DYNON-ROAD, NORTH MELBOURNE.

In order to acquire additional area for railway purposes, the Railways Commissioners have planned to close that part of Dynon-road from the North Melbourne Station to Lloyd-street.

Even under existing conditions Dynon-road is an extremely valuable and much-used road, inasmuch as it not only provides a good route—of which there are too few—from Footscray and other western suburbs to the City, but it also enables the passage of traffic between the eastern and western suburbs via Victoria-street without entering the city proper. The only connexion between Victoria-street and Dynon-road, if the railway plans were carried out, would be a devious route formed by the existing streets. The value of the road warrants its improvement rather than any treatment which would lessen its value. The position of the road and its importance in relation to connecting streets certainly warrants its improvement.

The Commission strongly recommends the improvement of Victoria-street and Dynon-road as a main traffic route and urges that the plans of the Railway Department be modified so as to admit of an improved connexion between Dynon-road and Victoria-street being constructed when the existing facilities are destroyed. The connexion should be planned to allow of the proposed future tramway along Victoria-street passing as close as possible to the North Melbourne Station, and thereby encouraging its use as a terminal in the west of the City for northern city passengers. Unless the opportunity which now offers is availed of one of the most valuable traffic routes of the metropolis will be lost and another barrier to road transport, such as is formed by the Jolimont yards, Princes's Bridge and Flinders-street Stations, the viaduct, and the expansive Spencer-street to North Melbourne systems, will be perpetuated, together with its colossal economic waste. Its provision in later years would then be economically impracticable.

The Commission considers that whenever it is found necessary for the Railway Department to destroy existing streets to provide for further railway expansion, a street system equal to that destroyed should be provided and the plans prepared to allow of additional streets and bridges being built when required without amendment to the railway system.

This proposal by the Railway Department is illustrative of the necessity for some central authority to co-ordinate plans of future development for the benefit of both the service concerned and the public generally, for it must be remembered that the ultimate cost of rectifying errors in railway construction as well as in the street system and accompanying services must be borne by the public.

NEW ROAD TO CONNECT DYNON-ROAD AND NEW FOOTSCRAY ROAD.

The Commission disapproves of the railway plans for the area between Dynon-road and the proposed new Footscray-road, inasmuch as they do not provide for any north-south roadway to connect these two important routes.

It is about 2 miles from the railway over Dudley-street to the Maribyrnong River, and the Commission considers that an overhead roadway connexion across the railway lands approximately midway between these two points is essential. Future harbour plans, which have been adopted, include 800 acres of docks on the north side of the river Yarra, and one public road only viz., the new Footscray-road, will be quite inadequate to serve the large area of docks in addition to the through traffic which is certain to use this route.

If the Railway Department's plan, which neglects this extremely important connexion, is carried out, the only outlets for the immense amount of traffic which the new Footscray-road will accommodate will be the Napier-street bridge in the west, and via Dudley-street or Flinders-street Extension in the east. Dudley-street has a bad grade, and is not entirely suitable for extensive traffic. The traffic census undertaken by the Commission showed that the intersection of Flinders-street Extension and Spencer-street was the most important traffic point on the city boundaries, excluding Prince's and Queen's Bridges. The diversion, unnecessarily, of any additional traffic to Flinders-street extension is to be deprecated. Without this proposed additional north-south connexion, the ultimate need for which is unquestionable, traffic from the northern suburbs to the docks would be forced to travel an unnecessary distance and would further congest the existing approaches to them.

Where such a large area of Crown land is being planned for railway work, the vehicular and other requirements of the general public should not be overlooked. A barrier to road transport such as would result if the Railway Department's plans were effected, would leave little hope of such desirable work being carried out in later years.
DEVELOPMENT OF FISHERMAN'S BEND.

RIVER, PORT AND HARBOUR PLANS.

The Commission regards the expansive undeveloped land enclosed within the area bounded by the Port Melbourne and Williamstown Railways as having a very important bearing on the future development of the metropolis inasmuch as the location of present and future industrial centres must be largely influenced by the access given to this area and the adjacent land on the opposite side of the Yarra.

It is somewhat notable that such a city as Melbourne has developed so remarkably and left this area of about 3,500 acres practically unoccupied, and, for the greater part, unplanned.

Port and Harbour necessities.—As the area is primarily the port and harbour centre of the State, it was necessary first thoroughly to investigate the plans providing for future shipping accommodation.

The Melbourne Harbour Trust Commissioners placed plans and proposals for future requirements before the Commission and rendered considerable assistance by supplying data from time to time. The Commission accompanied the Melbourne Harbour Trust Commissioners on inspections of the River and Port facilities, and proposals for the future requirements of the Port were outlined by the Trust.

It was shown that the Harbour Trust had planned for the anticipated requirements of the Port for a period of at least 50 years, by the gradual provision of additional docks and other berthage totalling 117,119 lineal feet. These plans involved the utilization of the whole of the River Yarra frontages from the proposed Spencer-street bridge to the Bay, the building of a series of docks on the north of the River and Coode Canal, the treatment of the Maribyrnong River as far as the Napier-street bridge, extensions at North Williamstown, and the provision of docks and piers in the Bay south of the existing main outfall sewer which crosses the Fisherman’s Bend lands from east to west in line with Craig-street, Spotswood. These facilities, together with the existing piers and docks, are shown on Map No. 5.

The Appleton Dock and the new Railway Pier at Port Melbourne, both of which are now in course of construction, are expected by the Trust to be adequate for the requirements of river and deep sea berthage for periods of 15 and 7 years respectively. Various other projects are also in hand, all of which are being carried out according to the adopted plan.

Docks preferred to Piers.—The Commission is in agreement with the opinion of the Harbour Trust that greater facilities for the more economical handling of cargoes can be provided by docks than by means of piers. The ease with which cargoes can be handled will add to the value of the Port as a shipping and industrial freight terminal.

Further expansion.—The Bay and Williamstown still offer very great possibilities for the further effective expansion of the Port should this become necessary after the scheme outlined is realized.

Melbourne Harbour Trust plans endorsed.—The plan of the Melbourne Harbour Trust Commissioners is considered quite satisfactory in the interests of the City and State, and the plans and maps in this Report incorporate practically all their general scheme for harbour improvement.

Description.—Fisherman’s Bend Lands.—The area not required for port and harbour development comprises about 900 acres of Crown lands situate between the old Williamstown (short) road and the river Yarra (and Coode Canal), and is only from two to three miles from the business area of the city.

There are two very small blocks of vacant freehold land in the centre of Fisherman’s Bend which require resumption. They comprise the only freehold in the whole area.

Except for golf links, rifle range, aerodrome, and several minor holdings, the tenures of all of which are short-term licences or leases, the whole area is unoccupied.

The land is from 7 to 10 feet above low water mark, with occasional ridges rising higher than 10 feet. The soil is sandy, similar to that of Port Melbourne and Albert Park.

The area ultimately will be almost surrounded by docks, and is, therefore, most suitable for the establishment of industries, warehouses, stores, and all things associated with water front activity.
Drainage and Levels.—Before this area could be utilized for a residential and industrial suburb as is proposed, considerable work would require to be done to raise the surface levels in some parts so as to allow of a proper drainage scheme being carried out.

Use of dredged silt, &c.—The Harbour Trust is constantly dredging its canals and docks and it is estimated that 2½ million barge yards of silt are dredged annually from them. Although silt will take many years to consolidate sufficiently for building upon, it is considered that it might be used on some or the portions which will be the last required. The excavation between the main sewer and the present beach will provide suitable filling for immediate use and this should be used to raise the levels of the area first required.

It is recommended that the Harbour Trust should reclaim and/or fill up the low-lying areas with suitable material, under arrangement with the Authority developing the land. This can be done best when the scheme is being considered in detail, prior to the commencement of the work. The greater part of the excavations for docks in the West Melbourne Swamp and Coode Island, and the docks at Port Melbourne, could be used for the raising of Fisherman’s Bend; and dredgings will thus be deposited where they cannot be carried back into the channels again. In this way the work could be economically effected. Detailed surveys would have to be made to enable the quantity of filling required to be ascertained and the drainage scheme to be designed.

After the work of improving this area or a portion of it, according to the demand, had been carried out, the improved portions could be used for the purposes shown on the plan and become a source of revenue. The revenue so derived could be expended in further improvement of the remaining area.

The Commission’s Scheme.—This large area of unoccupied land affords an unusual opportunity for planning a residential and industrial suburb according to modern methods, and the provision of new arteries to the city from close, but only partly developed suburbs.

The Commission has planned the area as shown on Map No. 5. The aim in the planning has been to design each part for the particular requirement for which its use is recommended, not only from a local stand point, but also to ensure that the area may be used in a manner to serve best the general interest and so that it may form a worthy part of a great metropolis.

ARTERIAL ROAD TO WESTERN SUBURBS.

The provision of an arterial road, two chains wide, westerly across this area to join with Bay View-avenue, Spotswood (see No. 7 on Map No. 3), would make a direct route to the city from the whole of that area west of the River Yarra. Bay View-avenue offers the best connexion between the Geelong-road and the Yarra, and is more capable of improvement and extension than any other route which could connect with Fisherman’s Bend lands. The position selected for this arterial road is such that the free movement of traffic would be greatly facilitated inasmuch as a road in closer proximity to docks and wharves would be continually subjected to cross, turning, and slow traffic. Other roads are planned for this class of local traffic.

