The design had the approval of the Melbourne Harbour Trust Commissioners, but subsequently that body desired a slight modification to include a road across the area in a northerly direction, which would be in line with the navigation lights and beacons defining the main shipping channel. This Commission offered no objection, as it did not interfere with any vital part of the scheme. A section of the houses under construction by the State Savings Bank were, however, affected, but negotiations between the Commissioners and the Harbour Trust resulted in the reservation of the necessary strip of land. This, together with the subsequent reconstruction of the Williamstown Short-road, led to the modified scheme shown on next page. Comparison of this scheme with that originally recommended, as shown on plan, Sheet No. 1, will disclose the small amount of alteration which was involved.

Aerial view of State Bank's Housing Scheme at Fisherman's Bend.

By "Airspy."

Crichton-avenue, Fisherman’s Bend, Port Melbourne.

In the interim, between the issue of the 1925 and the present Report, the Commission has assisted in the development of this area along lines in accordance with a comprehensive plan, and to prevent unfavorable development, before the Government had the opportunity to consider thoroughly the whole of the proposals of the Commission.
It is pleasing to record that the State Savings Bank's Housing Scheme in this area is in accord with the ideas of the Commission. If extended, it will result in the creation of an ideal suburb of working men's homes, and this neglected area will thus be converted into a great asset.

Further progress was made by the action of the Government in calling a conference of bodies interested in the development of this area on the 2nd May, 1929, to discuss proposals for the reclamation of certain of the Crown lands at Fisherman's Bend. So that the cost of such works should be directed towards the creation of a permanent asset, a definite policy regarding the future of this area was aimed at. The conference was attended by members of the Government, representatives of the State Savings Bank, the Melbourne Harbour Trust Commissioners, the Lands and Public Works Departments, and of this Commission. A plan for the future development of the area, as modified by the Commission, portion of which is shown on this page, was the basis of discussion. The Conference agreed to the following:—

(a) 119 acres (shown on plan below, as Reserved by the Government for Housing Extension) to be reserved for sale by the Lands Department to the State Savings Bank as residential sites on terms to be arranged.

(b) The areas (shown as industrial area) to be set aside as sites for factories.

(c) The portion (shown as Reserved for Park) to be set aside for recreation.

(d) That levels should be determined in accordance with the scheme of road construction.

(e) That the Public Works Department be asked to submit a definite proposal for the reclamation of the areas in question, including portion of the park reserve (c) in the vicinity of the proposed residential area.

(f) That the reports when prepared should be submitted for consideration at a further meeting to be arranged.
The Public Works Department, in accordance with the decision of the Conference, prepared a scheme for the reclamation of the area, submitted it to Cabinet, by whom it was approved, as were also the decisions reached by the Conference. The State Savings Bank duly entered into negotiations for the purchase of the 119 acres referred to.

The Lands Department, however, has continued to sell sand from the area which it was agreed should be acquired by the State Savings Bank Commissioners for housing purposes. A check made during July, which is a slack period of the year, showed that over 1,400 tons of sand per week were being removed. Although carters of sand are supposed to replace each load taken by an equivalent load of suitable filling, the huge sand pits which are in evidence afford sufficient proof that this stipulation has not been adhered to. This practice of stripping the sand from the 119 acres which the Government decided should be sold for housing will have the effect not only of requiring the deposit of much more filling in this area, but also will considerably increase the cost of the foundations of the houses to be erected. The State Savings Bank's Housing Department considers that the increase per house would be approximately £75, and as this raises the cost of the houses above the means of those most desiring housing accommodation, the Bank will not proceed with the purchase of the whole of the area, but is prepared to purchase a lesser area—about 50 acres—providing it is not stripped of the sand.

The action of the Lands Department in allowing the cartage of sand from this area, which has rendered it unsuitable or too costly for development as a working men's housing scheme on the lines so creditably commenced by the State Savings Bank, is consistent with the expressed opinions of the officers of the Lands Department that the whole area of Fisherman's Bend should be used for industrial development. This view has apparently been maintained by the Department, and measures have been adopted which will prevent the economical use of the area for housing purposes, notwithstanding the fact that a Conference of interested bodies, and subsequently the Cabinet, approved of a definite policy in accordance with the Commission's plans for the development of this area.

The Commission desires to draw the attention of the Government to the fact that nearly 200 houses have been erected and allotted to purchasers by the State Savings Bank. The Bank desired to extend its housing activities over approximately 150 acres, and thereby create an industrial garden suburb on the lines recommended by the Commission in its 1925 Report, in which 460 acres were suggested as sufficient for industrial development. Although the Lands Department has had the administration of this area for many years, no appreciable allocations have been made for factory sites.

