PERSONNEL OF THE COMMISSION

1. Metropolitan Town Planning Commission Act 1922 (No. 3263).

APPOINTMENT OF MEMBERS OF THE METROPOLITAN TOWN PLANNING COMMISSION.

His Excellency the Governor of the State of Victoria, by and with the advice of the Executive Council thereof, and under the powers conferred by section 3 of the Metropolitan Town Planning Commission Act 1922, by Order made on 27th day of March, 1923, appointed—

EDWIN EVAN SMITH,
HENRY EDGAR MORTON,
TOM PERCIVAL STRICKLAND,
SAXIL TUXEN,
Alderman FRANK STAPLEY,
Councillor CHARLES EDWARD MERRETT,
Councillor JOHN JAMES LISTON,
Councillor EDWARD CHARLES RIGBY,
Councillor WILLIAM ALBERT WHARINGTON,

to be members of a Board to be called the Metropolitan Town Planning Commission, constituted under the said Act.

(Signed) F. W. MABBOTT,
Clerk of the Executive Council.

At the Executive Council Chamber,
Melbourne, the 27th day of March, 1923.

2. Metropolitan Town Planning Commission Act 1922 (No. 3263) and 1925 (No. 3435).

APPOINTMENT OF A MEMBER OF THE METROPOLITAN TOWN PLANNING COMMISSION.

His Excellency the Governor of the State of Victoria, by and with the advice of the Executive Council thereof, and under the powers conferred by the Metropolitan Town Planning Commission Act 1922 (No. 3263) and the Metropolitan Town Planning Commission Act 1925 (No. 3435), has, by Order made on the twenty-sixth day of January, 1926, appointed—

CHARLES HAROLD FETHNEY

to be a member of the Board called the Metropolitan Town Planning Commission, constituted under the said Acts.

(Signed) F. W. MABBOTT,
Clerk of the Executive Council.

At the Executive Council Chamber,
Melbourne, the 26th January, 1926.
Alderman Frank Stapley, F.R.V.I.A., Member, Melbourne City Council; Member, Commission of Public Health; Commissioner, Melbourne and Metropolitan Board of Works; Architect; was appointed on the nomination of the Melbourne City Council, and subsequently elected Chairman by the Commission.


H. E. Morton, M.Inst. C.E., M.I.E., Aust., L.S., formerly City Engineer, Melbourne City Council, now member of Sydney Civic Commission

T. P. Strickland, B.E., M.Sc., M.I.E.E., M.Amer. I.E.E., M.E.I., Canada; M.I.E., Aust.; Chief Engineer, Melbourne and Metropolitan Tramways Board; and


were appointed in pursuance of section 4 of the Act which provides for the appointment of four members “by reason of their respective qualifications in the business, technical and professional matters to be dealt with or investigated by the Commission.”

Councillor Colonel C. E. Merrett, C.B.E., V.D., J.P., Member of the South Melbourne Council; Commissioner Melbourne and Metropolitan Board of Works; Merchant; was appointed on the nomination of the cities of Brighton, Port Melbourne, Sandringham, South Melbourne, and St. Kilda.

Councillor J. J. Liston, J.P., Member of the Williamstown and Melbourne City Councils; Commissioner Melbourne and Metropolitan Board of Works; Secretary; was appointed on the nomination of the cities of Brunswick, Coburg, Essendon, Footscray, Northcote, Preston, and Williamstown.

Councillor Edw. C. Rigby, Member of Hawthorn Council; Solicitor; was appointed on the nomination of the cities of Collingwood, Fitzroy, Hawthorn, Kew, Richmond, and the Shire of Heidelberg.

W. A. Wharington, J.P., ex-Member of Caulfield Council; Manager; was appointed on the nomination of the cities of Box Hill, Camberwell, Caulfield, Malvern, Oakleigh, Prahran, and the shires of Blackburn and Mitcham and Moorabbin.

C. H. Fethney, Superintending Engineer, Way and Works Branch, Victorian Railways, appointed on the nomination of the Victorian Railways Commissioners in accordance with section 2 of the 1925 Act.
METROPOLITAN TOWN PLANNING COMMISSION
APPOINTMENT UNDER METROPOLITAN TOWN PLANNING COMMISSION ACT 1922.