The road will serve as a fine artery to the Fisherman’s Bend area, but its principal usefulness will be as the main through road connecting the Geelong-road and the western municipalities with the southern and eastern suburbs by a shorter route, which would obviate traffic between them entering the city business area.

This road would greatly assist the development of a large area eminently suitable for industries and workmen’s homes, but which, although within the four-mile radius from the city business area, is valued at little more than country lands because of its comparative inaccessibility.

Industries are bound to be established where land values are most inviting, especially close to the places whence they draw and to which they deliver their supplies. In the level area served by this road (and its tributaries west of the Yarra which the Commission’s later report will recommend) industries could be established which would be close to the docks, with direct railway connexions, and adjacent to the city business area, thus leaving nothing to be desired as regards location.

The value of the road as a connexion between industrial centres, separated by a shipping canal, will be increased when the lands of Fisherman’s Bend and adjoining areas have been developed according to the recommendations which follow.

Bridge over Yarra.—It is considered that the bridge required should be movable. The Commission has examined data regarding borings of the whole area, and the foundations at this point are the most favorable for a bridge, and underground services would not be endangered here as they would be at Craig-street, owing to the nature of the ground at that point.
WILLIAMSTOWN ROADS.

"Gas Works" Site.—The Harbour Trust is reclaiming an area of 197 acres in the bay which will be surrounded by deep water and will provide berthage for a number of vessels. It is intended that 81 acres in the central part of the reclaimed land shall be used for gas works or other approved industries. The remaining portion will be absorbed by the necessary reserves for railways, road, &c., essential for harbour working.

Three-chain Road.—A public road will surround the industrial section of this reclamation, and it is planned 3 chains wide from its connexion with the Port Melbourne to Melbourne highway at Graham-street to its most westerly point in the reclaimed area.

Tunnel under Yarra.—It is recommended that a tunnel or tunnels, to carry vehicular and tramway traffic, be built under the mouth of the river to connect Port Melbourne and Williamstown as shown by black dots on map No. 3. The tunnel would be about 70 chains in length, with grades of 1 in 25. Entrance could be made on the 3-chain road in the reclaimed area on the Port Melbourne side, with an exit at the intersection of Stevedore-street and Douglas-parade in Williamstown.

Williamstown-road.—This would, together with the Port Melbourne Highway, provide the most direct route from Williamstown to Melbourne, and would reduce the distance from 9½ to 5½ miles. The development of Williamstown and the adjacent areas is seriously retarded because of the difficulty of access and distance from the business area of the metropolis and this disability should be removed without delay. In view of the fact that the Harbour Trust is already engaged on the reclamation of the 197 acres above referred to, and expects to complete the work in about ten years, the Commission urges that the plans of the Harbour Trust be carried out in such a manner that the cost of construction of the tunnel may not be unduly increased. Considerable saving of cost might be made if the tunnel were commenced before the Harbour Trust’s works are carried too far.

Betterment Rate.—Property in Williamstown would be enormously enhanced in value as a result of the provision of this direct road, and if this be subjected to a betterment rate over a term of years the scheme would be a matter of present day practicability.

Existing Short Road.—The existing short road to Williamstown via Fisherman’s Bend is almost impassable and proposals have been advanced by those concerned for its reconstruction. This road does not conform with the proposed future plan, but as that part of the present road south of the outfall sewer line may not be abolished by the Harbour Trust for many years, it should be reconstructed now. By the time the land through which it passes is required for harbour purposes the proposed expenditure on reconstruction will be found to have been justified. The Commission strongly recommends that the reconstruction of that part of the road north of the outfall sewer should conform with the proposed plan of future development. The necessary deviation increases the length of the road by only 5 chains, and its construction according to the plan mentioned would assist the scheme of permanent development.

THE INDUSTRIAL AREA.

The area planned as an industrial zone, shown in yellow on Map No. 5, comprises 420 acres, and extends around the waterfront so that 220 acres of warehouses, &c., could have direct railway connexion. The sites which are shown as having direct railway connexion are only 8 to 12 chains from the waterfront. They are situated ideally for the handling and bulk storage of import and export cargo.

Railway Connexions.—Railway sidings could be provided approximately in positions as shown and in the manner most suitable to railway working and to serve the warehouses and factories. The railway skirting the deep sea docks could be connected with the Geelong line and the line running between Newport and Sunshine by a separate tunnel under the Yarra. The whole of the goods traffic to and from the north-east of the State and that of the Bendigo, Ballarat and Geelong lines could then be brought direct into this area without passing through Spencer-street station. This would keep the goods traffic away from the suburban electric railways and make the working of both systems much more efficient. (See Map No. 4).

Although 220 acres of the total area laid out as an industrial zone is planned with provision for direct railway transport facilities, the design admits of the reserves shown for railway purposes within the warehouse blocks being used as rights-of-way for road transport if rail connexion is not desired.
Lay-out.—The factory and warehouse sites are laid out in almost rectangular blocks, which leads to more economical warehouse construction, and the streets are designed 80 feet wide to allow lorries, &c., adequately to serve the area. This area should become the place for the sorting and storing of imported goods, and the place to prepare and classify goods for export. It will be central as regards the whole metropolis if the roads and railway facilities as shown are given to it. The establishment of industries and warehouses at a place so ideally situated and provided with modern facilities will lessen the number of times goods are handled and transported to sites scattered over the metropolis under the present system. The saving effected in this way would be considerable. Factories would choose the available space not required for stores, so as to be near their supplies and for the ease in which the manufactured products could be shipped or railed to any place.

The Residential and Shopping Area.

The housing problem in Port Melbourne is acute, as no more land is available for the expansion of that suburb unless some of the Crown land of Fisherman's Bend is used for the housing of the workmen who require homes near the harbour. In order to supply this need the Commission recommends that the portion coloured pink on Map No. 5 be gradually developed as a suburb of workmen's homes. The residential area has been located and laid out so as to fit in with the adjoining residential area of Port Melbourne and its existing street system. The area of the portion set apart for housing is 340 acres (including 80 acres of streets).

Street System.—The road planned westerly across Fisherman's Bend will make much land suitable for this type of home more accessible to the city and the industrial and harbour areas already described. The main streets, which are shown tree planted, and 100 feet wide will give direct routes to all quarters of the residential and shopping areas and provide the avenues for heavy traffic. These wide streets radiate from the proposed centre, where a site for a community hall is indicated. A hall in this position would give a pleasing vista along each radial road and relieve any monotony that practically level areas tend to produce. The minor streets will give easy access to the proposed tramway and the railway stations, and their position discourages their use for heavy through traffic, for which these streets are not designed.

2,600 Houses.—It is recommended that the allotments should be of an average area of 4,000 square feet. This would allow for the construction of 2,600 workmen's homes, on separate allotments.

As the industrial activities increase in this neighbourhood the need for houses will also increase, but the development of the section shown hatched would supply the needs of a few years, and the land is now practically ready for such use.

Rehousing South Melbourne People.—The opening up of these lands for this purpose would not only relieve the housing difficulties of Port Melbourne, but would assist in the rehousing of the population dispossessed as a result of the proposed improvements in South Melbourne, where so many people now exist in houses which are constantly subject to flood.

State Bank.—The Commission recommends that the services of the State Savings Bank Commissioners might be used to advise and co-operate in any housing scheme undertaken as proposed herein.

Land at Graham.—For some time negotiations have proceeded between the Government and the Port Melbourne Council in regard to an area of about 11 acres adjacent to the public school at Graham. This land is ready for the building of houses. The Commission has interfered with this area as little as possible, but it was found necessary to reserve a strip for the proposed new railway. It is therefore recommended that if finality be reached in these negotiations before the adoption of the proposals of this Commission, the portion excised for railway purposes should be reserved.

Land at Port Melbourne Station.—As a result of the planning for railway requirements near Port Melbourne station, an area of about 10 acres is available for building purposes, and the Commission recommends that this area be also subdivided for housing. This land would not be available, however, until after the new railway scheme was completed.

Business Area.—The business (shopping) area has been confined to the community centre and the main street leading from Graham-street. This is considered the most serviceable and convenient location for reservation exclusively for shopping and business, and would be adequate for the needs of the area. The sites for the hall and school building are shown in red; the latter is surrounded by playground space, and is close to the large recreation ground and park belt.
PORT MELBOURNE AND FISHERMAN'S BEND RAILWAYS.

Port Melbourne Line.—The Scheme submitted for a highway from Port Melbourne to Melbourne (page 35) will require the removal of the existing Port Melbourne railway to a more westerly location.

The development of Fisherman's Bend as proposed, including the connexions with the western municipalities and Williamstown, and the highway, are all interdependent, forming one comprehensive plan. The proposed location for the Port Melbourne railway as shown on Plan No. 4 has been selected as part of the complete scheme to supply the future needs of this area, from which considerable goods and passenger traffic would be drawn.

Level Crossings.—The Commission is strongly in favour of the abolition of level crossings whenever and wherever this is economically practicable. All the crossings on the existing Port Melbourne line, except the one at Montague-street, are on the level, and the extent of their obstruction to traffic, and their danger, will increase as the western development of Fisherman's Bend takes place. If the line were not removed, regrading would become essential.

Additional Lines Required.—As the port activity increases it will become necessary to construct additional tracks between Montague and Port Melbourne so as to separate the passenger and goods traffic and give freedom of movement to each.

Division of Expenditure. The heavy expenditure involved in these railway improvements which will eventually become necessary should not be spent in the present location. The railway necessities of the future add to the opportunity of obtaining the park highway and locating the railway where the passenger and goods traffic of the future will be better served.

