensions of industrial areas have been proposed because "the broken and hilly country makes the area generally unsuitable for industrial enterprises which require flat land and easy communication routes". (See page 44 Corridor Plan for Perth.)

The retention of the valuable Swan Viticultural area as such is emphasised.

7.8 The South East corridor extends from Kenwick in a southerly direction along Albany Highway to Armadale and then along the South Western Highway to the Regional boundary south of Keysbrook. The corridor has an average width of 4½ miles and between Kenwick and Armadale has the most clearly defined urban structure of corridor form in the region. Diagram 4 of the Corridor Plan shows four proposed urban areas each approximately five miles in length separated by strips for non urban use each about 1½ miles in depth. This will result in development proceeding on a rolling front to within 9 miles of the southern boundary of the Region and would result in massive urban development to a point between Mundijong and Serpentine.

The anticipated population of the South East Sector will be 131,000 people by 1989, and will have 111,000 living between Kenwick and Armadale, although wet lands will present development difficulties. Armadale is proposed to be a sub-regional centre. In addition to designated industrial areas at Kenwick, Maddington and Armadale, 200 acres will be provided between Kelmscott and Armadale. Large numbers of the workforce will commute to the CBD.

7.9 The South West Corridor extends from the vicinity of Coogee and Jandakot and extends to the boundary of the region at Singleton. The width extends from a minimum of about 4 miles in the vicinity of Naval Base to a width of more than 6 miles in the vicinity of Rockingham. Diagram 4 of the Corridor Plan shows that continuous urban development will occur along the full extent of the coast even though intensive industrial development at Naval Base and

Kwinana already exist and will continue to exist. Inland from the coast between Naval Base and Kwinana is an area of approx. 3 miles by 4½ miles lying within the corridor for future non-urban uses such as alumina waste dumps, agricultural research station and a sewerage treatment plant. Further South, inland from the coast between Rockingham and Becher Point is a National Park and open space area measuring between 1 and 2 miles in width and about 7½ miles in length. Parallel to this area and occupying the balance of the eastern part of the corridor is a 2½ mile by 8 mile strip for non-urban uses such as market gardens.

The anticipated population in the South West Sector by 1989 is 249,000 consisting of 90,000 in the Cockburn area, 45,000 in the Kwinana Newtown area and 50,000 in the Rockingham/Safety Bay area.

Rockingham will be a future sub-regional centre with a Regional hospital but the Murdoch University will be situated in the North Lake area. Industrial areas at Kwinana (6,000 acres); Robbs Jetty, Spearwood, Jandakot, Cockburn Cement Works (9,000 acres) will provide heavy manufacturing and extractive industry centres of employment.

The Applecross Pine Plantation land will be developed for urban use and shallow lake areas will be preserved for recreation and bird life.

7.10 In between the four corridors already named lie special non-urban use areas.

These areas are called:—

- (a) The Northern Division, which is all that land north of the city lying between the North West and Eastern Corridors.
- (b) The Central Division, which is all that land between the South East and South West corridors extending southwards beyond the Region Scheme area to the Murray River.
- (c) The Southern Division, which is all that land south of the Murray River down to Bunbury.

N.B. The land between the Eastern and South East Corridors has not been included in these special non-urban use areas. It is noted that the Report on p.15 states that the Hills areas should be considered for future development.

The Central and Northern Divisions are mainly infertile whereas the Southern division is irrigated and agriculturally productive.

7.11 In addition to the Corridors and the Divisions between, the Plan deals with what it calls the Urban Core of the Metropolitan Region. This area is shown on Diagram 3 of the Corridor Plan and, covering an area of 140 sq. miles, is divided into two sections namely the highly developed and the intermediate areas. The anticipated populations by 1989 of these sections are 396,000 and 371,000 persons respectively, making a total population of 767,000 for the Urban core. Within this core lies the Regional centre of the Perth Central Business District and the proposed sub-regional centre of Fremantle. By encouraging the growth of the sub-regional centres at Fremantle, Rockingham, Lake Joondalup,

Midland and Armadale, it is anticipated that the Perth City Central workforce will be reduced from 32.3% of the total Region workforce to 15.8% or 90,000 workers by 1989. Even though the Corridor plan advocates that the Urban extensions be in the form of corridors and that sub-regional centres be established it states that these can only be carried out following more detailed study and examination and providing new legislation on land acquisition is forthcoming.

7.12 The corridor form of development emphasises a linear transport communications system and suggests that this be in accordance with the PERTS proposals. The Corridor Plan states that in the traditional single centred city centre the movement of people towards that centre places an increasing strain on roads and public transport. It also states that in corridors, where employment opportunities exist, the journey movements will be shorter because travel will be orientated towards the sub-regional centres in each of the corridors and, as a result, the transport problems of a single centred city will be reduced.

7.13 The Plan recognises the fact that it gives a more precise indication to speculators as to which rural land will acquire future capital gain but advocates that the profit margin can be reduced to reasonable proportions compatible with the community well being if the Government either entered into agreements with the land owners, purchased broad acres ahead of development or controlled the price of rural land which is to be re-zoned to Urban. (The latter two would require legislative approval).

7.14 Although the PERTS proposals have never been adopted by the Government nor by its planning agencies the Corridor Plan states on p.56 that "detailed phasing and financial investigations will be undertaken as part of the continuing studies of the Corridor Plan, and will be related to the adopted recommendations of the Perth Regional Transport Study". Enquiries by the Commission revealed that "the adopted recommendations" should read as "any adopted recommendations".

This alteration destroys the illusion that some readers may have when they conclude that the Corridor Plan and the PERTS recommendations are inseparably interlocked.

7.15 The final part of the Corridor Plan briefly describes other major cities of the world which have allegedly been developed or are proposed to be developed along the Corridor concept.

A summary of these is as follows:—

Washington: (Diagram 5 of the Corridor Plan). This is a radial corridor plan produced as a result of the population reaching 2,000,000 by 1960 and is expected to reach 5,000,000 by the year 2000. The proposed urban corridors range from about 4 miles to 16 miles in width and the non-urban spaces between the corridors areas little as 1½ miles in width close to the city core and do not exceed this width to any great degree until a distance of 18 miles or more from the city core is reached.

Copenhagen: Is a finger plan proposed in 1948 to cater for urban expansion from 1,100,000 at that date to 2,500,000 by the year 2000. The fingers generally link existing population centres to the Central City and are 2 to 3 miles in width with lengths extending up to distances of 30 miles from the city centre.

Melbourne: The plan shown is only a proposal developed in 1966 when the population approached 2,500,000 and as a result we believe it can not be seriously considered in relationship to Perth.

Sydney: The plan bears little similarity to that proposed for Perth, but the background explanation does emphasise the need for legislative control in order to counteract pressures for release of reserved areas.

The important aspect of these four plans is that the corridor concept arises from well established transport arteries. As a result of the distinctive Transport Corridors in these cities the proposed urban development will be in corridor form.

7.16 Witnesses' comments upon the Corridor Plan for Perth.

The general opinion of witnesses presenting evidence was in support of the Corridor Plan not because they necessarily agreed with the Corridor concept but because they supported the establishment of a firm plan which would enable them and the community as a whole to know in advance how development of the Region would proceed. This would enable Government departments, businesses and homeseekers to plan for the future with a sense of confidence and security.

The aims and objectives of the Corridor concept were generally supported not because they were unique to the Corridor concept but because they would, in general, be fundamental to any acceptable plan.

A great deal of emphasis was placed upon the need for the corridor boundaries to be flexible, but clearly defined on some principle, otherwise it would be difficult to resist pressures for re-zoning of land outside the boundaries.

The consensus of opinion was that the plan itself lacked information on alternatives which had been considered, the programming for re-zoning land and the detailed positioning of industrial, commercial and recreation areas.

Apart from the fact that the corridor concept would induce some semblance of order in the development of the Metropolitan Region, witnesses generally could not understand why the very large areas of land between the corridor arms should be retained for non-urban use.

There seems to be a belief that this non-urban use would be predominantly for primary production and Public Open Space although this had not been specifically stated in the plan itself.

7.17 Those witnesses supporting the principles of the Corridor concept did so mainly for the following reasons:

- * Better pattern of living if developed in nodes having commercial and industrial work opportunities.
- * It would encourage decentralisation.

- * Enables priorities to be established for the provision of essential services.
- * Corridors would provide for a higher population density thus justifying provision of rapid public transport.
- * Development on a rolling front within the corridors would enable economic extension of public utilities, roads and public transport.
- * Enables the minimum number of major roads to be developed.
- * Unplanned urban sprawl with its scattered population, uneconomic transport facilities and servicing problems would be prevented.
- * Allows concentrated development in a limited number of directions.