The duties of the Commission are defined by section 10 of the Act as follow:

"Section 10. (1) The Commission shall inquire into and report upon the present conditions and tendencies of urban development in the metropolitan area, and shall in such report set out—

(a) General plans and recommendations with respect to the better guidance and control of such development or of any portion thereof; and
(b) estimates in reasonable detail of the cost involved in the construction, maintenance, and administration of all matters or things the subject of such recommendations.

(2) Such matters or things may include—

(a) Street and road requirements generally, including extensions, main arteries and radial systems, and the opening of new streets, roads, and highways, and the closing or diversion of existing streets, roads, or highways;

(b) existing means of transportation and probable future requirements with respect to railways, tramways, or other means of transportation;

(c) traffic and the regulation of traffic;

(d) waterfront and river improvement, including harbour and wharfage improvements and bridges;

(e) amenities, including the conservation of natural beauties and the control or prohibition of nuisances, noises, and unsightly objects or structures;

(f) the classification of districts for residential, factory, business or noxious trades purposes, or for the combination of any two or more of such purposes;

(g) open spaces generally, including parks, parkways, playgrounds, sports grounds, drill grounds, and open spaces around public buildings and monuments and along water fronts;

(h) land subdivision, and the laying out of streets, and roads on private property;

(i) buildings, structures, and erections generally, and building regulation;

(j) housing;

(k) food supplies, including the wholesale and retail distribution thereof;

(l) suggestions for the co-operation of public and private bodies and authorities and persons in the execution of any plan or recommendation; and

(m) such other matters and things incidental or relating to the subjects of its inquiry as the Governor in Council directs or the Commission thinks fit.

(3) The said report shall include recommendations as to such amendments of existing legislation, and as to such proposals for future legislation as the Commission thinks desirable for carrying into effect any of the objects or purposes recommended in its report.

(4) The Commission shall consult with the several municipalities specified in the First Schedule, and with every public Authority (including the Victorian Railways Commissioners, the Melbourne and Metropolitan Board of Works, the Melbourne and Metropolitan Tramways Board, the Melbourne Harbour Trust Commissioners, the State Electricity Commission of Victoria, and the Commission of Public Health), with respect to the subject-matter of any of its inquiries which may affect the powers, duties, obligations or responsibilities of any such municipality or public authority."
METROPOLITAN TOWN PLANNING COMMISSION

EARLIER REPORTS ISSUED.

In this Report a general scheme of development is outlined for the whole metropolis. No attempt has been made to incorporate the details contained in the previous reports which have been issued, except in cases where particular schemes form part of subsequent planning and recommendations. All planning proposals of earlier reports are included in the plans of this Report.

Where proposals outlined herein have been the subject of these previous recommendations, readers who require further details regarding them are referred to the earlier reports which have been issued, and of which the following is a brief outline—

(a) High-street, Kew, Widening, &c.—

Accompanying a letter dated 9th August, 1923, from the Secretary to the Department of Public Works, was an Order in Council directing the Commission to report to the Minister of Public Works on a proposed scheme to enable the Council of the City of Kew to purchase and take certain land for the purpose of widening High-street, Kew. A Bill for an Act of Parliament was under consideration at the time by the Government.

The Commission submitted its Report to the Honorable the Minister of Public Works under letter dated 27th August, 1923, and forwarded copies thereof to the Council of the City of Kew and to the Melbourne and Metropolitan Tramways Board.

The Report has not been printed, but is referred to in the Commission’s “First Report,” dated 3rd March, 1925. (See pages 43 and 44.)

(b) St. Kilda-road Cross Section:

When the Melbourne and Metropolitan Tramways Board was about to substitute electric trams for cable cars which were then in use along St. Kilda-road, a dispute arose between the municipalities concerned and the Tramways Board, as to the future layout of the road. The dispute was, as required by law, referred to the Minister of Public Works for a decision. The Minister (Hon. G. L. Goudie) sought the advice of this Commission on the matter on 6th January, 1925. On 10th January, the Commission submitted its views to the Government.

A copy of the recommendation made, and a statement of the reasons which influenced the Commission’s decision, are published in the First Report (pages 55 to 57), which was issued shortly after.