This new line could be constructed before any interference with the existing line was necessary, thus obviating inconvenience to railway working. The line should be graded to allow the road traffic to pass under the railway.

Property Affected.—Its route is through Crown land for nearly the whole length, and from the south side of Ingles-street almost to the waterfront at the piers the land is unoccupied. Between the proposed Spencer-street bridge and Ingles-street nearly all the land passed through is Crown land leased for various periods. The lessees are, in the main, using the land for timber yards and other storage purposes. No buildings of a permanent nature would require demolition.

The property of the Anglo-Persian Oil Company and the Commonwealth Oil Refineries adjacent to Prince's Pier is affected, but the Commission considers that the lines planned through this area could be located without seriously interfering with existing tanks, &c.

Stations. —The two intermediate stations between the city and Port Melbourne, at the point shown, will be sufficient for the passenger traffic. The Port Melbourne station is shown in a new position not far from its present site.

Railways Round Fisherman's Bend Area. —Sufficient land has been reserved adjacent to the waterfront to allow of any anticipated railway marshalling which the area might necessitate by reason of its use for bulk stores, &c.

A branch line from the Port Melbourne line, extending along the south bank of the river, is located in practically the same position as shown by the Melbourne Harbour Trust Commissioners on their general plan. This line, when continued, will serve the future coal and other docks, and proposed warehouses, and if connected as planned would form a part of a continuous railway loop around the whole area.

The proposed connexion by tunnel easterly under the Yarra River from Newport would enable the goods from the Williamstown, Geelong and Western District, Ballarat, Bendigo, and all northern lines to be brought into this area without passing through Spencer-street. (See Map No. 4).

Railway connexion with the proposed deep sea docks can easily be provided by a branch line along the area reserved for this purpose.
RECREATION AND PARK PROVISIONS.

The design of the subdivision for this expansive area includes the liberal provision of about 142 acres of park area for recreation.

A continuous belt of park fringes the residential area on all sides except the eastern, where the streets are linked on to the existing housing area of Port Melbourne. When these park areas are planted they will effectively separate the residential from the industrial zone and serve the additional purpose of providing sufficient space for large playing fields. The park belt is increased in width on the western side to enclose an area of about 80 acres, which should be enough to supply all the future needs of the community in this and its adjoining neighbourhood. On the northern side of the residential area a reserve two chains wide is provided.

Two areas of about 3½ acres each are reserved in specially selected parts of the industrial area.

Ovals.—As the proposed new railway line to Port Melbourne would interfere with the existing Port Melbourne Football Ground, a larger area, including the greater part of the present oval, has been set aside for the same purpose. Another oval has been planned on the opposite outskirts of the residential area, approximately the same size, which will cater for the additional population within the new area.

Playgrounds.—Children's playgrounds of sufficient size are planned within convenient walking distance of all sections of the residential area, and are placed so as to improve the outlook from as many houses as possible.

MISCELLANEOUS.

Tramways.—The recommended and existing tram routes to serve the locality are shown on Map No. 4. Any street construction or future tramway development should have regard to this plan.

Reserved for Future Planning.—The area shown between the industrial area and the large park lands, comprising approximately 60 acres, has been reserved for future planning.

Schools and Education.—Two sites are reserved for educational institutions which are easily accessible from all parts of the residential area, in positions where the least traffic is anticipated.

Existing Conditions.—There are several current leases involved in this proposal which should only be renewed, after their expiry, as annual licences, until the lands are required for the purposes shown by the plans.

The factory of Felton, Grimwade Pty. Ltd., in Ingles-street, is partly in the area included in this scheme. It is not necessary that this property should be interfered with at present, but its area should not be extended.

GENERAL.

It is urged that no matter how gradual the development, which will in all cases be governed by circumstances, it should proceed in an orderly way according to the prearranged plan, and that leases should not be indiscriminately granted, as has been the case in recent years.

The Commission commends the foregoing recommendations in regard to the development of Fisherman's Bend with special enthusiasm, believing that it can be economically developed to become an asset of enormous value to the metropolis, instead of a stretch of practically useless land as at present.

FORESHORE, RIVER, SPORTS, AND OTHER RESERVES.

The Commission records its steadfast opposition to any foreshore or river bank alienation for private control or ownership. Wherever the foreshore is not required for harbour purposes it should be reserved for the community. Many cases exist where large areas of land bordering on the foreshore or the rivers have been subdivided without leaving the public the right of access. This practice should be disallowed and advantage taken whenever land is subdivided or new treatment proposed to enforce the provision of necessary reserve areas. In cases where alienation has already taken place legislation should be enacted to restore the foreshore or the river bank to the community.
On 3rd March, 1924 the following letter was despatched by the Commission to the Under Secretary for Lands—

... The Members of this Commission are unanimous in advising the Government to oppose any alienation of the foreshores from Crown control for any purpose whatsoever.

There can be no doubt that sooner or later the foreshores which have become alienated as private property will require to be again resumed for some public need. The question of rights then necessitates complete disarrangement of businesses and homes, and heavy compensation, and frequently legal costs, which could all be avoided if the policy of refusing any private title to foreshore lands was adhered to.

The width of foreshore to be exclusively reserved to the Crown depends on the circumstances, but the principle remains the same.

**FORESHORE AT WILLIAMSTOWN.**

There is an unsightly piece of foreshore between the Williamstown ferry and Mariner-street, North Williamstown. This portion of the foreshore is under the control of the Melbourne Harbour Trust Commissioners and is planned for docks, &c. The Commission recommends that the stretch of foreshore fronting The Strand be reclaimed and generally improved by the Harbour Trust.

**METROPOLITAN CRICKET GROUND.**

In the opinion of the Commission the provision of a road through Yarra Park (as recommended on page 25), and the proposed tramway, will greatly assist the transfer of large crowds to and from the Metropolitan Cricket Ground, in addition to being a very necessary route for through traffic.

The Commission conferred with the trustees of the Metropolitan Cricket Ground and the committee of the Melbourne Cricket Club in regard to the future of the ground. The trustees and committee expressed a desire to enlarge the ground to enable it to accommodate the very large crowds which sports attract on special occasions. The Commission agrees that at least one ground in the metropolis should be of sufficient size to accommodate the greatest number of people that would require to use the ground in the future, on any single occasion.

The enlargement would have to be elsewhere than on the south, so as not to interfere with the provision of the proposed roadway through Yarra Park.

**RICHMOND CRICKET GROUND.**

A portion of the Richmond Cricket Ground would be excised if Punt-road is widened as will be recommended, and the provision of the proposed road through Yarra Park between the ground and the railway line will obstruct the entrances to this oval.

These proposed improvements would necessitate a portion of the ground being remodelled. The Commission has consulted the Richmond Cricket Club, and agrees with their representations that the present size of both the arena and the accommodation for onlookers is inadequate.

When the alterations necessitated by roadway requirements are being carried out the Commission recommends that sufficient area be added to the ground on the northern and western sides to provide adequate accommodation for the crowds who patronize the ground.

**FOREST HILL—CITY OF PRAHRAN.**

The Commission desires to record that, owing to an announcement that the Government intended to subdivide the Crown land known as Forest Hill and sell housing allotments, a recommendation was forwarded to the Government in November, 1923, urging that the site should be permanently set aside as a reserve under the control of the Municipality of Prahran. The area was subsequently reserved for educational purposes, together with additional land contributed by the Prahran Council.

**WILLIAMSTOWN RIFLE RANGE—HOUSING.**

As the industrial development on the west of the Yarra advances, the need for homes in the most suitable areas adjacent will increase.

The rifle range reserve at Williamstown occupies an area of about 332 acres of desirable residential land, with a frontage to the beach and bordering the existing residential area.

It is recommended that the rifle range be transferred to a suitable area where it will not form a barrier to future metropolitan expansion, and that the present site should be made available or housing purposes instead of the intermittent use for which it is now reserved.
DEVELOPMENT OF OUTER SUBURBAN AREAS AND LAND SUBDIVISION.

The Commission has studied the development that is taking place in the outer suburbs and has examined statistics which show the proportion of subdivided allotments to those which are built on. These figures induce the opinion that the present system of insufficiently regulated development should not continue, and the Commission considers that the sooner this subdivision is properly supervised and regulated, the better it will be in the interests of the whole community.

Instances of Rate of Subdivision.—According to the accepted rate of increase in population, suburban land subdivision is taking place at a rate which far exceeds the needs of the community for many years to come.

Two instances might be cited as sufficient evidence of the trend of this development. In the municipality of Preston, where there have been many recent large subdivisions, there are at present 16,385 allotments laid out, of which only 3,587 are built on. The average number of new buildings erected in Preston per annum during the last three years has been 740, so that it would take seventeen years at this rate to absorb the existing vacant lots on this one municipality. The figures for the city of Caulfield, one of Melbourne's most popular suburban areas, show that there was a surplus of vacant allotments over houses of 4,573 in 1913, which increased to 5,855 in 1921, and is now 5,988, whilst the average number of buildings erected per annum in the last three years is 1,014. Similar figures may be quoted from any of the outer suburbs.

Results.—One of the results of subdividing above the needs of the community is that houses are erected gradually and slowly on these new estates, and are very scattered. In the majority of cases they front unmade and undrained streets. The houses are often built without regard to the permanent level of the street or before the permanent level has been fixed by the municipality.