7.18 The main criticisms of the Corridor Plan expressed by witnesses were as follows:—

- * Corridor boundaries lacked flexibility.
- * Corridor plan lacked publicity and explanation of alternatives considered.
- * The corridor plan acts as a speculators' guide and will result in an escalation in the cost of building lots.
- * The Eastern Corridor is not in effect an urban corridor as urban development will be severely restricted.
- * South Eastern Corridor is justified because it is serviced by an existing transportation spine whereas the other corridors are not. Transportation systems should be built ahead of or at the same time as development occurs.
- * Work centres should be established in order to attract people to proposed urban areas. The plan lacks detail of proposed work centres.

- * Corridors will increase distances in daily travel unless nodal work centres are developed in conjunction with urban development.
- * Corridors are too long.
- * Space between corridors is too vast.
- * The orientation of the transportation system toward the CBD is contrary to the corridor concept of decentralizing the potential CBD workforce.
- * The emphasis of the Corridor Plan in regard to economic efficiency will result in lack of choice for homeseekers and workers alike.
- * Developments, such as Sun City, since the publishing of the Corridor Plan tend to destroy confidence in the implementation of the rolling front concept of development.
- * Although produced by planners the scale of maps and the stated widths of corridors are inconsistent.
- * A corridor plan can only succeed if under complete government control as in Canberra.
- * Corridor Plan does not establish firm policies for the conservation of beaches, lakes, river attractions nor firm policies for the provision of public open space.
- * Implementation of objectives such as Parkway development is not eventuating as planned, e.g., Whitfords area where backyards adjoin road reserves.
- * Plan recognises importance of Lake areas towards Bunbury but not in the Wanneroo area where the foreshore of Lake Joondalup has not been preserved sufficiently for public recreation.

- * The plan fails to provide any economic evaluation as to the costs involved in the extension of services.
- * The proposed transportation system was developed to satisfy the Corridor Plan land use system.
- * Too much near city land has been nominated for non-urban purposes.
- * The Corridor Plan lacks sufficient technical data to be classified as a complete document. In many aspects its policy guides and conclusions are considered to be unfounded.

7.19 M.R.P.A. comments on the Corridor Plan.

The officers representing the Metropolitan Region Planning Authority presented written and oral evidence on a number of occasions. As was the case with evidence submitted by other witnesses, the content covered not only the Corridor Plan itself but many aspects of the ramifications of Town Planning, taxation, public utilities, transportation and the like. **This chapter is confined only to evidence in relation to the Corridor Plan itself—other fields will be covered in later chapters.**

7.20 Evidence received on behalf of the M.R.P.A. showed that between 1966 and 1970 four alternative methods of planning the Metropolitan Region were considered. These were:—

1. **Unplanned Dispersal**—produces a measles-like rash of development over the region.
2. **Peripheral Growth**—produces mass suburbia and hopeless transport problems.

3. **Satellite Development (Second City).** Available finance is unable to service existing demands of Perth, therefore the costs required to develop a second city would make this an impractical consideration.

4. **Corridor Development**—contains major transportation spines in the form of Parkways bordered by development.

The fourth alternative, i.e., the **Corridor Development concept** was adopted resulting in the publication of "The Corridor Plan for Perth".

7.21 The Plan is based on minimising conflict between land use and transportation. Added conflict exists between goals of the community and ambitions of sectional groups. Pressures by individuals or companies regardless of the cost to society is one hazard in planning.

If the Central Business District workforce population was allowed to rise above 100,000 the capacity of the city streets would become seriously overloaded—congestion would occur on city approaches—causing frustration, fatigue, expensive delays and the ultimate degeneration of the CBD as a consequence of business moving to other areas.

7.22 The task of the M.R.P.A. in developing the Corridor Plan was to devise a Metropolitan structure which balances the interaction between residential suburbs as generators of movement, and places of work as attractors of movement, to achieve an economy in the use of the communities resources.

The corridors are arms of urban expansion up to 5 miles wide divided into self sufficient communities themselves separated by breaks of open space. ⁽¹⁾

If established these would meet the needs of population growth, improve the environment, create prosperous employment centres and enable a balanced transport system to be developed.

If the traffic access into the CBD was upgraded in accordance with existing proposals it would cater for 100,000, half of whom would travel by private motor car. The remainder of the CBD workforce would be catered for initially by buses on special rights of way and ultimately by a rapid transit rail system.

Centres of population within the corridor arms to be of sufficient density to assist in the establishment of a rapid transport system.

7.23 In order that the Corridor strategy be able to succeed, positive policies must be adopted on land releases, the growth of sub-regional centres, the provision of an adequate transport system and the use of non-urban wedges. **Flexibility in urban development is to be confined to within the boundaries of the corridors.**

⁽¹⁾ The Corridor Plan itself has produced this impression although at no time is a statement to this effect made in the written description. This belief has been reinforced by verbal statements by those speaking on behalf of the M.R.P.A. Subsequent public statements disprove this belief because development such as power stations and other non-urban uses are proposed within these alleged "breaks of open space".

Rural land should be re-zoned to urban-deferred in the North West corridor as far as Burns Beach and in the South West corridor as far south as the Cockburn Shire southern boundary.

The urban core to the North of the city should be infilled between Guildford and the Northern perimeter highway, by re-zoning 3,600 acres to urban deferred thus rounding off the urban core. These actions would satisfy the regional demands until 1979.

7.24 Sub-regional centres should be established at Lake Joondalup and Rockingham. Incentives to decentralize commercial centres into these areas could be in the provision of low cost land, by the Government providing lease or freehold accommodation, by granting relief from Land Tax or by providing low interest or guaranteed loans for the construction of office space.

7.25 The M.R.P.A. considers that particular emphasis should be given to building part of a freeway system to connect sub-regional centres in the North West and the South West corridors with the CBD and that short-term public transport be provided to Lake Joondalup and Rockingham so that their growth potential be increased.

7.26 The above summary of the M.R.P.A. comments relating to the Corridor Plan was based upon evidence received from the M.R.P.A. on and prior to February, 1972. On the 28th June, 1972, further evidence was taken from this organisation and disclosed the following information:—

The implementation of the Corridor Plan was being proceeded with even

though its provisions, which should require approval by Parliament, had not been considered by that ratifying body and even though this Honorary Royal Commission had not completed its enquiries nor had it submitted any interim report to the Governor.

These variations to the statutory Metropolitan Regional Scheme Plan were displayed on what the Commission will refer to as the "Commitment Plan of June 1972" (see Plate 2.)

The anticipated population which would be catered for within the existing and committed areas for urban use would be in the order of 2 million people or roughly three times the present population.

Some of the commitments for future urban development were presumably firm and irrevocable. Others were commitments in principle which presumably could be revoked only to the financial detriment of those involved and to the moral detriment of Government or semi-government agencies.

The commitments referred to are listed below.

7.27 Firm Commitments.

Two beach settlements in the Shire of Rockingham, at Peelhurst and Singleton, which are not part of the Region Scheme but urban extensions by commitments at the local authority level.

The Wanneroo scheme has part of Whitfords as urban. This is shown as rural in

the Region Scheme which has been amended thus allowing the Wanneroo scheme to show it as urban because it produced no conflict with the Region Scheme.

Small existing urban areas such as Forrestfield have been extended, under local authority schemes to make these settlements more viable even though the urban extensions are still shown as rural under the Region Scheme.

The orange coloured areas representing minor alterations to the Region Scheme would not require statutory amendment. Major amendments to the Region Scheme must be approved by Parliament.

The Whitfords area will have to come before Parliament because adjoining areas are proposed to be included. The commitment plan shows all those committed areas which would be additions to the statutory plan.

Some of these commitments had been made even prior to publication of the Corridor Plan but disclosure was not made public for various reasons.

7.28 Commitments in Principle.

Some of the commitments, although formalised subsequent to February, 1972, were in some way committed because correspondence or discussions had taken place between developers and the Government or its departments, e.g., Sun City extending over 20,000 acres and the removal of the Power Station from Port Kennedy.

Agreement in writing at non-Government level with Hooker Rex involving about 1,000 acres east of Pinneroo cemetery; with Realty Development Corporation involving 700 acres west of Lake Joondalup; with several owners co-ordinated by Kaiser-Aetna-Jennings involving 2,000 acres north of Whitfords; with Finance Corporation of Australia and Justin Seward—7,500 acres north of the uncommitted property owned by the Roman Catholic Church; by the State Cabinet involving 3,000 acres for future thermal (or nuclear) power stations; with the Bond Corporation involving 20,000 acres referred to as Sun City currently being developed initially at Yanchep and at Two Rocks but subject to a comprehensive plan for long-term urban development.

(An area north of the Power Stations site and south of Sun City is uncommitted.)

The area of the North West Corridor between the coast and Wanneroo Road is therefor committed for development along its entire length.

The corridor would contain two buffer areas being the State forest and the Power Station area.

The Whitford development was made possible by exchanging Crown land for major roads, open space area, tertiary education space and water treatment space.

In the same way it is envisaged that the Roman Catholic land will be subject to land exchange involving State forest land.

7.29 The distance between the development zones through the buffer zones would not be significant enough to consider that the cost of extending water supplies, etc., through these to be a major factor in costs. It is anticipated that the major source of water supply would be from underground in the northern area.