(c) “First Report.”

Under letter dated 3rd March, 1925, the Commission supplied to the Honorable the Minister of Public Works its First Progress Report, which was issued and published because it dealt with many urgent proposals designed to facilitate the movement of traffic in the city proper. A review of the public transportation systems—rail, tram, and omnibus—and recommendations for the future in this regard, and for the establishment of one transport authority, were made. A harbour scheme for future development was incorporated. Recommendations were made as to the apportionment of road space, and for regulating the speed, weight, axle load, tires, &c., of vehicles. The unsightly road approach to Melbourne City from the seaboard at Port Melbourne was dealt with, and a new highway scheme was submitted. A comprehensive plan for the development of the Fisherman’s Bend vacant lands was included. The existing outer suburban development occasioned by unrestricted land subdivisions was condemned and remedies were suggested. There were recommendations regarding the preservation of the foreshore, river, sports, and other reserves. Proposals were also made in regard to the constitution of a metropolitan authority to carry out the urgent recommendations, and also as to financing the undertakings.

Copies of the Report were supplied to various Government Departments, to all Municipalities and Councillors in the metropolitan area, to many Public Authorities, and other interested persons and organizations.
(d) Removal of Live-stock Markets, Abattoirs, &c.:

On 5th June, 1925, the then Premier (Hon. J. Allan) requested the Commission to submit a Report as early as possible on the proposal to remove the Sale-yards, Abattoirs, and Noxious Trades from their present location. He requested the Commission to submit a Report as to what in their opinion was considered to be the most suitable site.

The Commission investigated this question exhaustively, and on 1st December, 1925, gave in advance to the Premier the decision reached. The Report was then completed and submitted under letter dated 19th February, 1926. The Commission recommended the transfer of the present sale-yards and abattoirs to a new site of 3,420 acres, south-west of Sunshine, which has since become known as the Derrimut site.

The printing and circulation of the Report were authorized, and it was distributed to all authorities concerned, as well as to many interested organizations and persons.

(e) Removal of Live-stock Markets, &c.—Supplementary Report:

At a conference held at the office of the Premier (Hon. J. Allan) on 27th May, 1926, the Premier stated that a sub-Committee of the Cabinet favoured a site at Tullamarine. The Commission undertook to supply a further Report dealing with that site.

On 6th November, 1926, this Supplementary Report was completed, published, and distributed in the same manner as the previous Report.

The Commission reported unfavorably on the Tullamarine site, and adhered to its previous recommendation.

(f) Development of Area to be served by Darling to Glen Waverley Railway:

In a letter dated 23rd July, 1926, the then Minister of Railways (Hon. F. W. Eggleston), under Cabinet direction, requested the Commission to report upon the development of the area to be served by the Darling to Glen Waverley Railway. Details of the matters to be investigated were supplied in the Honorable the Minister's letter.

The report was completed and submitted to the Government under letter dated 6th May, 1927. Its printing and distribution followed the usual procedure.

(g) Level Crossing at Clifton Hill Station:

On 13th June, 1927, the Minister of Railways (Hon. T. Tunnecliffe) requested the Commission to consider and report on the most satisfactory of the proposed methods of abolishing the level crossing on Heidelberg-road at Clifton Hill Station.

The Commission's report, dated 14th October, 1927, was completed and handed to the Honorable the Minister. With his authority copies were sent to parties most directly concerned, and to the Members of Parliament representing the districts affected.

The Commission recommended a subway under the railway, and their proposals are referred to in this Report, page 138.

(h) Removal of Live-stock Markets, &c.—Comparison of Derrimut and South Kensington Sites:

Arising out of a Conference with the McPherson Cabinet held on 4th March, 1929, at which representatives of the Commission, the Railways Commissioners, and the Melbourne City Council were present, and at the request of the Cabinet the Commission submitted special memoranda to the Government immediately afterwards. These memoranda set out the Commission's views on a statement issued by the Abattoirs and Cattle Markets Committee of the Melbourne City Council, and gave in detail what were considered to be the deficiencies of the South Kensington site by comparison with the site south-west of Sunshine recommended by the Commission.