Consequent upon this unregulated development a considerable length of services has to be provided as well as of streets to give access to these scattered houses. Taking for illustration the two municipalities previously mentioned, it is found that Caulfield, with 5,988 vacant allotments averaging (say) a minimum frontage of 50 feet, has at least 28 miles of street frontage to these allotments which, although unnecessary so far as the vacant lots are concerned, until houses are erected upon them, must be constructed, and certain services laid in order to give access and conveniences to the land upon which the scattered houses are erected. A similar condition has arisen in the case of the municipality of Preston, where there are at least 60 miles of streets on which vacant lots abut.

A conservative estimate for street construction, and the provision of necessary services is £15,000 per mile. This figure is for street construction and services only, and does not include the provision of transit facilities. A tramway requires an average population of 6,000 per route mile to put new construction on a payable basis. This population cannot be secured with scattered development. To justify the cost of construction of a tramway it is necessary that there should be a population of 6,000 per route mile within a convenient distance. If the population is so scattered such a service must remain unprovided. Motor buses might be used, but their provision in similar circumstances also involves excessive expenditure, because of the necessity for such length of roads and sufficiently strong construction. The economic loss to the community which must necessarily follow on expensive construction before there are sufficient houses to justify it, is very great. At the same time those houses which are built need convenience of access, drainage, water and other services. The community cannot afford to allow these wasteful methods to continue, and development should be induced to take place where the services are already provided or in areas into which they can be economically extended.

The Commission is strongly of the opinion that houses built in scattered positions, without water supply, drainage and sanitation, constitute a menace to the health of the community. There is need for immediate reform in this respect, and while it is regrettable that many people are living in houses not provided with the stated sanitary conveniences, it is desirable to arrest such haphazard development now rather than allow it to continue.

Restrictions in Different Countries.—The Commission has carefully studied the restrictions placed on subdivisions in various countries. In Victoria councils have power to enforce the construction of roads immediately after subdivision, but the power is seldom exercised. In some countries legislation provides that streets must be fully constructed and services laid before the land is built on, but the Commission is of the opinion that the effect of this would be unduly to restrict development. Legislation in New South Wales, Queensland, and South Australia provides that the subdivider may be required to fully construct roads before the land is sold or to furnish a satisfactory guarantee therefor. While this does tend to centralize development it does not always give the best results, because roads are sometimes constructed years before they are required. This method is wasteful because it entails a large capital expenditure by the municipality, which is frequently called upon to reconstruct the roads when they are eventually required. This
reconstruction is rendered necessary because, first, the surface of an unused road rapidly deteriorates, and secondly, the roads would frequently have to be torn up for the laying of services. There is also the probability that there would be a much lessened prospect of existing subdivisions being built on if future subdivisions had to be fully developed. The former generally constitute the lands closest to existing services.

The two co-related essentials for development are water supply and drainage. Houses are built frequently without the road being first constructed. Water, however, is an essential, and with water, provision must be made for drainage. Neither of these works deteriorate seriously.

Legislation Recommended.—The Commission therefore recommends that legislation be enacted to ensure that Municipal Councils, before sealing plans of new subdivisions, insist that—

(a) the streets be formed to the permanent levels, and
(b) a complete drainage system, including street channels, be installed,
such work to be carried out at the expense of the subdivider.

The Commission is considering the matter further with a view to making recommendations on the question of zoning, whereby areas will be defined in which different degrees of development are to be enforced.

SUPERVISION OF SUBDIVISIONS.

The powers now possessed by municipalities are insufficient and too indefinite to secure the best results in subdivisions. Consequently, insufficient regard is paid to access, grades of roads, amenities and proper co-ordination of subdivisions. Each area is now plotted without sufficient regard to adjoining unsubdivided areas, the effect frequently being that when these are cut up later, a proper lay-out cannot be obtained. This results in badly placed allotments and a very irregular and wrongly directed street system. Errors are being made to-day in the outer suburbs identical with the past errors made in the inner suburbs, which it would be very desirable, though extremely costly, to alter. The lesson of the past is not being learned. Before many years the outer suburbs of to-day will be densely built on, and any alterations then required will be just as economically difficult to obtain as they are now in suburbs like Richmond, Hawthorn, Prahran, and Brunswick. The necessary communications, &c., should be secured when the land is first subdivided, and the most successful way to accomplish satisfactory planning for the future is by supervision by some central body, clothed with wider powers than municipalities have at present, and which will be in a position to regard the subdivision from a metropolitan stand-point.

Tentative Plans.—Tentative plans of proposed lay-outs, where new streets are intended, together with details of contours and other particulars, should be supplied in all instances and receive the formal approval of the Council and a central Town Planning Authority before the subdivision is proceeded with.

Powers of Central Authority.—Such Town Planning Authority should have the power of general supervision over the subdivision of all land within the metropolis. All plans of subdivision should be examined by the authority, to which power should be given to enforce the co-ordination of minor streets, and the provision of a sufficient number of traffic streets as determined by a preconceived plan of the surrounding area, as well as the introduction of other matters relative to proper town planning. It should have power to direct that any data necessary to facilitate the proper examination of such plans should be supplied by the subdivider of the land. No plan of subdivision should be sealed by the Council without the previous approval of the Town Planning Authority.

Legislation to this effect is already in force in South Australia.

Fees.—Fees according to an approved scale should be payable to the Town Planning Authority for examination and approval of the plan.

Width of Roads.—The Central Authority should have power to order a wider road than 50 feet where required. Short residential roads might be reduced to 40 feet in width with the approval of the Central Authority provided that building lines were fixed at least 40 feet from the centre of the street, but the widths of other roads should be varied according to classification up to 132 feet. The land for anything up to 66 feet should be provided at the sole cost of the subdivider, but greater widths should be paid for by the authority concerned at the broadacre value of the road width in excess of 66 feet. The owner should be liable for street construction of a specified standard for roads up to 66 feet in width, but any excess either due to greater width or more elaborate construction should be paid for by the controlling authority. The Central Authority should also have the power to enforce the setting back of the alignment of vacant land fronting an existing road on payment of just compensation.
RESERVES.

Many municipalities have a very inadequate provision of public reserves. The Commission has under consideration plans for fixing a definite area of reserves for each municipality which should be based on the prospective future population and the position and extent of existing reserves rather than on the area of the municipality. The Commission is of opinion that immediate steps should be taken for the acquiring of reserves where vacant land is available and subdivision is contemplated.

ST. KILDA-ROAD.

Tramway.—The Melbourne and Metropolitan Tramways Board made application that portions of St. Kilda-road be set aside as tramway reserves to accommodate the electric trams which are to replace the existing cable lines. The three Municipal Councils administering parts of St. Kilda-road disagreed with the Tramways Board and with each other as to the position in the roadway which the tramway should occupy and also to the method of construction to be adopted. The dispute was therefore referred to the Minister of Public Works for a decision. The Minister sought the advice of this Commission on 6th January, 1925, and on 10th January the Chairman forwarded the following recommendation:

"In accordance with your verbal request to me some days ago I submitted the controversy to my Commission yesterday regarding the application made by the Melbourne and Metropolitan Tramways Board for the setting aside of portions of St. Kilda-road as a tramway reserve, and although prior consideration had been given to the general principle involved, the Commission earnestly deliberated on the problem presented by St. Kilda-road as a separate case. The Commission had been supplied, during the week, with the cases made out by the Melbourne City Council and the Melbourne and Metropolitan Tramways Board.

I am now able to advise you that the Commission has decided to recommend that the electric tram lines be 'parked' alongside the reserves and on the central roadway. A plan marked 'A' is attached showing the position recommended on the road cross section, and a further plan marked 'B' is forwarded which shows the Commission's suggestion for the treatment of the road where the tram lines converge to the centre of a narrower street.

The Commission favours the heavy traffic being confined to the side roads and the light traffic in the central roadway. The selected position for the poles is between the trees with suspended brackets for conveying the current wires, thus doing away with centre poles and span wires."

Plans illustrating the above are reproduced herewith.

The reasons which influenced the Commission to make the recommendation are as follow:

(i) Traffic checks have proved that the greater part of the traffic of St. Kilda-road uses the Prince's-bridge approach. The effective roadway of Prince's-bridge is only 63 feet, whereas the effective road space of St. Kilda-road is 123 feet. Owing to some of the traffic leaving St. Kilda-road as soon as it crosses the bridge and at various points further on, this road is required to accommodate much less traffic than the bridge, though it is so much wider. It has been ascertained that 86 per cent. of the traffic of "peak" hours going south from the intersection of Flinders and Swanston streets turns east before St. Kilda junction is reached; 27 per cent. of this turns into Batman and Alexandra avenues without using St. Kilda-road at all. Therefore St. Kilda-road has 100 per cent. more road space than Prince's-bridge to accommodate 23 per cent. less traffic, at any part.

(ii) The great bulk of the people who use the mass transportation systems of tramways and buses are as much entitled to the exclusive use of a reasonable amount of the road space as are the privately owned motor cars, &c. The tramway lines would, if "parked," occupy 19 per cent. of the available roadway (excluding reserves and footpaths), leaving 81 per cent. for other vehicles which convey a much smaller proportion of the travelling public.