It is envisaged that a major commercial centre will be established upon the State forest land to serve the Joondalup area. The town centre at Whitfords to serve the 50,000 people in that area is not to be confused with the centre to be established at Joondalup.

7.30 In the non-urban wedge east of the North West corridor commitments have been made for industrial development, namely:—

Two major limestone reserves, one for Swan Cement and one for Cockburn Cement north of Wanneroo for the purpose of replacing Swan Cement operations at Rivervale and duplicating Cockburn cement operations.

Further north is the existing Lion Park and the proposed Adventure land. North of Lake Joondalup there is provision for a golf course, a speedway, and industrial area and a 1,000 acre abattoir.

The workforce potential of these industrial areas is unknown.

It is envisaged that the potential industrial workforce produced by urban development will be catered for to a large

extent in a similar manner to the Scarborough Beach Road industrial area when required and as the population builds up. The industrial area serving Balga and Morley is proposed to be extended.

7.31 All committed planning for the North West corridor provides for the northwards extension of the Mitchell Freeway, the West Coast Highway and Marmion Avenue, thus providing for a major freeway which can be utilised at a future date for a rapid transport system leading to the Perth city centre. The width of the road reserves will be 3 chains for the Mitchell Freeway and 2 to 2½ chains for Marmion Avenue. The West Coast Highway will be downgraded to be used as a scenic route rather than a through-traffic route.

The two major lakes of Joondalup and Gnangara will become open space. The Balcatta market gardens will be replaced by the land east of Wanneroo Road in the area shown green. Country Club developments are proposed around Lake Gnangara. Mussel Pool is a proposed recreation area of some 1,000 acres.

7.32 South of the city areas committed are as follows:—

The State Housing and private developers area south of Bibra Lake for housing. The Cockburn Cement land development at Coogee. Alcoa sludge disposal area east of Kwinana and further east the extension of the second Alcoa red mud area. The proposed outer harbour base at Point Peron. The naval base in Careening Bay. The area at Port Kennedy to be used for housing and recreation.

7.33 The new alignment of the Kwinana Freeway extends along the South Perth foreshore to Bull Creek, links up with the High Road system and then the southward extension continues to the east of Kwinana Newtown. The further proposed southerly extension of the Freeway will link it to the proposed freeway between Rockingham and Mundijong.

Located within the non-urban wedge between the two southern corridors is the Jandakot airport, an obnoxious land zone south of the airport, the trotting establishment at Byford, and an M.W.S.S. & D. Board treatment plant to serve the Armadale corridor area.

Commitments include recreation land south of Canning Vale, and a second light aircraft field.

7.44 A future river crossing will probably be from Point Walter to Point Resolution at a period after the next 20 years.

7.45 The M.R.P.A. has made no studies of the underground water supplies but has been aware of those being made by the M.W.S.S. & D. Board. The M.R.P.A. is therefore aware that there are two main potentialities being roughly between the ridges in the north and in the Swan Valley, where development has already occurred in the Hamersley and Balga areas. It is also aware that underground water exists along the Armadale Corridor inland from the coast.

7.46 The McCarrey Report said delays in the release of urban land of up to 2 years occurred and recommended that an expert committee be appointed to examine the procedures and requirements associated with the subdivision of land and ways to streamline procedures.

The Watson committee was set up as a result of the McCarrey Report and made no recommendation for the abolition of the Town Planning Board but did draw attention to its administration. Some administrative changes followed and the M.R.P.A. would be surprised if delays now occurred other than through finance or negotiation. (Forrestfield is still being delayed after a period of 2 years as a result of finance.)

CHAPTER EIGHT

PERTH REGIONAL TRANSPORT STUDY 1970

The major objectives of the study were to establish Perth's future travel demands for the next twenty years (1969 to 1989) and to recommend a balanced transport system capable of accommodating anticipated travel desires.

The two alternative population and land use studies which were considered were the Centralised and the Dispersed concepts **based upon the assumption that the allocation of future urban areas would be in urban corridors along existing communications routes.**

The Centralised Alternative assumes a Perth CBD workforce of 120,000 by 1989.

The Dispersed Alternative assumes a Perth CBD workforce of 90,000 by 1989 with the remaining 30,000 dispersed into areas outside the city. This assumes that by 1989 residential development will expand northwards towards Wanneroo, eastwards by consolidation of the hills areas, southwards by expansion of the Armadale corridor and development in Cockburn, Kwinana-Newtown and Rockingham.

Under centralised land use the population density in the Northern city would increase from 28 persons per acre to over 66 persons per acre but under the dispersed alternative the density would be 45 persons per acre.

Industrial densities will be the same under either alternative with densities remaining between 20 and 40 persons per acre in old areas and 5 persons per acre in the outer areas.

The total workforce will continue as 40% of the total population. The regional work-

force population in 1966 of 218,019 is expected to increase to 568,300 by 1989.

In 1966 the CBD workforce was 70,000, in 1970 it was 74,000 constituting 32.3% of the total workforce. If the CBD workforce rises to 120,000 in 1989 it will represent 21.1% of the total workforce. If contained to 90,000 it will represent only 15.8%.

In 1966, 50% of the population lived within 5 miles of the Perth G.P.O. Under the Centralised alternative by 1989 50% would live within 6.6 miles of the G.P.O. and under the Dispersed alternative 50% would live within 7.0 miles of the G.P.O.

The Centralised Alternative considered two possibilities, both of which utilised the centralised land use and population distribution. One of these (Plan 2) based upon the 1963 Region Scheme as amended had a highly developed road system and a conventional bus arrangement for public transport. The other (Plan 4) used a simplified road network in conjunction with a fully developed rail rapid transport system and an enforced system of higher parking fees for private motor vehicles. If a conventional bus system was substituted for the rapid rail system under Plan 4, and the workforce increased to 120,000, then 814 buses per hour in the peak periods would enter the CBD. This would necessitate an increase of about 50% in the number of buses (500) operating in 1966.

The Dispersed Alternative considered three possibilities which utilised the dispersed land use and population distribution which restricts the growth of the CBD workforce to 90,000 by 1989.

Of these, Plan 1, based upon a transport system consisting of existing conventional bus and rail passenger services, representing the minimum of capital investment would result in a high degree of traffic congestion especially where already committed arterial roads and freeways converge. The speed of travel would decrease from 25 m.p.h. to 19 m.p.h. and the times of travel would increase even though the average length of journey to work remained at 5.7 miles. Plan 3 contains a public

transport system similar to Plan 1 and an improved road system similar to Plan 4. Plan 5 provided for separate rights of way (Busways) for exclusive use by normal buses which would improve passenger services along the radial corridors into the CBD without incurring the high levels of investment required for a rail transit system.

The cost of each of these individual plans are shown below:—

CAPITAL COST OF EACH TRANSPORT PLAN

Element of Plan	Cost—\$ million (1970 prices)				
	Plan 1.	Plan 2.	Plan 3.	Plan 4.	Plan 5.
<i>Highways</i>					
Roads.....	47.1	525.4	338.0	359.9	324.2
Car Parks.....	17.8	42.3	18.9	30.3	7.2
TOTAL HIGHWAYS.....	64.9	567.7	356.9	390.2	331.4
<i>Buses</i>					
Buses in Railway Reserve.....	..	..	..	..	15.8
Buses on Freeway.....	..	..	..	..	11.2
Passenger Terminals.....	..	..	..	..	7.6
Depots.....	0.4	0.4	0.4	0.4	0.4
Buses (increase in fleet size only).....	13.8	13.6	12.4	0.9	14.4
TOTAL BUSES.....	14.2	14.0	12.8	1.3	49.4
<i>Railways</i>					
Track.....	..	..	..	125.9	..
Power Supply.....	..	..	..	23.0	..
Stations.....	..	..	..	43.9	..
Depots etc.....	..	..	..	8.1	..
Rolling Stock.....	..	..	..	38.1	..
TOTAL RAILWAYS.....	..	..	..	239.0	..
<i>Ferries</i>					
Boats.....	0.1	0.1	0.1	1.1	1.1
Jetties etc.....	..	..	..	0.8	0.8
TOTAL FERRIES.....	0.1	0.1	0.1	1.9	1.9
TOTAL CAPITAL COST.....	79.2	581.8	369.8	632.4	382.7

The annual cost of each plan when completed would be as below:—

ANNUAL COSTS OF EACH PLAN WHEN COMPLETED

Element of Plan	Cost—\$ million per year (1970 prices)				
	Plan 1.	Plan 2.	Plan 3.	Plan 4.	Plan 5.
<i>Highways</i>					
Road Maintenance.....	0.10	1.71	1.04	1.14	0.93
Car Park operation and maintenance.....	0.18	0.42	0.19	0.30	0.07
TOTAL HIGHWAYS.....	0.28	2.13	1.23	1.44	1.00
<i>Buses</i>					
Bus operation.....	16.78	16.64	15.87	8.54	17.17
Busway maintenance.....	..	..	..	..	0.27
Terminal operations.....	..	..	..	..	0.05
TOTAL BUSES.....	16.78	16.64	15.87	8.54	17.49
<i>Railways</i>					
Existing suburban passenger operations.....	2.37	2.37	2.37	..	..
New electric railway operation and maintenance.....	..	..	..	11.50	..
TOTAL RAILWAYS.....	2.37	2.37	2.37	11.50	..
<i>Ferries</i>					
TOTAL FERRIES.....	0.10	0.10	0.10	0.45	0.45
TOTAL ANNUAL COST.....	19.53	21.24	19.57	21.93	18.94

It can be seen that the capital cost of Plan 5 is \$382.7m. being cheaper than Plans 2 and 4, and \$13.1m. more expensive than Plan 3; however, the ultimate benefits of Plan 5 exceed those of Plan 3. Plan 1, "the Do Nothing Plan", although only costing \$79.2m. is rejected as not being a practical proposition. The annual cost of operating Plan 5 is slightly cheaper at \$18.9m. than Plans 1-4 inclusive.