It would, therefore, appear that while the demand for working men's homes exists and the State Savings Bank is prepared to develop the area, the Government should make the land set apart for housing available at a cost which would offset the damage caused by the carting of sand. That institution, which was given power by Parliament to assist the workers in securing homes, could then build houses at a cost comparable with those already erected, rather than allow the greater part of the area to remain unproductive, in the hope that in the dim future the whole of Fisherman's Bend will be required for industries.

Educational Sites.

Early in 1927 the Education Department communicated with the Commission with a view to a reservation of 10 acres being made in the residential area for secondary education purposes, in addition to reservations for elementary schools. The Commission's original plan incorporated sites for educational requirements and details of two suggested sites were supplied to the Education Department. The Department was invited to approach the Lands Department with a view to allocating the desired areas before any action is taken which would conflict with the general or detailed scheme.

Williamstown Rifle Range Lands.

The expansion westwards of the best residential portion of Williamstown is blocked by the Williamstown Rifle Ranges, which occupy 332 acres of land lying between Kororoit Creek-road and the beach. Its proximity to the developed residential areas is a source of danger and a nuisance to nearby residents. The land is close to the extensive railway workshops at Newport and other large industrial undertakings, and is practically the only land available at Williamstown where a housing scheme could be put into operation. The Commission recommended in its First Report that the Rifle Ranges should be transferred to a suitable location where it would not form a barrier to future metropolitan expansion, and that the present area occupied for this purpose should be thrown open for housing development. This recommendation is again submitted.
LAND SUBDIVISIONS.

The planning of sites for houses is a matter that has received insufficient attention in the past. The Local Government Act 1915 incorporates provisions which require the submission of plans of subdivision of land to local authorities for their approval and seal. The Act stipulates that plans shall show necessary particulars and levels and that the council shall refer the plans, &c., to their engineer or surveyor for report, collect fees, and pay them to the surveyor for services performed.

The Act also provides that the council shall not cause the plan to be sealed if it is not satisfied that the lands and streets can be sufficiently drained, and further, having regard to the scheme of subdivision, the council may refuse to seal the plan if in its opinion—

(a) any such new street road lane or passage will not be connected at each end with another street road lane or passage or the several corners at the junction or intersection of any such streets roads lanes and passages will not be sufficiently rounded off to facilitate the traffic where in the opinion of the council such rounding off is necessary;

(b) there is any reserve or any allotment on such land abutting on or continuous with or along any portion of the length of any street road lane or passage whatsoever;

(c) the intended position direction or termination of any such new street road lane or passage ought to be varied for the purpose of securing easier more direct or more convenient means of communication with any other street road lane or passage;

(d) the allotments into which such land is to be subdivided (or any of them) will be subject to inundation by floods and are not marked distinctly on such plan as being subject to inundation;

(e) for any sufficient reason so be stated by them in writing it is not in the public interest that the plan should be sealed.

The Local Government Act at present requires only those plans of subdivision to be referred to the council for its approval which include a new street or which contain allotments which will not have any means of drainage from the side or rear by means of a lane or passage, as well as a frontage to an existing street. Many subdivisions are made of lands fronting existing roads or streets, or portion of allotments are transferred, which do not receive the consent of the council. It frequently happens in such cases that no easements are provided which will enable the drainage from the transferred portion to be carried over the remainder of the allotment or vice versa. This results in bad sanitation, disputes, and unnecessary cost. The Commission considers that the Local Government Act should be amended so as to provide for the submission to the councils of all subdivisions of lands irrespective of whether a new street is included or not.

In the past the operation of the clauses of the Act which deal with the subdivision of land has been most unsatisfactory. Many cases can be cited where the surveyor or the engineer on whom the council relies for guidance in these matters was the surveyor who subdivided the land. Under the provisions of the Act, therefore, he is required to report upon his own subdivision.

It must be remembered that the greater part of the metropolitan street system as it exists is a result of the piecing together of innumerable independent subdivisions. The result of this is that the size, orientation, and drainage facilities of many allotments and the width, direction, and number of streets, are not such as would be contained in a modern well designed plan of the whole metropolis. Since the manner in which lands are subdivided determines the layout of the city on which huge sums are ultimately expended, it is of pressing importance that adequate supervision and control should be maintained.

The lack of satisfactory control of land subdivision in the past is evidenced by the present inadequacy of our street system in parts of the metropolis, entailing costly corrective measures such as the widening of old and the cutting of new streets, and the unnecessary amount of street space which is set apart in areas such as East Melbourne, Middle Park, and Essendon, involving high costs of road construction and maintenance.

In the chapters of this Report dealing with Communications and Urgent Works, is a statement of the minimum road and street requirements of this City. It is anomalous that while corrective measures are advocated which will cost large sums of money, no systematic effort is being made to prevent the commission of similar errors in the newer and outer suburban areas.
It is considered that the maintenance of adequate control and supervision over the subdivision of land is necessary to prevent or reduce to a minimum the expenditure which will otherwise be incurred.

In the future the subdivision of land should be carried out in accordance with a plan of general metropolitan development, prepared after due study and consideration of all the factors influencing the city's growth.