A recent check of motors and taxis passing over Prince's-Bridge showed that the average number of persons per car was 1.8. Using this figure in conjunction with the traffic census figures, we find that 2,113 trams on St. Kilda-road carried 49,133 passengers, whilst 8,667 motor cars conveyed 15,590 passengers. Sixty feet of St. Kilda-road is set apart for the use of 15,590 people in motors, while 49,133 people in trams have only the partial use of 20 feet of the road width.
(iii) The fact that traffic increases at a greater rate than population, and that it is necessary to provide for future requirements, is equally true in respect of both tram cars and other vehicles. The hours of "peak" vehicular and motor traffic are also the hours of heaviest tramway service, and as the population increases a greater number of tram cars becomes essential. It is the Commission's opinion that the tramway along St. Kilda-road would be so frequently used by tram cars as to prohibit its use for other traffic. Therefore if trams were "parked," the road space available to other traffic would not be decreased.

(iv) The Commission considers that the existing segregation of traffic on St. Kilda-road is wrong. At each end of the road the line of fast motor traffic is required to cross the line of slow and heavy vehicles in order to approach the kerb. This crossing of two streams of traffic, neither of which is fixed in line, increases the risk of accidents. The fast and light traffic should be restricted to the centre roadway, and the slow and heavy vehicles (including buses which pick up passengers at the kerbs) should continue nearest the footpaths, as is done in all other streets.

(v) By placing the tram lines on the sides of the central road there would not be the loss of space occasioned by central lines and poles. The diagram of Prince's bridge traffic—see Plate No. 12—indicates that St. Kilda-road is subject to severe "peak" loading: it is essential to provide the maximum road space for this traffic. The Commission considers that during specified busy hours the whole of the central roadway could be made available to one-way traffic. The light and heavy traffic proceeding in the opposite direction to the "peak" traffic could all be transferred to the one outer road, as both these streams of traffic would be at their minimum. With trams in the centre of the road the available road space is cut in half, as the tracks or poles make a distinct division for inward and outward traffic, one of which is five times the volume of the other at "peak" hours. Thus the whole "peak" traffic must confine itself to one side of the road: the tram line would be unavailable because of the frequency of the service.

If the whole central roadway is left for "peak" traffic, the placing of the trams at the sides and "parked" would actually permit of 50 per cent. more roadway being available than central lines and poles allow.

(vi) With trams on the side of the centre road a convergence of the tram tracks is caused at each end of the road where they assume a central position on a narrower roadway, as shown on the plan. This would necessitate the light traffic crossing one tram line where the lines converge. The Commission considers this to be much less dangerous than the present system, which compels the stream of light traffic to cross the stream of heavy traffic in order to gain the outer road.

The layout of the converging tram lines recommended to the Minister is shown on the plan. The lines of traffic and direction of travel are indicated by arrows.

It is considered that immediately after converging, the trams should travel between safety zones of sufficient length (about 300 feet) to accommodate the greatest number of trams which would cross over the intersection of St. Kilda-road, Alexandra-avenue, and Sturt-street at any one time. The light traffic could then pass over the tram line and assume the same order as is maintained when crossing Prince's-bridge. This would tend to prevent undue cross movement at the bridge-head and reduce the work of traffic regulation to a minimum. The proposed safety zones would provide a loading platform for tram passengers on the south side of the river, and would permit of the parking of five trams to cater for "peak" periods and crowds which assemble on days of river carnivals.

(vii) With trams on the sides of the road the reserves can be used as safety zones for passengers waiting for or alighting from trams, thus reducing the risk of accidents.

(viii) The Commission regards the beauty of St. Kilda-road as of great importance, and would not countenance anything that would destroy it. By the erection of the poles between the trees as proposed they would be practically screened from view and the beautiful vista along the road would be preserved, instead of being marred by centre poles or span wires. The tram track could be gravelled in preference to being allowed to remain in open ballast.
(ix) Poles in the centre of a roadway are dangerous. Their position between the trees in the reserves eliminates the danger.

(x) A separate “parked” track means increased safety, additional speed, smoother and less noisy running, and the minimum of construction and maintenance cost.

(xi) The road as planned by the Commission would provide additional space for traffic, and be more aesthetic. A minor but additional advantage is that on occasions of processions or ceremonial entrances to the city the unobstructed road—39 feet wide between trams and plantations—would be greatly appreciated, and extremely desirable.

(xii) Although the position of trams in this road must be governed by the present arrangement of road, which makes the problem purely local, there are numerous precedents in other cities of tramways being constructed on the sides of plantations in wide roads.

(xiii) It has been asserted that the “parking” of the trams would mean added cost of traffic supervision. The Commission considers that the time is not far distant when the normal growth of traffic at each of the main connexions with St. Kilda-road will be such as to require additional regulation, and that the location of the trams as recommended would not necessitate any further supervision.

(xiv) The Commission is opposed to the tram track, if laid on the side of the road, being available for other traffic, as such use would be a source of increased danger.

(xv) It is not considered that the “parking” of the trams would interfere with the vision of the driver of the tram, but rather that it would improve the view, as only one side of the tram as well as the front would require to be watched. The St. Kilda-road traffic would have the right of way, and all traffic crossing in and out of the road would only do so at authorized places where the tram also would be under traffic regulation.

ZONING AS RESIDENTIAL.

Although St. Kilda-road has residential buildings in harmony with the beauty of this boulevard for the greater part of its length, short sections of it are fronted with buildings of a type which should not be permitted. They depreciate the road, which has become world famous.

It is recommended that business premises should be excluded from this road, and that no new buildings which will be out of harmony with the beauty of this approach to the city should be permitted. The extension of existing industrial buildings should not be permitted, so that the cost of the ultimate resumption of these buildings, which the Commission considers inevitable, may be minimized.

When the South Melbourne Council permitted a new factory to be constructed on this road recently, the Commission made representations to the council opposing its further disfigurement. The council would not agree with the request of the Commission, and the following letter was then addressed to that body on 30th July, 1924:

"In the opinion of the members of this Commission all 3-chain roads should be residential in character, and as the land fronting such roads is generally more valuable for residential purposes, it follows that superior properties are erected on them when disfigurement has not been permitted. The beauty of very wide roads can only be preserved by garden treatment or superior residences.

Where buildings have been unrestricted the change can be brought about in the process of time without trespass on prevailing rights.

St. Kilda-road is one of Melbourne’s proudest possessions, and forms the southern gateway to the city.

The Commission’s aim is to achieve a harmony of aesthetic treatment for 3-chain roadways, and especially in regard to St. Kilda-road. The erection of the National War Memorial, the remodelling of the Crown lands of South Melbourne, and the completed development this Commission contemplates along the Yarra and to Port Melbourne will all demand that St. Kilda-road highway be in keeping with its surroundings.

Therefore, I am to urge that the road be classed as residential so that no new factories or business buildings will be allowed."

The South Melbourne Council has again this year been requested to preserve the frontage of this road for residences.

St. Kilda-road is controlled by three municipalities, and is an excellent example of the mischief of divided control over a road of such importance. A Greater Melbourne Council should control all such roads.
PROPOSED METROPOLITAN AUTHORITY.

The provision of means for carrying out and financing schemes for metropolitan development presents considerable difficulty, so many different proposals having been made in regard to the creation of some body or authority to carry out such works. These have all failed to become law, and it would appear that a solution universally acceptable is not likely to be found. The Commission considers that a reasonably effective plan of action should be at once given the force of law, which can be improved upon and built up from time to time.

The creation of such a body as a Greater Melbourne Council presents many and varied difficulties, and will take a considerable time to effect. Any attempt to accomplish this beforehand will delay the building of urgently necessary bridges and other developmental works which are required as soon as possible.

Greater Melbourne Council—Extension of Powers of this Commission.—A municipal body representative of the whole metropolis should be constituted to carry out all matters common to the ratepayers of the metropolis and the recommendations made in this Report but in view of the difficulties and time involved in framing a measure to create a Greater Melbourne Council and to bring the legislation into effect, it is recommended that pending the creation of such a body, an act be passed forthwith clothing this Commission with the necessary powers to carry out such schemes and works as may be approved by the Governor-in-Council. This Commission has carefully studied development from a metropolitan stand-point in a manner that has not hitherto been attempted, and with facilities that have not been available previously, and, it is suggested, has the knowledge and experience essential to the proper accomplishment of the various proposals recommended.

Rating Power.—The Commission would need to be given the power of assessing the cost of the works within the limits suggested later upon the various municipalities and of otherwise providing for the necessary expenditure by betterment rating and other means. (See page 61.)

Staff.—The Commission would not need itself to employ an extensive staff, but could arrange for the work to be done with the assistance of public and municipal officers and private professional men. The works could be carried out by contract or by existing public bodies as the necessity in each case seemed to demand. It would not be necessary to organize an extensive technical staff to prepare and carry out the works, if some such system as that suggested were adopted.

Co-operation with Municipalities.—It is intended that existing municipalities as at present constituted should continue to attend to all local matters and carry out works which do not affect other councils. There should be mutual co-operation between the central authority and the councils, and the central body should report to and advise municipalities on all matters referred to it. Necessary data and statistics should be made available by the municipalities to the central authority as required to enable it to carry out its work.

Land Resumption.—Power to resume land or to require existing authorities to do so and power to develop such land and sell any surplus will also be necessary, as well as other ancillary powers.

Area.—The area of control of the Commission should be, roughly, that within the 13 miles of the Melbourne G.P.O., with a provision for the addition by the Governor in Council of any territory which may appear desirable from time to time.

First Works.