In developing the five Plans initially considered, different combinations of three highway systems, four transport systems and two parking charge alternatives were used.

These different systems are listed below:—

Highway Systems

- H.1 The 1974 network, representing the committed road system without further road investment.
- H.2 The 1963 Region Scheme road system as amended and upgraded in the light of subsequent studies.
- H.3 A modified version of the 1963 Region Scheme, with certain omissions and reductions in standards.

Transport Systems

- T.1 A conventional bus system operating on the 1974 highway network, and representing minimum public transport investment.

- T.2 A conventional bus system operating on the roads of the 1963 Region Scheme, and incorporating more limited express routes. This alternative represented minimum investment in public transport associated with a high level of highway investment.
- T.3 Conventional buses operating both on the normal roads, and on special busways built adjacent to railways and freeways.
- T.4 A full rail rapid transit system with conventional buses providing feeder services on the normal road system.

Parking Systems

- P.1 Normal Parking Charges (an estimated charge based on free market development)—\$0.68 in Perth CBD.
- P.2 High Parking Charges (an estimated charge not dependent solely on free market development)—\$1.20 in Perth CBD.

The five alternative plans and the combinations of systems used for each plan are shown in the following table:—

Plan Number	Workforce Population	Highway	Transport	Parking
1	1989 Dispersed	H1	T1	P1
2	1989 Centralized	H2	T2	P1
3	1989 Dispersed	H3	T2	P1
4	1989 Centralized	H3	T4	P2
5	1989 Dispersed	H3	T3	P2

Even though Plan 5 was chosen to be the most economical and most practical of the alternatives, it became apparent that the H3 network which it incorporated would need to be modified to overcome problems

found in the analysis of the five alternatives. This necessitated further reduction in the proposed road system in the East, additions to the arterial road system in the West and modifying the road system in West Perth and Subiaco to overcome problems associated with the Loftus Street overpass.

It also would require altering some road widths and intersections, analysing the need for another river crossing between the Narrows Bridge and Fremantle, and modifying the busway system.

As a result of these modifications, a sixth alternative (The Recommended Plan) was produced.

This Recommended Plan would have a final cost of \$413.1m. as against \$382.7m. in Plan 5. The annual cost of the Recommended Plan would be \$8.31m. as against \$18.94m. in Plan 5. However, the annual benefits in the Recommended Plan would only be \$5.8m. as against \$6.42m. in Plan 5. The total cost including maintenance, etc., of roads, by 1989 would be \$678m.

The six main elements of the Recommended Plan are:—

1. The continued expansion of the basic road network, in a specific order of priority.
2. The development of a unique high capacity high speed bus transit facility operating mainly on exclusive rights of way, with gradual phasing out of the suburban rail services. The latter is intended as an interim measure until a less flexible, much higher capacity, mass transit facility is required.

3. The rationalisation of bus routes and terminals in the central city, including the construction of a major underground busway and bus station with additional bus stations as required.
4. The co-ordination of parking throughout the Region.
5. The creation and use of additional sources of funds for transport development beyond those likely to be available from normal sources.
6. The creation of a Metropolitan Region Transport Authority to implement and supervise the recommended transport plan.

The major proposals of the Recommended Plan are summarised as follows:—

- * 84 miles of freeways and expressways, which is much less than the 144 miles in the Region Scheme.
- * The Regional Public Transport system to be in the form of Busways along existing rail reserves and adjacent to radial freeways incorporating collector services in the suburbs on normal roads.
- * The central railway to be removed and replaced by a sunken Bus Station in the existing position.
- * The railway tracks from Perth to Fremantle to be removed and replaced by a Busway **after** a narrow gauge freight line is constructed parallel to the Kewdale-Fremantle standard gauge line
- * The Bunbury Bridge across the Swan River to be re-built.
- * The Perth to Armadale railway line to be replaced for part of its length by the **Armadale Busway**, which would cross the Swan River by means of the new Bunbury Bridge.
- * The diversion of Bunbury to Perth trains through Midland to East Perth.
- * The **Midland Busway** to follow the existing rail tracks within the railway reserve whilst allowing the tracks to remain.
- * North Perth buses and others which run radially into the city to continue to operate as they do now.
- * Other buses in outer areas to provide collector services in the suburbs and then feed onto the busways by means of ramps.
- * Selective stopping points along the busways to be provided to cater for passengers living near the busway.
- * Busways to be established upon rail reserves to be functional by 1975.
- * Busways adjacent to freeways to be completed by 1979 and to be designed to allow for conversion to a high speed rapid transit system.
- * Duplication of the Narrows Bridge before 1989.
- * Widths of road reserves to be:—

Freeways:	3—6 chains
Expressways:	2—4 chains
Major Regional Roads:	1—3 chains
Important Regional Roads:	1—2 chains
Scenic Drives:	1—3 chains

- * As the city grows, the need for a rapid rail transit system grows also. Buses will cater till 1989.
- * The most desirable rapid rail transport system would be a high speed computer controlled electric railway similar to San Francisco.
- * The North West and South West (Kwinana) Busways to follow the freeways serving the North West and South West corridors.
- * The Kwinana Busway Terminal to be established upon the site of the Perth Technical College in Mounts Bay Road.
- * Although an increase in the provision of short-term parking close to the heart of the city is not needed, City authorities should become more involved with all-day parking.
- * Introduce a mini-bus service circulating around city and feeding bus terminals and car parks.
- * Ferries from South Perth to be linked to the City by bus services from North Perth, some of which would turn at the pier.
- * The introduction of ramp metering at entries to Freeways. When the Freeway is being used at maximum capacity the computer automatically prevents entry of traffic from ramps until congestion is cleared thus maintaining continuous flow of traffic.
- * Construction of Point Resolution Bridge to provide a coastal freeway.
- * Restrict city parking and raise parking costs from \$0.68c. to \$1.20 (1966 values), thus inducing motorists to use public transport. (Even though the costs of running a motor car in 1966

was 12.8c per mile, the perceived cost was only 9.1c per mile, and motorists only consider the latter.)

The PERTS Report was a very comprehensive study not only of transportation alternatives but also incorporating information on land use, public utilities, finance, etc. This chapter has been confined to summarising the transportation aspects of the report. Other areas of interest have been incorporated in other chapters of this Royal Commission Report.

CHAPTER NINE

CO-ORDINATION AND CO-OPERATION

9.1 Regional planning determines land use patterns. This involves—

- (1) The development of transportation systems to satisfy the needs of the private and public sectors whether by land, air or water.
- (2) The provision of public utilities such as reticulated water, electricity, gas, sewerage and drainage.
- (3) The location of centres of employment to cater for the needs of service, commercial, extractive, obnoxious, light and heavy industries and primary production.
- (4) The preservation or conservation of natural resources such as minerals, beaches, rivers, forests, prime agricultural areas, flora and fauna.
- (5) The enhancement of the environment having due consideration of visual, aerial, aqueous and auditory pollution.
- (6) The economic impact upon all sections of the community including the Government and its agencies.

It is obvious that maximum co-operation and co-ordination between all parties is necessary to ensure the successful development of any Plan.

9.2 Evidence received indicates that there is a serious lack in both fields at the present time. The six areas involved and listed above will be dealt with separately as follows:—

1. Transport

- (a) **Public Transport** within the Metropolitan Region is predominantly

provided by the Railways Department and the Metropolitan Passenger Transport Trust.

- (i) The M.T.T. is a statutory authority which operates within a radius of 30 miles from the Perth Town Hall and, in addition, an area bounded by the South Western Highway and the ocean, extending southwards to an east-west line one mile south of the town of Pinjarra.
- (ii) The Railways Department is a Government department which operates Metropolitan passenger services on the three railways radiating from the Perth Central railway station and connecting Armadale, Midland and Fremantle to the central station.
- (b) **Fares** charged by the Railways and the M.T.T. do not have a common basis but are levied in accordance with the individual policies of each department.
- (c) **Co-ordination of Services** occurs at the Midland Terminal where M.T.T. buses feed commuters onto and away from the express trains orientated to the city. As far as can be determined no other co-ordination of services exists to any noticeable degree. In fact, the opposite occurs resulting in instances of duplication of bus and rail services and a resultant economic deficiency in each system. Not only do these two public transport

bodies operate and plan independently of each other, but there also appears to be a lack of liaison with the various Town Planning bodies, viz., the M.R.P.A., the Town Planning Board and Local Government authorities.