The uneconomical and unsatisfactory layout of many sections of the metropolis, wholly or partly due to the lack of adequate supervision in the past, can best be illustrated by the reproduction of small sections of the street system which appear on this page.

The disjointed streets and the numerous culs-de-sac and lanes shown on the previous page are a product of the piecemeal development of lands. They are an economic burden by reason of unnecessary street construction, unnecessary travel for many living in the area, and lesser property values in areas where these conditions exist. Many examples can be given where the length of streets is much in excess of that required to give access to the allotments included in the subdivision. In one small subdivision embracing only 10 acres of land which was recently submitted by a municipality, the Commission was able to reduce the length of streets by 650 feet. Such replanning not only lessens the amount that must be paid for future street construction, but also lessens the costs of other services such as water, sewerage, lighting, &c., which, though small individually, aggregate a considerable sum.

This Report includes plans of general development for Melbourne, and outlines the system of communications which it is considered is necessary for the proper circulation of traffic, a scheme of zoning, and a recreational system. These plans are sufficiently detailed to enable an immediate start to be made to regulate and control development on the lines laid down, and to ensure that the layout of new areas is in accordance therewith. It is considered that the Town Planning Authority which it is recommended should be created to administer a Town Planning Act as outlined in Part X., should be entrusted with the control and supervision of plans of subdivision. This legislation would ensure that all plans of subdivision before being sealed by the municipality would be approved by the Town Planning Board or Town Planner. The Town Planning Authority should have power to refuse approval of a plan for any of the reasons included in the Local Government Act or if—

(i) it conflicts with an approved town planning scheme for the area, or is so designed as to render impracticable or unnecessarily delay the accomplishment of any portion of the scheme.

(ii) any road or street is less than 50 feet wide;

(iii) the land therein comprised is intersected or bounded or partly bounded by a railway line, and there is no provision made for a road, street, or public reserve on the side or sides of the railway line adjacent to such land;

(iv) the site, or orientation of any building which could be erected on such land, would be undesirable.

(v) provision is not made for the dedication of a road or reserve on the side or sides of any existing river, creek, watercourse, or foreshore which is adjacent to or passes through any land included in the plan of subdivision;

(vi) provision is not made for any drainage reserves or drainage easements which may be necessary to enable the allotments or parcels of land and any new roads, streets, or rights-of-way to be sufficiently drained into a public drain, existing road, street, or stream into which the drainage from such land may lawfully be discharged, or if any of the land included in the subdivision is subject to inundation.
(vii) provision is not made for any easement required by any public authority for a public utility such as water, sewerage, gas, electricity, &c.;
(viii) the grade of any street is unnecessarily or undesirably steep;
(ix) the length of new street is in excess of that necessary to permit of an economical subdivision of land;
(x) any street is not connected at each end with a street not less than 50 feet wide, or any right-of-way does not at each end join a street not less than 50 feet wide.
(xi) any section is more than 600 feet in length without a cross street.
(xii) the streets cannot be economically continued through adjoining areas;
(xiii) the position, direction, or alignment of any street should be varied to give more direct or convenient connexion with other adjoining streets.
(xiv) the intersections of any streets are not so treated that the traffic in the centre of one street shall have at least a clear view of the traffic in all streets at least 60 feet before reaching the intersection of the centre lines of any streets.

During the past seven years, 4,617 plans of subdivision have been lodged in the Office of Titles for registration, representing an average of 660 per annum, which, under the legislation proposed, would be examined by the Town Planning Authority. The Commission suggests that the examination of these plans should be carried out at the cost of the subdivider in accordance with charges which could be framed under regulations made under the Town Planning Act. It is considered that approximately £1,500 per annum could be collected in this manner, and be credited to the costs of the administration of the Town Planning Department.

**Darling to Glen Waverley Area.**

An illustration of the advantages to be gained from the procedure recommended is presented by the recent subdivisional development in the vicinity of the new Darling to Glen Waverley Railway in the Shire of Mulgrave. The Minister of Railways requested this Commission to report on the future development of the area which would be served by this Railway, and a special report was issued in 1927. The report, which was presented to the Government and the municipalities, outlined a scheme of development, and was accompanied by plans and details of the legislation required.

Although no subsequent action was taken by the Government, the Municipality of Mulgrave adopted the Commission's scheme of development. It has since assiduously applied the meagre provisions of the Local Government Act to its approval of plans of subdivision, with the result that this area has been safeguarded from the undesirable conditions which must follow the unco-ordinated and wrongly-directed subdivision of land. This municipality forwarded all plans of subdivision within the region of the scheme of this Commission for report, with the result that many plans which did not conform to the scheme were completely remodelled to agree with it, and were also co-ordinated with neighbouring subdivisions.