It is recommended that the first works to be entrusted to the Commission should be:

(i) Spencer-street bridge and approaches, the construction of which has already been approved.
(ii) Swan-street to Alexandra-avenue bridge.
(iii) Other bridges as they may be approved.
(iv) The following street-widening proposals—
   (a) Bridge-road, Richmond.
   (b) Victoria-street, Richmond.
   (c) Barker's-road and High-street, Kew.
   (d) High-street, St. Kilda.
   (e) Wellington-street, St. Kilda.
   (f) Mount Alexander-road.
   (g) Point Nepean-road.
(v) Miller-street and Yarra Bank-road to proposed Swan-street bridge.
(vi) Proposed road through Yarra Park to Punt-road.
(vii) Proposed new Footscray-road.
(viii) New east-west road on south bank of the river Yarra, including its connexion with Alexandra-avenue and the proposed Swan-street bridge.
(ix) Planning and development of Fisherman's Bend lands, including the proposed new main roads connecting that area with the city.
(x) Re-planning and development of the Crown lands on the south side of the Yarra in the municipality of South Melbourne.
(xi) The defining of present and future arterial roads in the outer suburbs; the fixing of building lines thereon and the enforcing of the inclusion of adopted new arteries in plans of subdivision.

**ESTIMATED COSTS—URGENT WORKS ONLY.**

*As recommended on pages 58 and 59.*

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**FINANCING OF METROPOLITAN IMPROVEMENTS.**

The foregoing statement shows the estimated cost of the several urgent works which the Commission and other bodies have recommended. Additional estimates of cost of works are given in the Costs Appendix.

The whole of the works recommended in this Report are metropolitan in character, and in many instances of State concern.

The Commission considers that it would be extremely difficult to obtain agreement among contributing bodies if the cost of each separate scheme was assessed in respect of its potential value to each of those bodies. Satisfactory progress could not be expected. The proposed allocation of the cost of the construction of the Spencer-street bridge affords a typical example of the difficulties associated with any effort to allocate costs strictly in accordance with the advantages to be derived by individual municipalities. Whilst this proposed bridge would be of unequal benefit to the municipalities and other bodies, there are numerous proposed metropolitan undertakings, comparatively evenly distributed throughout the metropolis, which would largely balance any benefits and costs by a pooling of interests on an annual valuation basis.

Metropolitan Fund.—The Commission recommends the establishment of a metropolitan fund for all works to be undertaken by the proposed Commission or Greater Melbourne Council, to which all municipalities shall contribute on a basis proportional to their annual value. Supplementary contributions should be made by the State and municipal and other undertakings under State control, and the revenue should be further assisted by means of betterment rating, as stated hereunder.
State Contribution.—Most of the Governmental activities which exist for the benefit of the country as distinguished from the city are necessarily and rightly situate in the capital. As Melbourne and its suburbs contain, by reason of being the centre of the State's Government, many reservations of property, buildings, dépôts, services, &c., the State enjoys all the advantages of metropolitan development towards which the Government pays no rates to municipalities, makes no contribution for roads within the metropolitan area, and contributes only spasmodically and in small amounts to the costs of construction and maintenance of works some of which are entirely necessitated by the presence of these State activities.

Several instances of this may be quoted to substantiate this contention.

A large proportion of the railway property in the metropolitan area is devoted almost entirely to country requirements—roads and services have to be provided to and around these large areas towards which no contribution is made by the State or the Railways Commissioners.

No municipal rates, or costs of road construction, are paid on Government property, their portion of the cost of municipal services being a charge on the ratepayers. (In this connexion the example of New South Wales may be mentioned, where certain rates are paid in respect of occupied Government land, including railway land, but exempting hospitals, universities, &c.)

Much traffic on the roads of the metropolis is transporting country goods, but no revenue accrues towards road maintenance from this source. On the other hand the ratepayers and taxpayers of the metropolis substantially contribute, directly and indirectly, towards country roads.

The Commission is assured that the electrification of the metropolitan railways has already returned very large profits to that branch of the Railway Department, and that these profits are being absorbed in the general revenue of the Department, which includes the maintenance of unprofitable country lines.

The free provision of water and sewerage to all Government buildings and undertakings, including the Railway Department, represents a very large sum of money, which is left for transfer to the accounts of all metropolitan ratepayers.

The payments by the Harbour Trust to Consolidated Revenue of one-fifth of their gross receipts represents a large annual sum. In 1924 the payment was £110,382, in addition to which the handling, &c., of Government goods free of the customary charges has relieved the State (and Railway Commissioners) of £27,369 for the same year.

Monies received from the sale of lands by municipalities owing to the non-payment of rates amount to many thousands of pounds, the net proceeds of which, after payment of rates, have been and are still being paid into Consolidated Revenue.

The total of these direct and indirect contributions by the metropolis to the State represents a very large sum, and whilst the Commission considers metropolitan development is, in the main, a proper charge on the metropolitan ratepayers, members are of the opinion that it is eminently fair and reasonable that the State, if it retains all the advantages previously mentioned, should make a substantial annual contribution to metropolitan municipal undertakings.

Increased State taxation as the medium for this contribution is undesirable, and would doubtless be widely resented. Therefore a means appropriate to the circumstances is favoured which, it is contended, will provide a considerable and recurring fund, and make available land for future essential development without serious effect upon the State revenue.

It is therefore recommended that:—

(a) The State hand over to the proposed Commission or metropolitan authority the future revenue from the following Crown lands in the metropolitan area together with all subsequent funds associated therewith:—

(i) All Fisherman's Bend lands.
(ii) All leasehold land on the south side of the river Yarra in the municipality of South Melbourne.

(b) All other Crown lands in the metropolitan area at present available, or that may become available later, be used in such manner as shall be found most desirable in the interests of the metropolis.

(c) All Government property not at present rateable be made subject to rates, in the same manner as private property.

(d) All monies henceforth paid into the Consolidated Revenue from municipalities under the Municipal Rates Recovery Act be appropriated to the proposed Commission.
The selection of the revenue of the Crown lands as one of the principal means of obtaining a State contribution is influenced by the fact that the needs of this great city were necessarily not appreciated by Governments in the past, and many defects have resulted in very considerable expense to the ratepayers, owing to the necessity for the correction of past errors. A number of the recommendations of the Commission have such an important bearing on the Crown lands, that it is extremely desirable that the body which is to conduct future development should have freedom of action in moulding these areas according to a well considered plan. As a compensation to metropolitan ratepayers for the various defects which have been handed down to them by earlier administrations, it is considered that the use of the Crown lands and their proceeds for improvement and developmental purposes cannot be regarded otherwise than as appropriate and reasonable.

Metropolitan Contribution.—The proposal to transfer to a Commission various larger problems and works, which municipalities are now struggling to finance, would afford considerable relief to them. The Commission therefore recommends that power be given to make a rate over the whole metropolis upon all lands according to the annual rateable value. In no circumstances should the rate exceed 3d. in the £1 on the annual rateable value or its equivalent in cases where municipalities are rating their areas on the unimproved land values principle.

This authority to levy a general rate with a specified maximum over the whole metropolis should not involve the creation of an additional collecting agency. The collection of such rates as may be imposed could be made by the municipalities at the same time as its own local rate, using the same rate notices, to which would be added an extra line specifying the metropolitan rate and its amount. This is quite practicable, and would involve no expense of collection beyond that already incurred, as such rate would be struck upon the municipal valuation current from time to time.

This method has been adopted in connexion with the Sydney Harbour Bridge.

Individual Contributions.—(a) Wherever property has been increased in value consequent upon public expenditure for the improvement and development of the metropolis by any of the schemes recommended herein, the Commission is of the opinion that the property-owners affected should be compelled to pay a proportion of the increment towards the cost of the scheme by means of a betterment rate struck, where necessary, over a period of years.

The charging of such rate should be on a similar basis to that laid down in the Housing and Reclamation Act 1920. The scheme of betterment rating followed in this Act is mainly that in force in England, and provides that the land likely to be enhanced in value by improvement works to be constructed in the neighbourhood shall be shown on a map indicating the area and degree of benefit.

Valuations are made of this land before the construction of works showing the present value and the estimated value after the improvement. These valuations are open to inspection, and are subject to appeal as to whether the land should be assessed at all or at a lower sum.

Fifty per cent. of the enhanced value of the property due to the improvement is the amount payable towards the cost of the work, and is payable in one sum or over a period of ten years, at the option of the ratepayer.

(b) The Melbourne and Metropolitan Tramways Board, the Railway Commissioners, the Melbourne Harbour Trust Commissioners, and any other similar organizations, should be required to join in the financing of works which are of benefit to their undertakings or which are necessary to remove obstructions created by their works.

Miscellaneous.—It is also recommended that the proceeds from the sale of surplus land compulsorily acquired in connexion with any of the proposed improvements should be retained by the Commission.

Loans.—The Commission considers that the capital cost of works in the first instance should be defrayed out of loans the repayment or renewal of which should be spread over a long term of years, varying according to the durable life of the particular work and on the principle that the work should be paid for as far as capital is concerned by the time it is worn out.

Power would need to be given to the proposed Commission to borrow money to defray the capital cost of such works. A maximum borrowing power should be specified which should not be less than £2,000,000.

The estimated total outlay for the urgent works specified in the statement is £1,969,800, which may be separated into two main headings, namely:

Cost of works, resumptions, compensation, &c... £1,436,400
Cost of road construction... 533,400
Assuming that the road construction specified would require to be renewed in, say, 25 years, a loan or loans covering that period is necessary for an amount of, say, £550,000. The other works are semi-permanent and permanent improvements; and loans, the repayment of which should be spread over a period of 60 years or more, are recommended for this outlay, which might be stated to be £1,450,000.