As an example, developers apparently do not enquire about future transport planning nor do Town Planning Authorities co-ordinate with the M.T.T. to ensure that road systems in new areas are positioned and constructed to the requirements of bus traffic.

- (d) **A Regional Transportation Authority** was advocated by all the bodies involved in the top level Regional Land Use and Transportation processes. These bodies included the Railway Department, M.T.T., Chamber of Commerce, Main Roads Department, M.R.P.A. and individual members of the Transport Advisory Council. It became apparent that the Director-General of Transport has insufficient statutory authority, which only enables him to act in an advisory capacity. This results in only 30% of his activities being productive. The remaining 70% was spent in persuading and cajoling departments to co-operate and co-ordinate their planning.

Many of these bodies are consequently working in a planning vacuum.

It was suggested that the membership of the proposed Regional Transportation Authority be:—

The Director-General of Transport, the Commissioner of Main Roads, the Town Planning Commissioner, Treasury representative, Perth City Council, Local Government and representatives of the various bodies involved in shipping, air, road and rail transport. (At no times during our enquiries did witnesses make reference to the Transport Advisory Council indicating that the body lacked effectiveness.)

Transportation systems to satisfy the needs of the private and business sectors must be developed so that conflict with each other, with public transport and with pedestrian traffic can be minimised. This requires co-ordination on a State-wide as well as a regional level. The Regional Transport Authority could be enlarged by adding representatives from heavy haulage, shipping and mining interests. This would create a State-wide Transport Authority incorporating the Regional Transport Authority.

2. Public Utilities.

Evidence established the fact that serious lack of co-ordination existed between the Town Planning authorities and the departments controlling the provision of Public Utilities. Re-zoning of land from rural to urban has occurred where public utilities such as water and sewerage cannot be provided either physically or financially by

the department concerned, or is not within the financial resources of the owner of the land. Examples would be the inability to provide scheme water at Walliston, where deferment was lifted in 1968, and the provision of sewerage in parts of the Armadale Corridor. Following the lifting of deferment, or re-zoning, escalating values caused higher rates and taxes upon land which could only be used for primary production. If adequate co-ordination existed between the bodies mentioned then no land would be re-zoned for a higher use unless all the subdivisional requirements could be satisfied.

3. EMPLOYMENT CENTRES

Insufficient consideration appears to have been given to the establishment or provision of adequate centres of employment to cater for proposed urban development particularly in the North West, Eastern and South-eastern corridors. At the present time many workers must travel long distances to their places of employment because of the absence of work opportunities near to their home. If this trend continues, excessive expenditure on roads and public transport will be necessary, increased traffic congestion will occur and a lowering of the effective income of the worker will result. There is also a serious danger of developer control of commercial and industrial land which may result in unreasonably high charges for leases. The siting of major business centres should be controlled at regional level.

A lack of provision for adequate areas for industrial development caused the Commission to conduct extensive enquiries into

this subject. These enquiries established that, although consultation takes place between government and private sectors, there is little co-ordination.

The functions of the Department of Industrial Development and the Environmental Protection Authority was an area of particular interest in the Commission's enquiries. Information obtained is summarised as follows:—

THE DEPARTMENT OF INDUSTRIAL DEVELOPMENT commenced its activities in the 1920's and became involved in the development of local products. In the 1960's the Department was re-organized resulting in an economic research section being added for the purpose of providing financial assistance and for negotiating agreements with companies involved in secondary and tertiary industries. Its decentralisation section has four officers and the total staff numbers 65 employees.

The Department has no statutory powers although it is regarded as a Government department.

The only statutory legislation controlling the Department's activities is in the field of land acquisition. The legislation involved is:—

Industrial Development (Resumption of Land) Act; Industrial Development (Kwinana area) Act; Industrial Lands Development Authority Act; and the Industry (Advances) Act under the control of the Treasurer.

The Department's operations are guided by the Chairman of the Board and is authorised under the Industrial Land Development Authority Act. Its objectives are to foster new industries by granting exclusive preference for a specified period; the right to purchase premises built with Government money; the right to borrow money at reasonable interest rates; to lease premises at an economical rental and to sell serviced industrial land at reasonable prices on terms payments.

The Department acquires land, by purchase or by Government grant, ahead of need in order to establish a bank of land available for future release at reasonable prices. Although no land is owned north of the Swan River (except for limited areas in Bassendean and Bayswater), the Department considers that it has more than sufficient zoned industrial land to meet the needs of the immediate future.

The Department does not anticipate any heavy industries, other than Pacminex, being developed outside of Kwinana over the next 10 years.

THE ENVIRONMENTAL protection authority operates under the authority of the Environmental Protection Act, 1971. Its activities are assisted by the Environmental Protection Council and the Department of Environmental Protection. The Act was proclaimed in December 1971; the Council was appointed on 15th December, 1971, and the Department was established on 19th April, 1971. The Director of Environmental Protection was appointed on the 6th February, 1971, for a seven year term.

Enquiries indicated that the only mandatory requirement upon the Authority was to provide environmental reports when requested to do so by the Government or its Minister of Environmental Protection. In all other matters concerning the environment, the Authority is able to exercise its own discretion as to what matters it will investigate and what it will report upon.

Enquiry by the Commission failed to establish that any fundamental aims and objectives, for the preservation of the environment, had been established by the Authority, for the purpose of guiding its operations. The only information of value—other than statistical information regarding growth of populations and use of public utilities—received from the spokesman for the Authority was that:—

- (a) the assessment of the natural resources of the Perth Metropolitan Region is a matter of urgency and that this must take place before any large scale development occurs;
- (b) disproportionate increase in three dimensional or high rise communities produces an increase in human stress;
- (c) random processes of urban and industrial development inevitably lead to increased confusion; and
- (d) a compounded population growth rate of 1% per year causes population doubling in 70 years but greater increases occur in the use of power and water.

4. NATURAL RESOURCES

One area which caused the Commission grave concern was that involving underground water. Investigations into underground water supplies, both shallow and artesian, have proceeded at a leisurely rate. These investigations have been carried out by the Geological Surveys section of the Mines Department and have been leisurely in nature because of lack of finance. Two major sources of "shallow" underground water exist South and North of the Urban core (see Plate 3). These extensive areas will be encroached upon by developments proposed in the Corridor Plan and have, in fact, already been partially developed upon by urban growth. Evidence showed that neither the M.W.S.S. & D. Board nor the M.R.P.A. had fully acquainted themselves with the information available, and the Corridor Plan proposals could prejudice utilisation of this valuable asset.

The assessment of natural resources of the Perth Metropolitan Region is a matter of urgency and must take place before any large scale development begins.

5. THE ENVIRONMENT must be affected to some degree by any proposed change of use of land. Serious consideration should be given not only to proposed developments (*e.g.*, Pacminex) but also to the re-establishment of existing development (such as Midland Abattoirs) so that the advantageous environmental aspects can be obtained and desired environmental objectives be achieved. This would result in the best possible quality of living, working and recreation environments. Without adequate

co-operation and co-ordination between Planning and Environmental bodies—in both public and private sectors—there is a serious danger that the best planning will not occur and that the desirable environment will be subordinate to economic and political pressures.

6. Economic impact.

The community will be disadvantaged if **responsible planning** is absent to any degree. Land owners will suffer the burden of higher rates and taxes if land is re-zoned prematurely. Developers will suffer financial hardships if planned projects are delayed by administrative procedures or the provision of essential services. Land prices could fluctuate with the availability of developed land, causing a loss in confidence by investors. Forward planning by all parties would be based upon insecure foundations resulting in uncertainty, insecurity and animosity.

The Commission is aware that these factors exist at the present time. Expressions of resentment have been received concerning inconsistent decisions at Government and semi-government departmental levels which enable some sectors to be financially advantaged whilst others are disadvantaged.

The absence of long-term future planning and the use of discretionary powers by some authorities had led to the departure from the fundamental principles of planning. Secrecy exists within planning areas and there have been occasions when interested parties secured their objectives prior

to the community becoming acquainted with the facts. When this happens it may be too late to correct a wrong action even though it is in the community interest to do so. If adequate co-ordination and co-operation existed between all parties and the community, undesirable decisions are less likely to occur; confusion and wrath would diminish and economic benefits would accrue to all.