As a result of this supervision by a town planning authority, and the existence of a definite plan of development for the area, 4½ miles of main street, most of which are not less than 84 feet wide, have been set aside for the future traffic needs of this area. In addition, 30 acres of park lands have been allocated free of cost to the ratepayers of this Shire. In this area 34 separate subdivisional plans have been submitted of 670 acres of land, all of which are in accordance with the major proposals made by the Commission. These results have been accomplished by co-operation between the Commission, the Municipality, and subdividers under the inadequate provisions of the Local Government Acts, and are a cause for much satisfaction, but voluntary co-operation in matters of land subdivision is very difficult to bring about.

Legislation, such as is suggested, is urgently necessary in the interests of proper development, especially in the outer suburban areas.

The extension of the system of control and compulsory reference of plans of subdivision to a central Town Planning Authority, will result in a wider application to all parts of the metropolitan area of the orderly development now being obtained in Mulgrave, and will avoid unnecessary expenditure on street widenings and reconstructional schemes in the future.

**Subdivisions in Other Areas.**

Many subdividers and owners of land in the past have viewed with suspicion the efforts to induce them to adopt town planning principles. In some instances subdivisions which are intended to be town planning layouts are fantastic, and do not comply with requirements from a general
Remodelled Subdivisions.

Scheme "A"—The original layout as approved by the Council.

Scheme "B"—The layout as amended to include main roads.
development standpoint; in other cases they are extremely wasteful, and not in the interests of the city, the future residents, or the owners. These "so-called" town planning schemes have retarded the general adoption by many owners of more scientific subdivision of land.

The readiness of some subdividers to adopt improved methods is evidenced by the success which has been obtained in the Glen Waverley area, showing that they are not adverse from a reasonable scheme of subdivision when definite proposals on a broad scale are placed before them. In many instances this Commission has been able to show owners how their subdivisions could be considerably improved by altering street directions, providing open space for recreation, and reducing the total length of roads, whilst making provision for an equal number of building allotments to those shown on the original plans.

Plans of subdivisions in the municipalities of Blackburn and Mitcham, Box Hill, Brighton, Broadmeadows, Brunswick, Camberwell, Doncaster and Templestowe, Hawthorn, Malvern, Northcote, Oakleigh, Port Melbourne, Prahran, Preston, and Werribee have been referred to this Commission for advice from time to time, and the results of negotiations with municipalities, owners and subdividers, have been particularly encouraging. As a consequence of this procedure considerable lengths of wide streets, and areas of parks and playgrounds, have been obtained which have considerably benefited the subdivisions concerned. Resumptions, street widenings, &c., in these areas, should, therefore, be unnecessary in the future.

As examples of the above, the plans on page 261 are submitted. Scheme "A" shows the layout which was surveyed and forwarded to the Council for approval and seal in accordance with the usual practice, and the sealing was duly authorized. Prior to the subdivision of this area, the Commission had given considerable attention to the problem of road transportation in the western suburbs, and had adopted a general scheme of thoroughfares. This scheme was not known to the subdividers nor to the Council at the time this particular subdivision of the area was approved by the Council. As the approved subdivision seriously affected the Commission's scheme, the subdividers were approached, and, although they had incurred the considerable costs of subdivision and had received the approval of the Council as required by existing law, so satisfied were they with the proposal that they agreed to replan the area in accordance with the Commission's general scheme.

Scheme "B" shows the amended subdivision, including two main roads, "The Highway" and "Broadway," each 84 feet in width. The general design of the subdivision is a marked advance on the old checker-board layout which was previously intended, and is an excellent example of the benefits to be gained by adequate control.

It should not, however, be necessary to amend plans on which large sums have been spent, and usually subdividers are loth to change their plans when expense has been entailed. Those who do are to be commended for their interest in the development of the metropolis on sound lines, and they are realizing that it pays them to do so.

THE BRIGHTON TOWN PLANNING SCHEME.

In 1925, the Brighton City Council decided to take steps to regulate the development of a large area of land in the East Ward of its City, so as to prevent an extension of the undesirable conditions which were being created by the separate subdivisions of small areas of land in the neighbourhood. The sketch inset shows an example of the layout which was resulting from practices previously employed. The Council invited competitive designs for a Town Planning Scheme for the whole of the undeveloped area as shown on the plan, Sheet No. 12. This area also included some lands which had been subdivided and the plans approved by the Council.

The Surveyor to this Commission submitted a design in the competition and the Commission was greatly pleased to learn that his design was selected by the assessors. The design was approved by the Council and subsequently forwarded to the Commission, whose approval was given, and the Council was congratulated on its enterprise and its efforts to guide the future development of its municipality. The winning design has been outlined on the plan, Sheet No. 12, which shows how well the internal arrangement of this
area, which was limited in scope by certain existing subdivisions, has dovetailed with the surrounding areas. In addition, provision has been made for main roads, reserves, business centres, &c., in satisfactory locations.