As a safe margin at present-day rates it is considered that an annual amount of £123,750 would provide adequate sinking fund and interest to repay the two loans mentioned, made up of £44,000 per annum for the £550,000 loan for 25 years and £79,750 for the £1,450,000 loan of 60 years. Somewhat better terms would no doubt be obtained by the authorized body when arrangements were in definite shape, and in the first instance the loans could be for shorter terms with the intention of renewal from time to time.

Taking into account the 26 municipalities now contributing to the cost of this Commission, and adding the whole of the town of Mordialloc, and half only of each of the following—Werribee, Braybrook, Keilor, Broadmeadows, Doncaster, Mulgrave, Whittlesea—which may also be regarded as metropolitan for the purposes of future development, a rate of 2d. in the £1 (or its equivalent) on 1925 valuations would yield £123,000.

This amount of rate would not be necessary, however, because other sources of revenue as already indicated, should be available to reduce the metropolitan rate.

When certain schemes have been completed, the revenue received from land resales, in addition to betterment rates, could be transferred to the Metropolitan Fund and devoted to future metropolitan improvement.

The payment of the Melbourne and Metropolitan Tramways Board to Consolidated Revenue in the year ended June, 1924, was £92,998. The similar payment by the Harbour Trust in 1924 was £140,382, to which should be added £27,369, being the amount of value of the relief from payments of rates on Government goods. These amounts are increasing annually.

Without reflecting on the merits of these appropriations by the Government, the Commission suggests, as an illustration only, that if these undertakings were required to pay only half of these amounts to a Metropolitan Fund annually, as the Government's contribution (which might be regarded as the share by these bodies also), there would be no necessity for any payment from municipalities or other sources to meet the interest charges and sinking fund on the loan amounting to £2,000,000, which it is estimated would construct so many urgent works.

With the limited time and funds at the Commission's disposal, it has not been possible to calculate the money value of the services provided and contributions made to the State by the metropolis in respect of the items named on page 60.

A Metropolitan Fund contributed to on a very moderate scale by all the municipalities, the State, and State undertakings, and by betterment rating, supplemented by the income from resales of land, &c., would provide ample means for metropolitan development. The existence of an organization as recommended would enable a definite policy of progressive improvement to be economically and promptly effected, in place of the constant inaction and difficulties associated with the wasteful and cumbersome system of divided control.

Costs of Resumptions.—In order to minimize the cost of schemes of improvement and to avoid undue interference with private property, it is recommended that, as soon as a scheme is adopted, a notice be served on all property-owners, lessees, and tenants affected, notifying the intention to resume their property in due course for public purposes. The notice should specify that whilst reasonable compensation for compulsory acquisition of the properties will be paid on the value of the property at that date, no new works or improvements may be effected afterwards except at the exclusive risk and cost of the owners, lessees, &c. It would be necessary for a special valuation to be made by the proposed Commission or other duly authorized body or person as soon as such notification was issued, which valuation would be used as the basis for the assessment of the resumption and compensation value.

Other Bodies to be Consulted.—Before any work is carried out by the proposed authority any municipality or other public board specially concerned should be consulted and opportunity given for objections or suggested amendments to be made.

Commission to be Consulted.—It is desirable that some provision should be made to ensure that no new tramway line should be constructed without consultation with and the approval of the Commission. No new metropolitan railway extension or notable alteration should be permitted without the Parliamentary Standing Committee on Railways being required to obtain a report from the Commission on the project.
CONCLUSION.

CO-OPERATION WITH OTHER AUTHORITIES.

In accordance with section 10, sub-section (4), of the Commission's Act, the following authorities and individuals have been consulted by the Commission to the end of January, 1925. In many instances more than one Conference has taken place.

**Government Departments.**
- Public Works Department.
- Lands Department.
- Government Statist.
- Police (Traffic Control) Department.
- Government Valuer.

**Public Authorities**
- Melbourne Harbour Trust Commissioners.
- Melbourne and Metropolitan Tramways Board.
- Victorian Railways Commissioners.
- Commission of Public Health.
- Melbourne and Metropolitan Board of Works.
- Licences Reduction Board.

**City of Brighton.**
- Brunswick.
- Collingwood.
- Essendon.
- Hawthorn.
- Kew.
- Melbourne.

**City of Port Melbourne.**
- Prahran.
- Richmond.
- St. Kilda.
- South Melbourne.
- Town of Preston.
- Shire of Broadmeadows.

**Municipalities.**
- Melbourne Chamber of Commerce.
- Metropolitan Cricket Ground Trustees.
- Melbourne Cricket Club.
- Richmond Cricket Club.
- Victorian Town Planning Association.
- Jas. Alex. Smith, Esq.
- D. A. Swanson, Esq.

In addition to the above the officers of the Commission have had many interviews with other authorities and persons.

**Railway Department.**—The Chairman of the Victorian Railways Commissioners made available to the Commission the services of Messrs. C. H. Fethney and W. D. Bracher when matters of railway importance were being discussed. The assistance and advice rendered by these officers has been valuable, and the action of the Railways Commissioners is appreciated.

**Melbourne City Council.**—The Commission desires to acknowledge the special help and facilities granted to it by the council and its officers for the carrying out of its labours, including the use of office accommodation at a nominal rental.

**Melbourne and Metropolitan Board of Works.**—The Commission is especially indebted to the Chairman and officers of the Melbourne and Metropolitan Board of Works, who supplied and made available plans and information which have considerably assisted the Commission in its work.

**Melbourne Harbour Trust.**—The Chairman, Mr. G. F. Holden, and members of the Trust afforded the Commission complete information with regard to their works and proposals, together with facilities for inspections of the area under its control and surroundings. This greatly assisted the Commission, and it is desired to acknowledge gratefully the help rendered.

**Melbourne and Metropolitan Tramways Board.**—The Commission is also indebted to the Melbourne and Metropolitan Tramways Board for valuable plans and data supplied at various times.

**Traffic Census.**—The first complete census of traffic of the city and its approaches has been of immense value, and for it the Commission is greatly obliged to the Adjutant—Mr. A. J. White—and members of the Special Constabulary Force, whose services were kindly made available by Sir James McCay.
Municipalities.—The investigation of the town-planning problems of Melbourne has necessitated the collection of an immense amount of data. The Commission desires to acknowledge the generous assistance it has received from the various Government Departments and public authorities.

The great bulk of the data, however, has had to be compiled from the books of the Metropolitan Municipalities, and the Commission desires to take this opportunity of thanking the majority of the councils for the assistance their officers have given. In most cases councils are not in possession of the desired information tabulated in a readily available form, and this has necessitated extra work on their part. It is desired to assure those concerned that only the actual requirements are being asked for, as the Commission realizes that the staffs are inadequate, and existing records too incomplete, for any greater demand upon the officers than is absolutely necessary.

It is regrettable that several municipalities have not made any genuine effort to afford practical assistance in the same way. It should not be necessary to state that the data is required for the benefit of the metropolis as a whole, in which every municipality shares.


Air Board: Civil Aviation.—Special thanks are also due to the Air Board and the Controller of Civil Aviation for the provision of aerial photographs and advice thereon.

Melbourne University.—Members of the Commission are gratified at the interest being displayed in Town Planning at the Melbourne University.

On 9th July, 1923, the Commission issued the following press announcement:—

"Following the press references last week to the proposal of the Melbourne University to institute a course in town planning, this matter has occupied the attention of the Commission, and has been the subject of discussion between the two bodies concerned.

The Commission has informed the University representatives that it is delighted with their decision to teach the principles of town planning to all technical students studying surveying, architecture, and civil engineering.

The Commission feels sure this decision will prove a great benefit to the community in the very near future, and all possible assistance will be rendered the University in its endeavours to foster the desirable object of training students in such practical directions."

MEETINGS OF THE COMMISSION.

From the 28th March, 1923 (the date when the Commission first assembled), until the end of January, 1925, 90 meetings have been held, in addition to which members have attended numerous meetings of sub-committees, municipal council meetings, deputations, and inspections, and the Chairman and other members have delivered addresses to various bodies concerned.

Attendance of members at the meetings have been as under:

<table>
<thead>
<tr>
<th>Member</th>
<th>Attendance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Alderman F. Stapley</td>
<td>87</td>
</tr>
<tr>
<td>Councillor W. A. Wharington</td>
<td>87</td>
</tr>
<tr>
<td>Councillor E. C. Rigby</td>
<td>79</td>
</tr>
<tr>
<td>Mr. H. E. Morton</td>
<td>79</td>
</tr>
<tr>
<td>Mr. S. Tuxen</td>
<td>78</td>
</tr>
<tr>
<td>Mr. T. P. Strickland</td>
<td>74</td>
</tr>
<tr>
<td>Councillor J. J. Liston</td>
<td>74</td>
</tr>
<tr>
<td>Mr. E. E. Smith</td>
<td>70</td>
</tr>
<tr>
<td>Councillor C. E. Merrett</td>
<td>48</td>
</tr>
</tbody>
</table>

Councillor C. E. Merrett visited England between 19th February and 12th September 1924, and whilst abroad obtained valuable information of assistance to the Commission.