CHAPTER TEN

THE PRICE OF LAND

10.1 The ownership of a plot of land is the fundamental right of all Western Australians. In the past it has provided security and, until recent years, financial penalties in the form of rates and taxes were fairly minimal. Prior to 1928 when development restrictions were introduced, an owner could develop or subdivide his land as he wished. Between 1928 and 1956, development and subdivisions were controlled by Local Authorities, the Town Planning Board and the Minister. In the period 1956 to 1959, undesirable development was prevented within the Metropolitan region by the operation of interim development control. Thereafter the development and subdivision of land has been subject to additional control under the provisions of the Metropolitan Region Town Planning Scheme Act.

With an improved economy and a rapid increase in population in the early 1960's, the demand for serviced home lots increased sharply. By 1967 the market price of individual building lots had escalated to such an extent that speculation in land became a common practice.

The impost of Land Tax, Metropolitan Region Improvement Tax, Vermin and Noxious Weeds Rates, and Local Authority Rates, which are based upon the market value of land, became burdensome to bona fide owners especially those holding rural zoned land close to urban development.

10.2 The McCarrey Report.

A Committee Under the chairmanship of L. E. S. McCarrey, the Assistant Under Treasurer, was appointed in February, 1967, to

investigate the reasons for the high price of land and to make recommendations on how the land-price problem could be controlled.

In Part 1 of its report of January, 1968, the Committee stated that in the few cases in the Western world where the land-price problem had been overcome or reduced, it has resulted from Government intervention **to ensure adequate or elastic supply of land.**

In the sensitive supply-demand relationship, **the nature and the location of land** coming onto the market could be more important than the amount of land available.

The most unattractive land, for example, wet low-lying land, because of development costs (\$500 for roads contributions; \$500 for public open space and interest; \$1,000 for drainage and sewerage, for each created lot) would establish a base minimum value for created lots, therefor enhancing the profitability of better class land with no drainage problems.

10.3 The Committee stated that zoned urban land which was not being purchased by homeseekers included land which—

- (1) was not situated where people desired to live;
- (2) was unsewered;
- (3) lacked drainage;
- (4) was held in trust (e.g., deceased estates, etc.).

10.4 Other factors which restricted the availability of land were:—

- (1) Speculative withholding of land for the purpose of acquiring profit.
- (2) Individuals buying ahead of need for a future home.

- (3) The restriction of the supply of land by the delineation and fill-in policy of the Metropolitan Region Scheme, which thus heightened speculative pressure.
- (4) The withholding of large areas by public bodies and private developers.
- (5) The lagging of sewerage and drainage development by insufficient public funds.
- (6) The low level of vacant land taxation.
- (7) The lengthy time process involved in converting broad acres into created lots.

10.5 As a result of these restricting factors, subdivided and subdivisible land was being consumed at the rate of 4,000 acres per year even though only half this amount was being used to satisfy the housing needs.

10.6 Other comments contained in the McCarrey Report considered to be relevant to the current enquiry on the Corridor Plan are listed below:—

- (1) Major development should be linked to the city with adequate road access and, where possible, rail access.
- (2) Perth City Council and University Endowment lands create barriers to development and hence increase the cost of servicing in the vicinity.
- (3) Where a satisfactory development plan, which will serve an obvious need, is not at present zoned

urban, there should be a readiness to re-zone provided the cost of extended service is justified.

- (4) Two year delays in getting approval to develop land were not uncommon. However, some delays (viz., arranging finance) were unjustly blamed on the bureaucratic machine.
- (5) The Government should appoint an expert committee to investigate delays and methods of streamlining subdivisional procedures.
- (6) In 1958, the cost of land was 12% of the cost of a home, i.e., \$800 to \$10,000. In 1968, the cost of land was 50% of the cost of a home, i.e., \$5,000. Therefore at \$10 per week, it would take ten years to buy a home site.
- (7) Rent or payments on a home should not exceed 20% of family income and the purchase of a modest house should be within the capacity of the male breadwinner on a normal income.

10.7 The McCarrey Report listed the following seven major recommendations:—

- “(1) The Metropolitan Region Planning Authority should be requested to release immediately considerable areas of urban-deferred land capable of early development. Consideration should be given to making it a condition of release that the vendors will adopt measures to exclude speculators from sales.”
- “(2) A statutory authority should be set up with the function of acquiring

land for urban development and subdivision. An Urban Land Commission with appropriate powers could assemble land, subdivide according to an approved planning scheme, and make it available by auction or private treaty to individuals, speculative builders, project developers and the State Housing Commission on the condition that it would have to be improved within a specified time."

" (3) Much of the very large areas of vacant land still held within the present urban area must be forced onto the market. We therefore recommend that holding costs be increased by the introduction of a progressive scale of land-tax surcharge on unimproved land. Where the land is improved within four years of purchase the greater part of the surcharge would be rebated under the proposals. Unless the present imbalance of supply and demand for land is corrected, any increase in holding costs will merely be passed on in higher land-prices. However, the present level of the surcharge payable by owners of unimproved land is so small as to be negligible, and some increase is necessary to exert pressure where it is needed. Where land held by one owner becomes improved within four years, and a claim to that effect made, a rebate should be allowed of all surcharge paid during that period in excess of a basic 0.5 per cent."

" (4) We recommend a levy on all unimproved land at the time of sale. The manner in which this increase should be assessed is set out in Part II of the report. We propose that the increment in value be equally shared, 50 per cent. to be retained by the vendor and 50 per cent. to be paid into a public fund titled the Urban Land Development Fund. In addition an allowance of 5 per cent a year will be granted on the base value. This is to allow for the fall in the value of the money that had been sunk into land in the intervening period."

" (5) We recommend that, as valuation staff adequate for the task become available, all vacant urban land within the metropolitan region be revalued annually for taxation purposes. The Committee nevertheless feels that they are of sufficient importance to warrant a re-examination of policies and practices in this field."

" (6) We recommend the appointment of an expert committee to examine the requirements and procedures associated with the subdivision of land. The object would be to seek ways to streamline procedures and eliminate delays."

" (7) We recommend that an examination be made of land-tax exemptions granted to institutions. The aim would be to bring them more into line with other owners of vacant land."

10.8 This Commission considers that implementation of the findings and recommendations of the McCarrey Committee (listed above), combined with a lowered economy, stabilized land prices. This was brought about by:—

- (1) The Government raising land tax charges on unimproved land, thus forcing speculators to release land for development.
- (2) A relaxation in the previously restrictive policies of re-zoning rural land to urban, *e.g.*, the Armadale corridor release, and upgrading of Urban Deferred lands.
- (3) The compulsion for developers and subdividers to provide capital for public utilities, thus providing more desirable building lots for home-seekers.
- (4) The introduction of incentives encouraging developers to provide fully serviced lots containing homes close to amenities such as shopping centres and recreation areas.

10.9 However, this Commission is convinced that these policies require urgent review. Emergency action was taken, the critical problems were overcome and the crisis was resolved. Will the continuation of these policies provide maximum benefits to the community, or will new problems evolve?

We believe there is a danger that vital legislative processes may be bypassed, resulting in a few powerful investment and development companies acquiring control of future development land thereby creating monopolistic control and subsequent escalation of values.

Existing legislation makes it mandatory that any alteration to the 1963 Region Scheme,—which in the opinion of the M.R.P.A. is a major alteration to that scheme—must be approved by Parliament. It is reasonable to assume that this approval be given by Parliament prior to any firm commitment for development being entered into as is evidenced by the action taken when re-zoning the Armadale corridor.

Yet evidence discloses the situation in which 33,150 acres of land (see plate 2) have been firmly committed for development without the approval of Parliament. In addition, extensive areas—especially in the North West corridor—have been committed in principle for ultimate development. The fact that many of these commitments have occurred since the publication of the Corridor Plan is considered to be in contempt not only of Parliament but of this Honorary Royal Commission.

Most of these commitments involve large developers. Therefore major developments over the next 30 years will be conducted by the privileged few. The specific details of proposed agreements have not been subjected to public scrutiny nor have Local Authorities been supplied with full details. It is apparent that Parliament will eventually be asked to ratify commitments which not only would be difficult to revoke but upon which development has already been commenced (*e.g.*, the Sun City project in which the two small developments are already operating. From this nucleus an estimated 20,000 acre urban complex will result. This ultimately will require expenditure of public funds for connection of

sewerage and water supplies to the centralised system of servicing).

10.10 These actions since the adoption of the Corridor concept by the M.R.P.A. appear to be deliberate attempts by the bureaucracy to justify the Corridor Plan and to make the implementation of any alternative plan an impractical proposition.

The final result could be that a few companies will be rewarded by exclusive rights to develop land in return for their acceptance of the responsibility for providing capital for public works, which was previously provided by the Treasury. The dangers are obvious. Individual homeseekers could be denied choice due to a limited number of areas being available and deliberate restriction of release of lots onto the market could escalate prices.



CHAPTER ELEVEN

COMMISSION'S CONCLUSIONS

11.1 The Corridor concept of development is sound in principle for it contains the required philosophies necessary for efficient Regional Planning. However, a concept is, in dictionary terminology, "an abstract general notion or conception."