A pamphlet issued by the Government on 22nd May, 1929, in favour of the South Kensington site, was not in accordance with the facts ascertained during the Commission's inquiries, and a reply to this pamphlet was circulated by the Commission on 14th June, 1929.
AERIAL VIEW OF CITY OF MELBOURNE, 1928.
FOREWORD.

The unmistakable tendency of cities to increase rapidly in population and expansiveness should forcibly impress upon all legislators and adminis­trators the desirability of taking steps in due time to provide for the necessities of the future. The lessons to be learnt from the absence of such a policy may be found in the extensive and costly reconstruction schemes which have taken place in many cities. It is now generally realized that if a city is to serve best its true functions it must have guidance and control in development according to a well-considered plan. In this way only can economy in public expenditure as well as efficiency and comfort be enjoyed by the various classes of people who constitute its population. Prudent expenditure at an opportune time will obviate much larger expenditure in days to come. Wise planning in relation to constructive developmental works can provide for many future public needs, and, if not exercised, the result is that impassable barriers are created which will make it impracticable except at huge cost to furnish the community with facilities that can now be predicted as future necessities. The endeavours of the Commission have been directed to the formulation of proposals which, if carried out gradually, it believes will ensure that the requirements of a rapidly growing population are provided for in the most economical manner, and with a view to the welfare of the people generally. Melbourne, it is believed, is destined to become a really great city. It has many noble proportions and outstanding advantages, but if the foundations already laid are to have a worthy superstructure its future must ever be kept in mind. These considerations have been always before the Commission in its work.
METROPOLITAN TOWN PLANNING COMMISSION

Town Hall,

Melbourne, C.1,

6th December, 1929.

The Honorable the Minister of Public Works,

Melbourne.

Sir,

In accordance with the instructions contained in the Metropolitan Town Planning Commis­sion Acts 1922, 1925, 1927 and 1928, we, the Members appointed thereunder “to inquire into and report upon the present conditions and tendencies of urban development in the Metropolitan area” of Melbourne, and “to set out general plans and recommendations with respect to the better guidance and control of such development,” have the honour respectfully to submit this our Final Report.

Comprehensive as this Report is, there are many matters coming within the province of town planning to which little or no detailed reference is made. Matters of purely local interest, or which are considered to be capable of development just as conveniently many years hence, have been omitted.

This Report is a record of the matters decided upon by the Commission as a result of more than five years’ investigation of metropolitan development. Obviously it is quite unnecessary to publish all the plans, diagrams, and data which have been prepared and studied during that period. This Report consequently furnishes in broad outline only such plans and data as are considered necessary to illustrate and justify the recommendations made. All the matters dealt with have been the subject of thorough investigation, and in a number of cases several alternatives, involving detailed plans, valuations, and statistics were analysed before the decisions recorded herein were made. All plans and data are filed in the Commission’s records, and they bear evidence of the careful study given to the various proposals.

It will be appreciated readily that the actual conditions fifty years hence may be somewhat different from a present day prediction. It is believed, however, that the detailed study of the information now available regarding the development of this metropolis, considered in relation to that of other cities, enables a reliable estimate being made of future conditions for many years. The plan of general development, and the recommendations accompanying it, as submitted herein, provide a programme capable of gradual realization which will meet the needs of the future when the anticipated conditions obtain. The Commission submits this Report in the confident belief that by the adoption of its recommendations and general scheme, a balanced plan of metropolitan development will be secured and the interests of the whole community adequately served. It is commended to the earnest consideration of yourself, the Government, the municipalities, public authorities, and to the general public, as a practical programme for the future.

It must be borne in mind in any critical examination of this Report, and of all or any of its recommendations that, although it is but a comparatively short time since the conclusions were reached, the conditions upon which they were based are undergoing rapid changes. It is important to remember the factors which were operating at the time the decisions were made. Generally it will be found that the more recent data will emphasize the wisdom of practical city development based on systematic and independent study.
It will be readily appreciated that, in a Report containing such a large number of detailed recommendations on a wide range of subjects, complete unanimity could not be expected. The Commission, however, considers it desirable to avoid riders setting out individual points of view. Generally speaking, the majority of the recommendations represent the unanimous views of the Commission, whilst a substantial majority of the Members concur in every recommendation.