As stated on page 201 the Council and this Commission waited on the Minister of Public Instruction and requested that his Department should purchase the area planned for educational purposes. The request was favorably received and the area was subsequently purchased.

The Commission regrets, however, that this desirable scheme, which has met with the general approval of the authorities concerned, can only be carried out by the co-operation and agreement of the whole of the owners within the area treated. This enthusiastic attempt by the Brighton Council to obtain better conditions has, to a large extent, been nullified by the inadequacy of the existing legislation, which will not allow of the satisfactory execution of proposals such as this. This is a further illustration of the pressing need for improved legislation.

**Uniformity in Regulations.**

The Victorian Institute of Surveyors has drawn the attention of the Commission to the varying requirements of municipalities in regard to land subdivisions. The frequent amendment of by-laws and changing of officers who have different ideas on subdivisional matters, confuse those dealing with this matter.

The Commission's proposal that all subdivisions should be referred to a central authority would have the effect of overcoming the disabilities now suffered, and make the procedure uniform. The size of allotments, and the various uses to which the land would be devoted, would be governed by the Zoning Regulations outlined in Part IV. The main roads and parks would be in accordance with the Town Planning Scheme prepared for the area. The whole of this information would be available to interested subdividers, who would thus be informed of the town planning provisions in operation in the area, before commencing their subdivisions.
PART VIII

CIVIC ART AND AMENITIES
The Public Library, Art Gallery, and Museum.
THE LOCATION OF PROMINENT BUILDINGS.

The suitable location and grouping of prominent buildings are features of city planning which have received practically no consideration in this metropolis in the past. Every city must have a city hall, various administrative head-quarters, law courts, post offices, churches, &c. Buildings should, wherever possible, be in conformity with their surroundings, and the location should be appropriate. The Houses of Parliament and the law courts should be located in spacious grounds, and the administrative offices pertaining to them should be adjacent. The city hall and its administrative block should be centrally situated in a spacious city square.

The Houses of Parliament.  

The Treasury Building (State Government Offices).

The beneficial effect obtained from artistic treatment of important community centres cannot be lightly regarded. The edifices dedicated to a city's ceremonies, its art, and its administrative activities, if given proper setting, are definite expressions of community pride. It should be the aim of all city fathers to ensure that the city expresses itself worthy by the architecture and surroundings of its public buildings. There is constant change proceeding in the metropolis so far as the community buildings are concerned, and during recent years many public and semi-public buildings have been remodelled or new ones erected. As the city grows, the need for increased and new accommodation in public buildings will manifest itself. The Melbourne Town Hall, various Government offices, the Arbitration Court, and the National Gallery are examples where considerable sums of money have been expended recently. In some instances these buildings are worthy of more spacious and more suitable settings. If some plan for the correct location of such buildings were in existence, and the site of every new community building was seriously considered as part of such plan, the desired grouping would be obtained in the course of time.

Existing Conditions in this Metropolis.

In a metropolis which has developed so rapidly, it is only to be expected that many of the public buildings should be widely scattered, and some of them wrongly or unattractively located. Melbourne and its suburbs have many very fine public buildings and monuments, but in some instances they are not seen to advantage. Insufficient thought has been given to this important matter, as is shown by the rebuilding of the Melbourne Town Hall on its present inadequate and unsuitable site at the corner of Collins and Swanston streets after the disastrous fire a few years ago. Not only was there an opportunity to locate the new hall on one of several suitable and spacious sites elsewhere, but the Council has found it necessary since the reconstruction to acquire expensive buildings adjacent to the old site for administrative and other purposes. On the other hand, foresight and good judgment have been shown in the location of the National War Memorial.

The administrative buildings in the central area are situated in all parts of the city, the municipal offices being conjoined with the Town Hall, and the State Government Offices in Spring-street, Russell-street, Queen-street, Lonsdale-street, the Railway Buildings, the Exhibition Buildings, &c. The Commonwealth Government also has offices in various parts of the city, whilst other semi-Government Departments are housed in almost every street. The law courts are located in two separate groups. The Mint is in West Melbourne, and the Note Printing establishment is in Fitzroy.
Relationship to Town-planning Schemes.

In its planning of various areas, and in proposals for improvements and remodellings, the Commission has always incorporated sites for prominent buildings with vistas along the roads leading to them. Illustrations of these may be seen in the Fisherman's Bend Road scheme—see First Report and plan, Sheet No. 1, the business centres adjacent to the Darling to Glen Waverley Railway—see the special report and plans, Sheets Nos. 10 and 14, the Maidstone Replanning Scheme—see plan, page 252, and the many gyratory traffic centres planned throughout the metropolitan area. In addition, however, many opportunities for this type of development will present themselves when other important traffic junctions are improved. At these places, if all corners are treated in the manner shown in a variety of instances in the Commission's recommendations, well-located sites become available for prominent buildings, memorials, &c. The design of junctions should be such as to permit the erection of buildings of suitable architecture with the advantage of a commanding aspect. Such intersections as the St. Kilda Junction, Elsternwick Junction, Camberwell Junction, and Victoria and Elizabeth streets in the City, are places where treatment on the lines suggested would be most effective.