The concept of Corridor development could be satisfied by any number of Corridor Plans which could be based upon urea corridors with non-urban wedges; urban wedges with non-urban corridors; transportation corridors with supplementary urban development; industrial corridors with supplementary urban development; finger corridors, radial corridors, network corridors, fat corridors or thin corridors, just to name a few. However, any acceptable plan must satisfy not only the principles listed in Chapter Two but also should be the result of exhaustive cost-benefit analysis studies into various alternative plans.

11.2 The Corridor Plan for Perth is strictly a "Land Use" plan designed to prevent the Perth Central Business District workforce from exceeding 90,000 before the year 1989. This restriction in workforce is considered necessary by the M.R.P.A. because it contends that, if the workforce exceeded this figure (100,000 in M.R.P.A. evidence), the city streets would become seriously overloaded with traffic resulting in eventual degeneration and decay of the CBD. This fundamental reason for restricting the CBD is supported by most people presenting evidence. However, one witness, who is directly involved in the operations of the Perth City Council, considers that it would be extremely difficult if not impossible to implement

the measures needed to limit the Central City growth to the proposed workforce in the period suggested. The Commission supports this contention.

11.3 The Corridor Plan fails to state what will occur in the Central City growth rate after 1989; whether it will continue to be restricted to a 90,000 (or 100,000) workforce; whether the workforce will continue to rise at a restricted rate; or whether unlimited growth will be allowed.

11.4 The Corridor Plan, although it results after study and rejection of three non-corridor planning alternatives, is not the result of consideration of alternative Corridor Plans. It is considered that the M.R.P.A. has not given sufficient consideration to alternative plans nor has it made adequate studies of the valuable underground water supplies which, in some places, will be overlaid by proposed development as envisaged in the Plan.

11.5 The Corridor Plan does not make adequate provision for workforce centres within the North-West and South-East corridors.

11.6 The Corridor Plan, while purporting to provide bands of open space between centres of development in the North-West and South-East corridors, does in fact propose that these belts will be intrusions from the non-urban wedges. These intrusions to be used predominantly for non-urban development such as power stations and special uses.

11.7 The Corridor Plan does not contain any firm transportation proposals but infers that its transportation system be in accordance with the PERTS 1970 proposals. Even though the Plan states:—

"Detailed phasing and financial investigations will be undertaken as part of the continued studies of the Corridor Plan, and will be related to the adopted recommendations of the Perth Regional Transport Study",

there is no evidence to show that any of those recommendations have yet been adopted.

11.8 The diagrams contained within the publication of the Corridor Plan do not accurately plot the proposed corridors, their widths or their boundaries are considered to be incomplete and sketchy.

11.9 Statements such as—

"... the Plan proposes that the major sub-regional centre should be located west of Lake Joondalup ... however ... it is considered that the centre will therefore be at Whitford ..."

and—

"By 1989 sub-regional centres will have been developing at Lake Joondalup ..."

tend to create confusion in the public mind.

11.10 The Statement when referring to PERTS 1970 which says—

"A major conclusion from the study is that corridor planning provides the most economic transport system for the Region, thus endorsing the MRPA's decision that Urban expansion will be in corridor form"

is misleading because it became obvious to the Commission that PERTS proposed a transport study on the basis that the Corridor Plan for Perth was an established fact.

As a result of this obvious liaison between the Corridor Plan and the PERTS studies, it is difficult to understand why both were not presented in the form of a single plan which would combine Land Use and Transportation.

11.11 Sub-regional centres proposed, at Fremantle, Rockingham, Armadale, Midland and Lake Joondalup (or Whitfords), are referred to in the Corridor Plan as being "clusters" within urban corridors. These "clusters" would be self-contained areas of urban development into which some of the Central City area functions would be dispersed thus reducing the necessity for massive public transport facilities to the City centre. Such sub-regional centres would ultimately become duplications, to a lesser degree, of the City of Perth having preferably a University, a regional hospital, a major commercial and shopping complex and a variety of Government offices duplicating the services provided in the city centre.

A closer study would show that the "urban clusters" depicted in the Corridor Plan are not sub-regional centres. The third University is to be established at Lake Joondalup, which is a proposed sub-regional centre, but the second University will not be within a sub-regional centre. Each corridor will contain several urban clusters but only one sub-regional centre.

11.12 The proposed sub-regional centre at Midland will have a workforce in 1989 of 13,000 similar to the adjoining workforces of Balga 9,500, Bassendean/Bayswater 11,000 and Belmont 14,500. No major increase in urban or industrial expansion is proposed for Midland or its surrounds other than the already committed urban area of 4,200 acres north of Guildford (see Plate 2). Nearby compact urban areas north and east of Guildford would tend to commute to commercial centres such as Morley due to the absence of convenient access across the Swan River which separates these urban areas from Midland. Although Midland is situated at the hub of four major road arteries and is connected by efficient, rapid rail transport to the city, it cannot seriously be considered as a sub-regional centre under the proposals of the Corridor Plan.

11.13 The classification of Armadale as a sub-regional centre also is unjustified in view of the statement that the bulk of the workforce population in the South East corridor will commute to the city urban core.

11.14 The Eastern corridor, because it is proposed to be predominantly rural, cannot be classified as an urban corridor.

11.15 Urban and industrial expansion, to the East of the city, in the foothills and hills areas is inadequate. Expensive extensions of public utilities into these areas should be supplemented by further development.

11.16 The proposed and committed extension of urban development will be predominantly along the coast. The North West corridor extensions will create land-price dangers as large areas are controlled by a few companies.

11.17 Freeway extensions advocated by PERTS 1970 extend to Marmion in the North and Kwinana in the South. The Corridor Plan would require much greater expenditure on freeways than that proposed in the PERTS study because it requires not only extensions of the Mitchell and Kwinana Freeways beyond Marmion and Kwinana but also additional peripheral freeways bordering the North-West, South-West and South-East corridors.

11.18 Escalation of land values arising from re-zoning produces financial hardship to bona fide owners through increased land tax, water rates and Shire rates.

11.19 The Region Scheme may be varied by Parliament or the MRPA. Parliament is only consulted if "in the opinion of the M.R.P.A." the variation is considered to be a substantial alteration. The M.R.P.A. has too much discretionary power in the matter of alterations to the Region scheme. Often local Authorities will be told that re-zoning proposals would require Parliamentary approval because it is considered to be a substantial alteration to the Region Scheme but later they will be told that the proposals will be allowed because they do not conflict with the Region Scheme.

11.20 The Land Tax collections are not dispersed for the improvement of public utilities or amenities such as sporting facilities, halls, roads, water, sewerage and drainage, etc., but are paid direct into General Revenue.

11.21 The general public has little understanding of the roles and responsibilities of the different agencies involved in the Town Planning, taxing, rating and transportation processes.

11.22 Unwarranted delays still occur in the finalization of town planning schemes and subdivision applications even though previous delays have been reduced as a result of the adoption of recommendations made by the Watson Committee.

11.23 The Stephenson Report of 1955 advocated decentralisation within the Region, and the need for co-operation between Local Government and Government departments on the one hand, and the public on the other, so that town planning proposals would have the full support and understanding of all.

Stephenson's desired regional decentralisation, co-ordination of governing bodies and public understanding have not been achieved up to the present time. It is doubted whether present policies will achieve these desires.

11.24 Government departments and authorities are intruding into the areas of Local Government responsibilities. Although responsible for the finer, detailed planning of their areas, local governing authorities are being compelled to accept detailed development plans, for parts of their areas of land, which may not conform to local policies, *e.g.*, the Kelmscott Improvement Plan and the developments at Springfield, Greenwood and Glenmere.

11.25 There exists a lack of knowledge regarding the existence of valuable natural resources such as shallow underground water, or locations for the establishment of harbours. Development projects may pollute valuable water supplies or may not capitalize on opportunities to decentralise.

11.26 Government environmental protection organisations lack adequate basic policies and objectives, and are not sufficiently involved in the planning process.

11.27 The Department of Industrial Development, although lacking statutory powers, is a powerful organisation involved in the establishment and decentralisation of new industries at secondary and tertiary level. The Department of Industrial Development was not consulted in the preparation of the Corridor Plan, is not represented on the M.R.P.A., and can be guided, but not bound, by the advice of the Chairman of the M.R.P.A.

11.28 The rapid increase in the use of the private motor car has incurred unprecedented expenditure in road construction and complications in regional planning. It is considered the present policies catering for the needs of the private car are subjugating the development of a desirable public transport system. These policies are encouraging, rather than detracting from, the use of the private car and are discouraging usage of public transport. Channelisation of private cars—which occupy a greater road space for each passenger carried than other forms of transport—towards the city centre produces congestion resulting in delays not only for the cars involved but also for public transportation.

11.29 The ideal public transport should provide 10 minute services each of 30 minute maximum duration. This could be provided by co-ordinated bus and rail services, incorporating the "Kiss and Ride" or the "Park and Ride" principles, along transportation spines not exceeding 10 miles each in length in the case of buses and 15 miles in the case of trains.

11.30 Sub-regional centres should be self contained units catering for urban populations of between 100,000 and 250,000 people.