Yours respectfully,

FRANK STAPLEY, Chairman.
E. EVAN SMITH,
H. E. MORTON,
T. P. STRICKLAND,
S. TUXEN,
CHAS. E. MERRETT,
J. J. LISTON,
EDW. C. RIGBY,
W. A. WHARINGTON,
C. H. FETHNEY,

FRANK STAPLEY, Chairman.
E. EVAN SMITH,
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CHAS. E. MERRETT,
J. J. LISTON,
EDW. C. RIGBY,
W. A. WHARINGTON,
C. H. FETHNEY,

Yours respectfully,

FRANK STAPLEY, Chairman.
E. EVAN SMITH,
H. E. MORTON,
T. P. STRICKLAND,
S. TUXEN,
CHAS. E. MERRETT,
J. J. LISTON,
EDW. C. RIGBY,
W. A. WHARINGTON,
C. H. FETHNEY,
Viscount Melbourne, Prime Minister of England at the time of the Founding of the City which bears his Name.

The late Robert Hoddle, First Surveyor-General.

[See letterpress, page 19.]
INTRODUCTION

Melbourne was originally laid out by Robert Hoddle in the year 1837—92 years ago. The 99-feet streets and 3-chain roads are examples of the wisdom and foresight displayed in his work, and in securing them he had to use much persuasion with higher authorities. He strongly objected to the narrowness of the lanes which have become Little Flinders, Little Collins, &c., streets. The Governor opposed the 99-feet streets, but "Garryowen" has told us that "Mr. Hoddle came out of the encounter with flying colours, for he had the better half of the compromise, and it is solely owing to the persistent conscientiousness with which he urged his views that the City of Melbourne has its grand broad highways of to-day." Unfortunately, the example of Hoddle was not followed in the suburbs, and we are now experiencing much the same opposition to schemes which are designed to provide for the future, although Hoddle had no such definite basis to guide him such as is now available to us. Robert Hoddle left his impress permanently on the layout of our street system, and after 90 years this Commission has been able to plan for very many further years without amending materially the original layout. It is a matter of regret that his work has been so ungraciously forgotten and inadequately recognized.

In the interests of its people a city must be planned with two objects in view—that of conducting its business in the most efficient manner, and that of conferring the greatest benefits on the greatest number. City planning aims to bring about order in urban physical development, to bring the city government and its citizens together in preparing for their present and future needs, and to provide for the requirements of their commerce and industries. A city is a place in which to live, and work, and play, and should be planned systematically with these ends in mind.

It is significant that Lord Stradbroke, ex-Governor of Victoria, at his last civic appearance in the State, should say that the greatest advance in civic development during his term of office was the appointment of the Metropolitan Town Planning Commission.

The inflation of city development, which is specially noticeable in Australia, results in much controversy as to the virtues and evils of centralization. The planning of that development along properly regulated channels is the only consideration of the town planner.

An aboriginal settlement of less than 100 years ago has grown to the Metropolis of Melbourne, as shown by the following figures:—

<table>
<thead>
<tr>
<th>Description</th>
<th>1928</th>
<th>1928</th>
<th>1928</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td>1,007,529</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Dwelling</td>
<td>237,461</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Value of private real estate, 1928</td>
<td>£390,000,000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Tonnage of import trade, 1928</td>
<td>3,399,701</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Tonnage of export trade, 1928</td>
<td>1,331,049</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Route miles of suburban electrified railway services</td>
<td>179</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Suburban railway passengers carried, 1928–29</td>
<td>152,840,373</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Miles of suburban tramways, 1928–29</td>
<td>149</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Passengers carried, 1928–29</td>
<td>211,762,137</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Melbourne is to-day the sixth city in the British Empire in respect of population. In the circumstances, with such phenomenal growth, with the progress of machinery, and the advent of mechanical transport, some excuses may be found for the failures and oversights which have occurred. The appointment of this Commission was a recognition of the necessity for laying down a basic plan to guide future progress, and there should be little need to emphasize the desirability for immediate action to be taken towards the adoption of its plans.
Other cities have been required to spend many millions of pounds in ameliorating the unsatisfactory results of haphazard growth, and Melbourne can learn a stern lesson from these disastrous experiences. The cost of reconstruction as advised in this Report is inappreciable, compared with the vast sums of money expended in many other cities to achieve lesser results. While we are constantly deferring works which we recognize as imperative, on the score of financial stringency, the greater the ultimate cost is becoming, and the more difficult the inevitable financing.