The Commission has given special consideration to several places in the central area where such improvements would be most valuable, and would, in two instances, materially assist the traffic flow by a re-arrangement of the street system which forms part of the general roads scheme. These proposals are dealt with more fully in the following pages.

Improvements in Eastern Hill Area—Suggested "Parliament Square."

In Spring-street, Melbourne, which is the eastern boundary of the City proper, are located the Houses of Parliament, the Treasury Buildings in which are housed the Executive Council and other Ministerial Departments, the large Hotel Windsor, the Princess Theatre, and other buildings which would be suitable for incorporation in a scheme of architectural treatment for this part of the City.

Melbourne Boys' High School—South Yarra.

The eastern approaches to Collins and Bourke streets form very unsatisfactory intersections at Spring-street, and in view of the fact that there is a large amount of open space on the eastern side of Spring-street through which these approach roads pass, the opportunity has been taken of propounding a scheme of remodelling for the whole area. The old High School, at the corner of Victoria-parade, is being superseded by modern new buildings on other sites, the new high school for boys having been completed at South Yarra.

The black hatchings on the plan on opposite page indicate the existing Houses of Parliament, St. Patrick's Cathedral and St. Peter's Church in Gisborne-street, the Metropolitan Fire Brigade also in Gisborne-street, the Governmental administrative offices in the area north of the Treasury Gardens, all of which, in conjunction with the buildings in Spring-street, and the site of the old and superseded High School, form a substantial nucleus for a scheme of grouping for prominent buildings in this elevated situation.
It will be seen that by re-locating the streets in this area and combining the several reserves, a considerable area admirably suited for the formation of a "Parliament Square" would be available.

The suggested treatment is shown on the plan on previous page. Evelyn-street and Carpentaria-place have been abolished, McArthur-street has been diverted, and the western end of Albert-street has been abandoned. A new scheme of roadways has been planned to harmonize with the park treatment and to supply greatly improved access to the east-west city streets. In order to facilitate traffic movements at the intersections of Lonsdale and Bourke streets with Spring-street, the corners have been rounded and a small central feature inserted. The sites of a few existing houses and other buildings of an inferior type fronting Victoria-parade have been included as a part of the scheme, but no substantial resumptions are involved excepting for the rounding of the corners referred to.
It is suggested that the principal building which might be erected in this setting should be in line with Lonsdale-street as shown on the plan, so that the vista along this street would be terminated by a building of suitable architecture, surrounded by open space so that it may be viewed from all angles. Between the suggested building and Parliament House, a square capable of accommodating a considerable assemblage can be formed. The completion of the northern wing of Parliament House would materially improve the scheme.

The sites, shown in white, would be available for other public buildings, while the whole of the western or Spring-street frontage could be utilized in due time for other prominent buildings of approved architecture.

The street arrangement is designed to overcome the unsatisfactory layout in this area and to abolish dangerous intersections. Traffic on the streets in the vicinity and through the area could be more easily controlled, and larger volumes accommodated with less congestion.

The suggested treatment would effectively link the Carlton Gardens with the Treasury and Fitzroy Gardens, the continuity of garden treatment being broken only by buildings of architectural importance.

The Commission is of the opinion that this scheme, if adopted, would greatly enhance the beauty of the City, would lend dignity to buildings and institutions erected in it, would improve the whole neighbourhood, and provide much safer and more satisfactory road facilities than now exist in this area. The aerial view published on page 209, shows the present conditions on the greater part of the area included in the proposed remodelling. It clearly illustrates how the gardens and parks could be made to form beautiful surroundings for buildings of suitable architectural character.

Haymarket Junction.

The Haymarket Junction is located on the northern boundary of the City proper where the Flemington and Sydney roads converge and discharge their traffic into the central business area via Elizabeth-street, Peel-street, and other less important thoroughfares. The Haymarket Junction is the most important northern entrance to the City. On page 32 the Commission gave details of the traffic census at this point, which showed that, except for St. Kilda-road, it was the busiest point outside the boundaries of the central business area. On page 32 a small diagram shows the converging streets and their respective widths, and on the same page a chart indicates the traffic volumes of the various streets.

This junction is located at one of the highest points in the central area, and invites treatment which will be in consonance with its importance as a busy traffic centre and its commanding location. The Commission has given much consideration to this junction and various schemes for its improvement, especially as a traffic distributing centre, have been studied. It is believed that the principal cause of the difficulty experienced at this junction is the existence of too much space, which leaves the choice of many inadequately defined routes to vehicular traffic. This is brought about because converging upon the junction area are three roads each 198 feet wide, one of 132 feet in width, and two streets 99 feet wide. The traffic flow chart shows that the traffic, which is fairly heavy, is approximately evenly distributed over the four main roads.