11.31 Sub-regional centres should be separated from each other and from the city core by buffer zones of public open space or rural zoned land.

11.32 Sub-regional centres should be connected to each other, where practicable, and to the city centre by rapid transportation routes, which are adequately buffered from residential areas.

11.33 Adequate reservation of areas for community activities should be established before extension of existing development, or development of new areas, is permitted.

11.34 Co-operative and co-ordinated planning policies should be established in order that the ultimate "total" planning of the Region will be achieved.

11.35 By the establishment of sub-regional centres, the rate of growth of the CBD workforce will be retarded without the implementation of any other arbitrary action. The M.R.P.A. established the desirable size of the workforce as 80,000 (see Perth: Region and People of 1968), 90,000 (see The Corridor Plan for Perth, 1970) and 100,000 (see evidence submitted to the Honorary Royal Commission), thus demonstrating uncertainty as to the desirable size of the CBD workforce in 1989.

11.36 Evidence established that there is an urgent need for a statutory Land Use—Transportation plan showing future development of the Region. This would reduce confusion and criticism, enabling all future planning to be carried out with confidence.

11.37 The "rolling front" concept, inherent in the Corridor Plan, is not being strictly adhered to, as evidenced by the implementation of policies which allow developments such as Sun City and the scattered development in the Armadale corridor.

11.38 The capitalization of existing services will not be fully achieved unless adequate finance is channelled into the provision of sewerage for the Armadale corridor where other services already exist.

11.39 The discontinuance and removal of metropolitan rail passenger services advocated by PERTS is an unjustified destruction of public capital works. These facilities, properly, co-ordinated with buses, will provide a satisfactory service for many years and at a later date could be upgraded and extended to other parts of the Region.

11.40 The PERTS study was developed to satisfy the land use proposals incorporated in the Corridor Plan. The study team—numbering 14 persons, of whom 7 were from the Main Roads Department—advocated early duplication of the Narrows Bridge. The proposed duplication of the Narrows Bridge has been shelved till after 1989, but the existing bridge will be converted to a 4 x 2 lane usage during peak hour traffic in the near future. Other recommendations have been discarded and none have been formally adopted. It is difficult to understand why.

11.41 The Corridor Plan would be prejudiced by the discarding of the PERTS recommendations since it relies heavily upon the PERTS study for its justification.

11.42 Owners of land are being rated and taxed on an unimproved capital value which includes the value of the essential services provided by private capital.

The Land Tax Valuation Act, 1971, of Tasmania, provides that the unimproved capital value of land is that value that could be acquired by a "bona fide" seller less the value of all improvements which had not been provided by the Crown or by any statutory body.

At the present time homeseekers are often required to pay for the provision of water, sewerage, drainage and roads in their initial purchase price, and then must pay increased rates and taxes which are based upon the official unimproved capital value.

11.43 Stephenson's recommendation for the provision of public open space based on population density is more desirable than the existing requirements which are based upon acreage (see 5.9d).

11.44 It is to be regretted that a private Town Planning Consultant, of the calibre of Professor Gordon Stephenson, was not appointed to prepare a "Land Use—Transportation" Plan for the future development of the Perth Metropolitan Region.

To appoint such a person now would cause further delays which would be unjustified in view of the urgent need for such a plan. For this reason this Commission proposes the recommendations outlined in Chapter Twelve.

CHAPTER TWELVE

COMMISSION'S RECOMMENDATIONS

12.1 That future development within the Metropolitan Region be excluded from those areas of potential shallow underground water supplies shown on Plate 3 of this report. These restrictions to remain until such time as competent research proves that development upon any part of those areas would not endanger the future supplies of potable water. A comparison of Overlay 1 with Plate 2 indicates those areas within which early future development should be confined.

12.2 The immediate appointment of a State Transportation Authority incorporating a Regional Transportation Authority (see Chapter Three).

The membership of the State Transportation Authority to include representatives of the Metropolitan Passenger Transport Trust, the Railways Department, Local Government, the Chamber of Commerce, the Main Roads Department, the Metropolitan Regional Planning Authority and individual members of the Transport Advisory Council.

12.3 Section 7 of the Metropolitan Region Town Planning Scheme Act should be amended to provide for the inclusion of:—

- (a) A representative of the Environmental Protection Council.
- (b) A person to represent the Institute of Town Planners, the Institute of Developers, the Institute of Architects and the Real Estate Institute.
- (c) A representative of the Regional Transportation Authority.

- (d) One of the five members currently appointed by the Governor, under the Act, to represent the Chamber of Manufactures and the Chamber of Commerce.

(Comment: The recent action in April, 1972, which replaced representation of the Surveyor General with a representative of the Department of Development and Decentralisation—previously known as the Department of Industrial Development—is endorsed by this Commission.)

12.4 Amendment to Section 33 of the Metropolitan Region Town Planning Scheme Act to clearly define, and limit, the discretionary powers of the Metropolitan Regional Planning Authority when zoning proposals are at variance with the Region Scheme.

12.5 A review of those recommendations adopted from the McCarrey Report (see 10.8 and 10.9).

12.6 The introduction of legislation to provide for:—

- (a) Land Tax collections to be paid into a Regional Development Fund. Such funds to be utilised for the provision of public utilities and transportation requirements in development areas (see 4.8).
- (b) The definition of Unimproved Capital Value to exclude the value of all improvements which have not been provided from public funds (see 11.42).

12.7 Subject to the adoption of recommendation 12.6—that all urban land owned by charitable and institutional bodies which is disposed of for a use other than that for which an exemption is available, be subject to retrospective payment of Land Tax.

12.8 That land which has been re-zoned for future urban development but which, because of lack of public utilities, cannot be developed immediately should, for taxing and rating purposes, be valued in accordance with sales associated with its previous zoning.

12.9 That the maximum value used by the Commissioner of State Taxation in determining the payment of land tax for rural zoned land becomes the maximum value to be used by Local Authorities for rating rural zoned land and declared urban-farm lands.

12.10 That existing metropolitan rail and bus passenger systems be retained and a common scale of fares be adopted (see 9.2. 1 (b)).

12.11 That concerted efforts be made to co-ordinate “Kiss and Ride” and Park and Ride” facilities at railway stations and shopping centres throughout the Region.

12.12 That contra-bus (or mini-bus) lanes be introduced into the future one way streets of St. George’s Terrace, William Street, Wellington Street and Barrack Street. These buses to provide a passenger service circulating within the CBD and to transport commuters from major car parks and transport terminals to the city centre.

12.13 That the PERTS 1970 road pattern and its recommended order of construction priorities be adopted. Additionally, a bridge with ancillary road system across the Swan River, from Point Resolution to Point Walter, be programmed for an early date thus linking the Kwinana and Mitchell Freeways to provide a bypass of the CBD.

12.14 That the Central City railway line be placed underground for the purpose of removing the barrier to road traffic and thus allowing expansion of the Central City to the north of Wellington Street.

12.15 That adequate urban expansion and employment opportunities be provided for at Midland, Armadale and Lake Joondalup so that these centres can justify the classification of sub-regional centres.

12.16 Provision for adequate sporting and recreational activities be provided by re-affirming the principles laid down by Stephenson (see 5.9 (d) (2) and 11.43).

12.17 The assessment of natural resources of the Perth Metropolitan Region is a matter of urgency and must take place before any large scale development begins (see 9.4).

12.18 In order to maximize community investment where all public utilities are in existence, and where Urban usage of the land would not conflict with the environment or the preservation of natural resources, early development should be permitted (see Plate 4 and Overlay 1).

12.19 That a Land-use-Transportation Plan for the Metropolitan Region be produced forthwith (see Chapter 2 (q), Chapter 3, Chapter 5.9) and that all organisations and authorities involved in the planning process be co-ordinated to encourage the Total Planning of the Region (see 11.44). Such planning to encourage the development of localities which are comprised of the integrated heterogeneous societies mentioned in Chapter 5.9 (a) and the social education and community interests referred to in Chapter 2 (k) (l) and Chapter 11.33.

12.20 The Commission believes that a definite figure should not be placed upon the ultimate size of the C.B.D. workforce but that its rate of growth should be decreased by encouraging the growth of sub-regional centres (see Chapter 5.3 to 5.5, 7.11).

12.21 That urban extensions to the Metropolitan Region be in Corridor form but such development be confined to those unshaded areas which appear on Overlay 1, until such time that the requirements of 12.1 and 12.17 are satisfied.

12.22 The rich soils of the Swan Valley be retained for viticulture and other primary production by maintaining rates and taxes at a low enough level to encourage continuance of the present usage.

12.23 That infertile land between the Standard Gauge Railway and the Darling Range escarpment be considered for uses other than primary production.

12.24 That a Joint Standing Committee on Town Planning be appointed. Such Committee to have representatives of each political party from both Houses of Parliament.

12.25 That the Constitution Act be amended to provide for Select Committees to continue to function in the event of an unexpected prorogation of Parliament.