The improvements in accordance with a definite plan may take many years to effect, and may, moreover, vary in minor details, as experience and changing conditions dictate, but unless it be comprehensive in its scope it cannot develop efficiently. There are few cities whose growth has been so rapid as that of Melbourne. There are few in which less constructive thought has been bestowed upon proper development. Even our public buildings are indiscriminately dotted throughout the area without reference to their needs, and without as much as a thought of setting them off to advantage.

John Burns, the author of the English Town Planning Act, said:—“What is our modest object? Comfort in the house; health in the home; dignity in our streets; space in our roads; and a lessening of the noises, the smoke, the smells, the advertisements, the nuisances that accompany a city that is without a plan, because its rulers are governors without ideas, and its citizens without hopeful outlook and imagination. Industry is the condition of a city’s being; health, convenience and beauty the conditions of its well-being.”
PART I

SURVEYS AND STUDIES
THE AREA OF PLANNING.

Although the Act under which the Commission was appointed defined the "metropolitan area" as the municipal district set out in the Schedule of contributing and represented Councils, the Commission, from the point of view of its planning studies, has interpreted the meaning of "metropolitan area" in a less arbitrary manner.

Most of the various public authorities operating in the Metropolis of Melbourne have adopted, or had defined for them, different areas or boundaries for their jurisdiction.

The Melbourne and Metropolitan Board of Works area extends to the 13-mile radius from the Elizabeth-street Post Office, Melbourne, and comprises 434 square miles. Large districts within that area are not yet requiring water and sewerage services, however, nor are some of them likely to for many years.

The suburban radius recognized by the Victorian Railways Commissioners is 20 miles from Flinders-street Station.

The Metropolitan Fire Brigades Board’s area extends to the 10-mile radius, with the following exceptions:

South.—To Mordialloc Creek, taking in the whole of the City of Mordialloc, portion of the Shire of Moorabbin, and portion of the City of Sandringham.

East.—Taking in portion of the Shire of Blackburn and Mitcham, the whole of the Borough of Ringwood, and Croydon (which is portion of the Shire of Lilydale).

The Metropolitan District, as defined by the Factories and Shops Acts, incorporates the whole area within the following outer municipal boundaries:—Williamstown, the central and southern ridings of Braybrook, Essendon, the Broadmeadows and Campbellfield ridings of Broadmeadows, Preston, Heidelberg (except the Greensborough Riding), the Doncaster and Templestowe Ridings of the Shire of Doncaster and Templestowe, Blackburn and Mitcham, Ringwood, Camberwell, Oakleigh, Moorabbin, and the Hampton and Sandringham Wards of Sandringham.

The Study Map at page 24, has been compiled by the Commission, to show approximately the extent of present development in this Metropolis. The map indicates the areas which are only 50 per cent. developed, as well as the more extensive settlement up to 85 per cent., and the areas which are still more densely built upon. It is surprising to record that only between 60 and 70 square miles of this extensive and scattered Metropolis is more than 50 per cent. built upon. The opportunity presented to regulate future development along sound lines is, therefore, much more within control than most people realize, when this development is considered in relation to the 434 square miles which comprise the 13-mile radius.

The present population within the 13-mile radius is approximately 1,025,000. If the whole of that area were fully developed on a pro rata basis it would accommodate about 6,000,000 people. This Commission does not consider it necessary, or wise, to attempt at this stage to lay down the plans for such a population. The area adopted for this Report is shown white on Map No. 1, and comprises approximately 257 square miles, which is capable of accommodating about 3,700,000 people on an approved standard of housing. (See Part IV.) While it is unlikely that the metropolitan expansion will be so regular as to approach the definite boundaries set down, it is anticipated that the limits fixed in the different sectors will be proportional to the expansion in those directions.

When a central town planning authority has been created it will become its duty, as well as that of the Municipalities beyond the area of planning, to ensure that the main roads, &c., leading to and through these districts are properly continued, and the subsequent development co-ordinated with that set down within the area adopted for the purpose of this Report.