The Commission is of the opinion that this junction lends itself to a rotary regulation of traffic. So that this rotary regulation shall be of equal advantage to all of the major traffic routes, slight additional resumptions have been planned to overcome the existing unsymmetrical layout. The treatment suggested is shown on the sketch inset and it provides for a large island feature, the centre of which is axial to all the approach roads. The size of this island would be about 350 feet by 465 feet, whilst the extreme dimensions of the whole area would be 530 feet by 465 feet. This treatment would automatically regulate traffic in the same way as for all other gyratory centres recommended in this Report.

The comparatively large area of the island should obviate any considerable difficulty in the necessary rearrangement of the tram lines for which a minimum curve radius of 145 feet could be obtained. It is estimated that the cost of the property to be resumed would be £72,000, and that the resale value of frontages to this new "square" would yield £87,500.
The high and important location of this junction make it extremely suitable for the erection of prominent buildings on the sites shown hatched on the plan below.

As distinct from the more extensive proposal of covering the railway yards at Jolimont, which is dealt with later (see page 285), various proposals for a city square at Prince's Bridge have been submitted during recent years. Some prominence was given to this idea by the proposal of the Victorian Railways Commissioners to erect a tourist bureau over the Prince's Bridge Railway Station at the south-eastern corner of the intersection of Flinders and Swanston streets. That scheme, which had the approval of the Melbourne City Council, was to build over a section of the railway yards east of Prince's Bridge between Flinders-street and Batman-avenue so that the Department could erect a building with its western alignment 33 feet east of Prince's
Bridge. The Department claimed that the 46 feet proposed to be used for the bureau, in addition to the 33 feet referred to, was the maximum distance easterly it could go without serious alterations to the railway tracks and structures.

As soon as the scheme was made known, press publicity for a larger amount of open space than 33 feet was initiated and supported by various organizations. As a result, proposals for setting back the building line at alternative distances of 60, 80, 100, 120, and 230 feet, were investigated by the Railway Department. Finally, after a conference, a special expert committee was appointed to report the whole proposition. The Committee consisted of the Metropolitan Engineer of the Railway Department, the Surveyor to this Commission, the City Engineer and Deputy Town Clerk of the City of Melbourne. An exhaustive report was made by this Committee and issued on 30th August, 1928, in which the following summary of conclusions was given:

1. The provision of a City Square is desirable.
2. The proposed location bounded by Swanston-street, Flinders-street and Batman-avenue is unsuitable for a City Square.
3. The set back of 33 feet from the present eastern building line of Swanston-street, as proposed by the Railways Department and endorsed by the Melbourne City Council is satisfactory.
4. Buildings should be erected on the altered alignment, of a permanent character, architecturally in keeping with the surroundings.
5. Provision should be made when the time arrives for similar treatment to be given to the western building line.

The estimated cost of the 33 feet set-back which was recommended is £124,800, whilst the cost of a 60 feet set-back would be £337,000, and the 230 feet scheme would require £513,000 for structural expenditure alone. A square in this position could only be made attractive at still greater expenditure and having regard to these figures and the fact that the square would be of insufficient area to be of any utility value, the Commission considers that the proposal cannot be commended from a city planning point of view. The expenditure of such a sum of money as that proposed would substantially assist in providing a city square where it would be of much greater service.

The view published on page 215 shows the site adjacent to Prince’s Bridge and Flinders-street where it was urged that this square should be built over the railway yards. The neighbourhood is the busiest traffic centre in the metropolis, and on that account would be entirely unsuitable as a place of assembly on important occasions, as has been suggested. A set-back of 33 feet could be utilized to distinct advantage, however, because it would allow continuous safety zones to be erected alongside the tramway tracks between Flinders-street and Batman-avenue, on the lines recommended by the expert committee, and would provide 165 feet of space between buildings for a length of 350 feet.

The desire to preserve an open space opposite St. Paul’s Cathedral was one of the chief reasons for the advocacy of the more extensive set-backs. The heavy costs involved for such a consideration should be sufficient to warrant the rejection of the scheme. Some years ago the Commission urged upon the Railways Commissioners the desirability of preventing any buildings being erected over the railway yards opposite the Cathedral, of such height as to impair the view of the facade from the St. Kilda-road approach. The Railway Department’s reply stated that the wishes of the Commission would be kept in mind when any future railway construction works were undertaken.

It is considered that the comparatively low buildings, as suggested in the expert committee’s report, would preserve the view of St. Paul’s Cathedral, whilst the set-back recommended would improve the vicinity of the Cathedral. It is unfortunate that this building has insufficient grounds about it to allow of a more aesthetic setting.

THE NATIONAL WAR MEMORIAL.