Staff.—During the first few months the Commission had the valuable services of Mr. A. J. Macdonald, F.R.V.I.A., of the Commonwealth Patents Office. He resigned on 23rd June, 1924, to return to his former duties. The Commission has been fortunate in securing an efficient staff to undertake work much of which has been very arduous, and it has been extremely well and cheerfully carried out. The Commission feels that special mention should be made and appreciation given of the services rendered by Mr. F. C. Cook, who succeeded Mr. Macdonald, and by Mr. A. N. Kemsley, who has been Secretary since its inception. Both of these gentlemen have displayed exceptional ability and diligence in the discharge of their duties.

* Thirty meetings were held during Councillor Merrett’s absence abroad.
The following estimates of resumptions are based mainly upon municipal valuations. The estimates for road construction and similar works of an engineering nature have been prepared by the Commission.

No account has been taken of various considerable sums which will arise from contributions by public authorities, sales of residues of properties resumed, and rents received between acquiring and demolition. The moneys to be derived from these sources will be considerable. If to these moneys there is added the proceeds of the various betterment rates, the sum to be levied over the whole metropolis by a general rate should be considerably less than 3d. in the £1 on the annual rateable value. It is impossible to give an exact estimate until the various schemes are planned and set out in detail, and valuations made of the land to be included in the benefited areas, together with estimates of the increase in value owing to the carrying out of the work.

The estimates for street widening and alteration do not include the probable cost of altering the position of water, sewerage, and other mains and services, but these will be a very small proportion of the total cost of the schemes.

No estimates of the cost are given in respect of the South Melbourne Crown lands and the development of Fisherman's Bend, as it is beyond the resources of the Commission to do so at the present stage, owing to the extensive area of valuable land to be dealt with. So great, however, will be the enhanced value of all these lands by the carrying out of the schemes that the Commission is confident that the revenue to be derived from the sale or leasing of the Crown land and a betterment rate upon the privately owned land will pay for the cost of the improvement scheme.

The Costs Appendix contains estimates in relation to the works recommended by this First Report as are necessary for the proper development of those portions of the metropolis dealt with.

**COSTS APPENDIX.**

<table>
<thead>
<tr>
<th>No.</th>
<th>Scheme</th>
<th>Description</th>
<th>Costs</th>
<th>Returns</th>
<th>Net Cost</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Spencer-street Bridge</td>
<td>Bridge and Compensation to Harbour Trust</td>
<td>£410,000</td>
<td>£410,000</td>
<td>Estimate by Special Board, 1922</td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>Hanna-street — Clar-endon-street Con- nection</td>
<td>Property Resumptions (a)</td>
<td>£108,000</td>
<td>£65,900</td>
<td>£42,100</td>
<td>(a) South Melbourne Council valuation</td>
</tr>
<tr>
<td>3</td>
<td>Hanna-street and St. Kilda-road</td>
<td>Road Construction (b)</td>
<td>£6,800</td>
<td>£6,800</td>
<td>£6,800</td>
<td></td>
</tr>
<tr>
<td>4</td>
<td>Roy-street Widening</td>
<td>Property Resumptions(a)</td>
<td>£38,100</td>
<td>£17,600</td>
<td>£20,500</td>
<td>(a) South Melbourne Council valuation</td>
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<tr>
<td>5</td>
<td>Roy-street to Albert-road (b)</td>
<td>Roy-street to St. Kilda- road Connection</td>
<td>£12,100</td>
<td>£12,100</td>
<td>£12,100</td>
<td></td>
</tr>
<tr>
<td>6</td>
<td>Yarra Park-road</td>
<td>Road Construction (b)</td>
<td>£30,000</td>
<td>£30,000</td>
<td>£30,000</td>
<td></td>
</tr>
<tr>
<td>7</td>
<td>Punth-road, Richmond</td>
<td>Road Construction</td>
<td>£13,800</td>
<td>£13,800</td>
<td>£13,800</td>
<td>(a) Asphalt</td>
</tr>
<tr>
<td>8</td>
<td>Harcourt-parade</td>
<td>Road Construction</td>
<td>£11,400</td>
<td>£11,400</td>
<td>£11,400</td>
<td>30-ft. road only. Estimate for ultimate Yarra Boulevard Scheme not available</td>
</tr>
<tr>
<td>9</td>
<td>Chapel-street North</td>
<td>Property Resumptions</td>
<td>£20,000</td>
<td>£20,000</td>
<td>£20,000</td>
<td>(a) Asphalt</td>
</tr>
<tr>
<td>10</td>
<td>Punth-road Bridge and Punth Hill Devia- tion</td>
<td>Bridge over Yarra</td>
<td>£119,000</td>
<td>£22,000</td>
<td>£97,000</td>
<td>(a) Melbourne City Council valuation</td>
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<tr>
<td>11</td>
<td>Harcourt-parade</td>
<td>Road Construction</td>
<td>£37,400</td>
<td>£37,400</td>
<td>£37,400</td>
<td></td>
</tr>
<tr>
<td>12</td>
<td>Toorak-road</td>
<td>Road Construction and Alterations</td>
<td>£73,900</td>
<td>£73,900</td>
<td>£73,900</td>
<td>(b) Asphalt</td>
</tr>
<tr>
<td>13</td>
<td>Queen's Bridge-street</td>
<td>Road Construction and Alterations</td>
<td>£3,700</td>
<td>£3,700</td>
<td>£3,700</td>
<td>Wood blocking in conformity with existing road</td>
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<td>14</td>
<td>Miller-street and Yarra Bank-road</td>
<td>Compensation to Australian Paper Mills (5)</td>
<td>£20,800</td>
<td>£20,800</td>
<td>£20,800</td>
<td>(a) Asphalt</td>
</tr>
</tbody>
</table>

**Note:** The Costs Appendix contains estimates in relation to the works recommended by this First Report as are necessary for the proper development of those portions of the metropolis dealt with.
<table>
<thead>
<tr>
<th>No.</th>
<th>Scheme</th>
<th>Page Reference</th>
<th>Costs</th>
<th>Remarks</th>
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<td></td>
<td></td>
<td></td>
<td>Item</td>
<td>Estimate</td>
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<td>12</td>
<td>Short road to Williamstown</td>
<td>Reference</td>
<td>Road Construction</td>
<td>£20,000</td>
</tr>
<tr>
<td>13</td>
<td>Swan-street Bridge</td>
<td></td>
<td>Property Resumptions and Compensation (a)</td>
<td>£120,000</td>
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<tr>
<td>14</td>
<td>Bridge-road—Widening</td>
<td></td>
<td>Road Construction (b)</td>
<td>£28,800</td>
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<tr>
<td>15</td>
<td>Victoria-street—Widening</td>
<td></td>
<td>Property Resumptions and Compensation</td>
<td>£360,000</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Railway Alterations—North Richmond Station</td>
<td>£4,500</td>
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<tr>
<td>16</td>
<td>Victoria Bridge</td>
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<td>Road Construction (a)</td>
<td>£103,700</td>
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<tr>
<td>17</td>
<td>Hawthorn Bridge</td>
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<td>Road Construction (b)</td>
<td>£112,000</td>
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<tr>
<td>18</td>
<td>Barker's-road—Widening</td>
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<td>Property Resumptions and Compensation (a)</td>
<td>£12,100</td>
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<tr>
<td>19</td>
<td>High-street South, Kew</td>
<td></td>
<td>Cutting</td>
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<tr>
<td>20</td>
<td>High-street, Kew (Denmark-street to Cotham-road)</td>
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<td>Property Resumptions and Compensation (a)</td>
<td>£22,100</td>
</tr>
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<td>21</td>
<td>Port Melbourne High-way</td>
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<td>Road Construction (b)</td>
<td>£14,100</td>
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<td></td>
<td></td>
<td></td>
<td>Property Resumptions and Compensation (a)</td>
<td>£54,400</td>
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<td></td>
<td>Road Construction (b)</td>
<td>£4,700</td>
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<tr>
<td>22</td>
<td>New Road to Footscray</td>
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<td>Property Resumptions and Compensation—Cottages at Port Melbourne (a)</td>
<td>£4,800</td>
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<tr>
<td>23</td>
<td>High-street, St. Kilda—Widening</td>
<td></td>
<td>Cottages at Montague (b)</td>
<td>£30,000</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Two factories west of Clarendon-street (b)</td>
<td>£18,000</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Between Queen's Bridge-street and St. Kilda-road (b)</td>
<td>£329,000</td>
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<td></td>
<td></td>
<td></td>
<td>Sub-way under St. Kilda-road</td>
<td>£381,800</td>
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<td></td>
<td></td>
<td></td>
<td>Road Construction (c)</td>
<td>£74,000</td>
</tr>
<tr>
<td>24</td>
<td>Wellington-street—Widening</td>
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<td>Property Resumptions and Compensation (a)</td>
<td>£209,600</td>
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<td></td>
<td></td>
<td></td>
<td>Road Construction (b)</td>
<td>£43,000</td>
</tr>
<tr>
<td>25</td>
<td>Mount Alexander-road—Widening</td>
<td></td>
<td>Property Resumptions and Compensation</td>
<td>£209,600</td>
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<tr>
<td>26</td>
<td>Point Nepean-road—Widening</td>
<td></td>
<td>Road Construction (b)</td>
<td>£43,000</td>
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Grand Total: £2,994,500
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<td>55</td>
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<td><strong>Tramways—continued.</strong></td>
<td></td>
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<td>Swan-street to Alexandra-avenue and proposed East-west Road through South Melbourne to Fisherman’s Bend</td>
<td>36</td>
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By Authority: H. J. Green, Government Printer, Melbourne.