The National War Memorial of Victoria, to be known as “The Shrine of Remembrance,” is in course of erection in the Government Domain on the Grange site off St. Kilda-road. The site selected is probably the most suitable one that could be found. It is sufficiently close to the city, yet it is surrounded by gardens away from the noise and activity of the central area. The
monument will rise to a height of 150 feet above the level of St. Kilda-road, and will thus be visible from the greater part of the metropolitan area and for a considerable distance down the Port Phillip Bay. It will be the largest war memorial in the Commonwealth of Australia and one of the largest in the world. It is to be completed in 1932.

National War Memorial of Victoria.

TREATMENT OF RIVER YARRA BANKS BETWEEN QUEEN’S AND SPENCER-STREET BRIDGES.

Since the closing of the wharfs between Queen’s Bridge and the new Batman (Spencer-street) Bridge, consequent upon the construction of the latter, the question of the treatment of this part of the Yarra and its banks has arisen. Under the *Spencer-street Bridge Act* 1927 these disused wharfs became vested in the Crown.

The Commission was invited by the Hon. the Minister of Public Works in September, 1929, to express its opinion on a scheme of treatment for the area proposed on the 4th September, 1929, by the Chief Engineer of his Department. In the main the Commission supported his Report. It is considered that the final scheme of treatment for this area should make provision for—

(a) Filling in of the old "swinging basin."

(b) Supplying such land as is necessary to permit the Railway Department to widen the railway viaduct.

(c) The reservation of roads between Batman and Queen’s Bridges, 99 feet wide, adjacent to existing property lines by absorbing the present roadways.

(d) Reserving 99 feet in alinement with King-street and William-street for future extensions of those streets to proposed bridges over the Yarra opposite those streets.

(e) The protection of the banks and the preservation of an alinement of the River to coincide with the width of the River beyond this area.

(f) The planting, and laying out for gardens, of the balance of the area between the roads referred to and the river banks.

Suggestions were made by the South Melbourne Council that an 80 feet road be constructed on the south bank, and the balance of the area be used for business purposes, but the Commission agreed with the Engineer of the Public Works Department that such use was most inadvisable.

After further negotiations, the Department has decided to invite tenders for leasing the wharfs as they stand, for periods up to 10 years, under certain conditions. The Commission urged upon the Hon. the Minister the inadvisability of granting leases on this area, and it not only regrets the contrary decision, but protests against such a long term as ten years being given serious consideration. It is hoped that a definite scheme for the future on the lines of this Report will be adopted and adhered to. A scheme on the lines shown on next page will encourage a higher type of development in this area, especially on the south bank of the River. There are no reserves of any kind within a reasonable distance of this shipping, industrial and commercial area, and some form of beautification such as tree-planting and lawns would add considerably to the amenities in the neighbourhood.
Under no circumstances should the banks of this River be alienated from public control. It is recommended that the Metropolitan Drainage and Rivers Act 1923 should be amended to provide for control by the Melbourne and Metropolitan Board of Works of the Yarra River to be extended westerly to the new Spencer-street (Batman) Bridge.

![Scheme of Treatment of Area between Queen's and Spencer-street (Batman) Bridges.](image)

**ARCHITECTURAL CONTROL.**

The illustrations in this Report are sufficient to show that from an architectural point of view Melbourne possesses many worthy buildings. In almost every street some of the buildings, no matter what their character, are pleasing to the eye, thus indicating that many citizens have a community conscience, which should be encouraged.

The architectural profession has tremendous influence in city adornment. During recent years the Royal Victorian Institute of Architects has done much to inculcate higher standards amongst the profession, and to educate public opinion. The Institute awards an annual medallion for the building judged by competent assessors as the most worthy addition to the City's architecture during the year. It has also been very active in the formation of an all-Australian architectural organization. This closer union of leading men of a profession which can do so much to enhance a city's amenities must have the happiest results.

Architectural control is also gradually being practised in other ways. In some areas, as a means of raising the standard of housing, and consequently the value of the land, the subdividers have stipulated that any buildings erected must conform to certain prescribed standards. Although the betterment of architecture may not always be the motive, a benefit is nevertheless conferred.

In other countries control is exercised in a variety of ways. There is a Fine Arts Commission in Washington, a City Art Commission in New York, an Art Jury in Philadelphia, and a Community Arts Association and a Board of Review in Santa Barbara. Throughout Germany the control generally takes the form of State police power to prevent anything in the nature of disfigurement. All Swedish towns must have a building board empowered to approve the architecture of proposed new or remodelled buildings, &c. Control is maintained by the cantons in Switzerland.

The Commission suggests that architectural control of all building development might be obtained by the appointment of an advisory Board of experts upon which the Royal Victorian Institute of Architects and the municipalities concerned should be represented. Such a Board could consider and recommend appropriate regulations for governing various forms of buildings and the type of architecture to be adopted in certain localities. It is certainly most desirable that a committee of experts should be appointed to approve of all public monuments and statuary.